

Title IV-E Capped Allocation Demonstration Project (CADP)

**Implementation Plan
Edition 1, June 21, 2007**

**Los Angeles County
Department of Children and Family Services (DCFS)
and Probation Department**

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Section One

I. Introduction

On April 17, 2007, the Los Angeles County Board of Supervisors approved the submission of the County's Title IV-E Child Welfare Capped Allocation Demonstration Project (CADP) Five-Year Plan to the California Department of Social Services (CDSS). CDSS approved the County's CADP submission on May 18, 2007, to begin on July 1, 2007. The Department of Children and Family Services and the Probation Department (the Departments) jointly submitted the CADP, which provides flexibility in their use of Title IV-E funds to test the effect of innovative strategies to accelerate efforts to improve outcomes for children and families in Los Angeles County. These efforts will build upon system improvements already underway among the Departments and their community partners.

II. Goals

The CADP goals are as follows:

The following goals are universal to both dependent and delinquent populations as a whole:

- Provide more preventive services;
- Increase the number and array of services to allow more children to remain safely in their home;
- Reduce the reliance on out-of-home care through the provision of intensive, focused, individualized services;
- Reduce the number of children and their length of stay in congregate care while ensuring that individualized case planning and appropriate community alternatives are in place first; and,
- Reduce the timelines to permanency.

The following goal is specific to the dependent population:

- Reduce the recurrence of maltreatment through a combination of caseload reduction and an increase in the time caseworkers spend with each family.

The following goal is specific to the delinquent population:

- Reduce the recurrence of maltreatment through a combination of caseload reduction and evidence-based case management interventions.

III. Federal Waiver Outcome Measures

The following federal Waiver outcomes and corresponding measures, as reflected in the California Waiver Terms and Conditions, are the basis for our CADP goals:

Increased child safety:

- Number and proportion of children with a subsequent substantiated report of abuse/neglect within a specified time period;
- Number and proportion of children in foster care with a substantiated report of abuse or neglect while in foster care;
- Number and proportion of children that receive a face-to-face contact with a child welfare professional within a specified period following a report of abuse or neglect;
- Average number of social worker visits, as appropriate, per child in placement or with an active child welfare case; and,
- Rate of recurrence of abuse/neglect in homes where children were not removed.

Increased and more timely exits to permanency:

- Number and proportion of children that are reunified within 12 months of removal from the home;
- Number and proportion of children that are adopted within 24 months of removal from the home; and,
- Number and proportion of children who re-enter out-of-home placement.

Increased placement stability:

- For children in out-of-home placement, the average number of changes in placement setting within 12 months of removal from the home.

Increased appropriateness and decreased restrictiveness of new and existing out-of-home placements:

- Number and proportion of children placed in foster care with all or some of their siblings;
- Number and proportion of children in out-of-home placement who change placements settings, and the direction of change in the restrictiveness of the placement setting (i.e., to a less restrictive or more restrictive setting); and,

- Number and proportion of Indian Child Welfare Act (ICWA) eligible children placed in culturally appropriate foster care settings as defined by ICWA.

Improved child and family well-being:

- Children transitioning to self-sufficient adulthood such as: high school diploma, enrolled in college/higher education, completed vocational training, employed or other means of support.

To the extent available, the State's evaluation will track all of these outcome measures in relation to gender, age, race, and, as appropriate, placement type or setting.

IV. Reinvestment Strategy

Under the CADP, for a period of five years the State and Federal share of foster care funds shall be capped and made available to the County to finance structural and programmatic improvements to the child welfare and probation service delivery systems, and the Title IV-E requirement that children be at imminent risk of entering or in foster care for these funds to be used for services is waived. The federal funding cap was established based on actual federal reimbursement for administrative and out-of-home care costs the County received in FFY 02-03, 03-04 and 04-05 with a 2% growth factor added for each year of the Waiver. The State funding cap was established based on the actual reimbursements for out-of-home care costs in FY 05-06 and FY 06-07 Child Welfare Services allocation with a 2% growth factor added for each year of the Waiver. The County's Maintenance of Effort (MOE) was established based on actual expenditures in FY 05-06. There is no increase in NCC.

Because there are fewer children in foster care now than in these baseline periods, the Departments currently project that \$21,108,000 in reinvestment funds will be available under the CADP over the five-year term. The table below details these projections:

Fiscal Year	EXPENDITURE ESTIMATES				REVENUE & NET COUNTY COST AVAILABLE	AVAILABLE FLEXIBLE FUNDING
	DCFS	Probation	Foster Care Payments	Total		
2007-08	\$ 463,142,000	\$105,573,000	\$ 400,093,000	\$ 968,808,000	\$ 995,776,000	\$ 26,968,000
2008-09	\$ 496,432,000	\$113,374,000	\$ 390,461,000	\$ 1,000,267,000	\$1,006,687,000	\$ 6,420,000
2009-10	\$ 520,313,000	\$121,846,000	\$ 375,408,000	\$1,017,567,000	\$1,017,815,000	\$ 248,000
2010-11	\$ 544,361,000	\$131,049,000	\$ 357,367,000	\$1,032,777,000	\$1,029,167,000	(\$3,610,000)
2011-12	\$ 569,425,000	\$137,083,000	\$ 343,155,000	\$1,049,663,000	\$1,040,745,000	(\$8,918,000)
Total	\$2,593,673,000	\$608,925,000	\$1,866,484,000	\$5,069,082,000	\$5,090,190,000	\$ 21,108,000
Yearly Avg.	\$ 518,735,000	\$121,785,000	\$ 373,297,000	\$1,013,817,000	\$1,018,038,000	\$ 4,222,000

The Departments have agreed that it would be fiscally responsible to limit reinvestment spending for the first year of the CADP to one fifth, or 20 percent, of the \$21,108,000 in reinvestment funds currently projected over the five years. This decision was made after consultation with CDSS and the United States Department of Health and Human Services, and discussion with Waiver Demonstration Projects states and experts from around the nation. While the front loading of up to 40 percent of reinvestment funds in the first year is permissible under the Federal Terms and Conditions, other jurisdictions have reported justifiable concerns and poor experience with this spending strategy.

The Departments have agreed to split the 20 percent available in FY 07-08, which is \$4,222,000 along the current reimbursement percentages. Currently, DCFS spends approximately 80 percent of Title IV-E funds reimbursed and Probation spends approximately 20 percent. Therefore, DCFS will have \$3,378,000 in reinvestment funds available in FY 07-08 and Probation will have \$844,000 available in FY 07-08.

We expect that system reform, particularly in reducing the number of children entering foster care and accelerating the return to permanent families of those in foster care, will generate additional reinvestment savings over the five-year term, which can, in turn, be identified and reinvested in further service delivery enhancements. This reinvestment strategy is a tremendous incentive to the Departments to realign the investment of resources around the needs of children and families in the communities in which they live.

The County and CDSS have reached agreement on a Memorandum of Understanding (MOU) specifying the roles and responsibilities of all parties; authorizing the County to participate in the CADP; allowing the County to expend State and federal foster care funds for children and families who are not normally eligible and to allow the County to make payments for services that will be provided that are not normally covered under Title IV-E; and specifying mechanisms/procedures to be used for claiming, collecting, reporting and tracking data on children and families served in the CADP.

Finally, as required in the CDSS - County MOU, the Departments will have amended the existing MOU on Title IV-E Foster Care and Adoption Assistance Program by July 1, 2007 to incorporate their joint participation in the CADP and reflect the agreements reached around reinvestment funds and claiming procedures.

V. IV-E Waiver CADP Management Team

Management Team and Responsibilities

Each Department has identified key staff to be freed up from other responsibilities to either work on the Waiver full time or a significant portion of their work time. DCFS has identified Deputy Director Lisa Parrish as its Waiver Coordinator, and Probation has identified Probation Director Kathy New as its Waiver Coordinator. In addition, two administrative support staff for each Department will be dedicated to work on the Waiver

full time. DCFS will identify a Children's Services Administrator (CSA) III and CSA II. Probation would like to identify a Program Analyst and Fiscal Officer II. The Departments are looking at private funding opportunities to support these positions.

The Departments have been working closely together and meeting regularly with a County Steering Committee, which includes the CAO and the Public Consulting Group, which was brought on to advise the County on cost allocation methodologies. This Steering Committee will continue to meet monthly and focus on governance, a quarterly review of implementation status, financial projections and tracking, and outcomes.

In addition to the Steering Committee, DCFS and Probation Team members will meet at least twice monthly throughout the first year of implementation. The Waiver Team members will be responsible for planning, coordinating, monitoring and reporting on Waiver implementation and outcomes; and working with CDSS, Chief Administrative Office (CAO), other Departments, service providers, community partners and other stakeholders.

Management Data

Real time management data for tracking clients and services, outcomes, and linked expenditures is critical to the success of the flexible funds reinvestment strategy. Without accurate and timely management information, some of which is not currently available, there is the potential to misinterpret the effect of changes to the service delivery systems and to miscalculate the financial impacts. DCFS and Probation are working closely together to identify gaps in management information, including both data and reports, which must be addressed as early as feasible under the CADP.

DCFS has conducted an internal management report inventory and identified a high level team, with Probation involvement, to identify pertinent data systems and reports already available, and specific data and reports that need to be collected or created. While CWS/CMS captures much of what is needed regarding DCFS open cases and children in out-of-home care, it does not adequately include information on Probation wards or families. DCFS and Probation have begun meeting regularly to identify and problem solve around these management data needs. Technology solutions will need to be found quickly to automate cumbersome business processes, collect and share new data, and provide management reports on quantitative and qualitative data to evaluate system performance and outcomes. Funds will need to be made available to support identified technology solutions, and this may include reinvestment funds.

VI. Communication Plan and Stakeholder Input

The U.S. Department of Health and Human Services (DHHS) approved the California Waiver on March 31, 2006. In June 2006, the Departments held a kick-off event for 300 managers to provide them with the details to lead our community planning efforts. Using existing community advisory councils, DCFS held over 100 community forums

during Summer 2006. At the end of August 2006, the Departments held a summit of over 300 County managers and community partners to develop a long list of strategies for flexible funding spending. Since then, DCFS has been prioritizing initiatives for sequencing, through regular meetings of two longstanding workgroups focused on Prevention and Family Reunification, various meetings with stakeholder groups, and focus on internal modeling of ease/speed of implementation and scope of impact.

In addition to the County Steering Committee, DCFS and Children and Families Commission co-chaired workgroups provide vehicles for stakeholder input for the continued planning around sequencing next priorities. Finally, each DCFS Regional Administrator continues to participate and share information in local Service Planning Area (SPA) councils and community forums.

The Probation Department plans to implement additional communication efforts that will include:

- Briefing Document which will be distributed to all stakeholders that outlines the Department's detail specific implementation of internal reform in response to the CADP goals.
- Focus Groups (Internal/External Stakeholders) which will be held yearly to develop partnerships and gather feedback on pre and post CADP attitudes, experiences, and beliefs.
- Surveys (Internal/External) which will be conducted to identify and monitor levels of CADP understanding and sponsorship. These findings will steer and guide future efforts to ensure a balance of CADP understanding of the projects goals, initiatives, and work expectations for all IV-E service providers and across all departmental staffing levels.

The Departments have established several coordinated communication strategies. E-mail addresses have been identified (waiverinfo@dcs.lacounty.gov and waiverinfo@probation.lacounty.gov) for information delivery and response, and all informational documents on the CADP will contain one or both of these e-mail addresses. A Waiver announcement will be emailed as a News Blast in June to both Departments' staff and to a global list of stakeholders developed from the many meetings over the last year. Waiver e-mail News Blasts will continue to be distributed on a quarterly basis. The Departments will hold another stakeholder summit on July 27, 2007 to report on the first sequence initiatives and continue the prioritization work for future sequences. The Departments will conduct additional stakeholder summits at least once each year. The Departments' web sites will also regularly display News Blasts and accompanying video messages about Waiver implementation and will be linked with one another.

VII. Evaluation Planning

The Departments have reviewed the draft Evaluation Plan dated April 2007, submitted by Dr. Charles Ferguson, of Sonoma State University, to CDSS, and provided feedback, as requested. Dr. Jacqueline McCroskey was also provided the opportunity to review the plan and submit comments. The evaluation design proposed by Dr. Ferguson, which will look at process, outcome measures and fiscal issues, appears to meet the federal requirements for the California CADP, although it necessarily concentrates on the broadest of system measures. Under his "pre-post" evaluation design, Dr. Ferguson will make a series of eight observational visits to each Waiver county, and measure process, outcome and fiscal data over time. Dr. Ferguson understands that the Probation Department will face some barriers in providing pertinent data, and he is willing to work with them on this obstacle. His first observation of the County service delivery system will occur in early July.

In addition, the Departments have begun talks with the State Legislature and Casey Family Programs to identify other resources that could be made available to supplement the statewide Evaluation Plan, and to propose identifying other resources that could be made available for more detailed qualitative and quantitative local evaluation efforts.

VIII. Implementation Sequences

The term of the 5-year CADP begins July 1, 2007 and ends June 30, 2012, and the first implementation sequence will begin on July 1, 2007. The Departments plan to sequence priority initiatives over time, in a dynamic manner responsive to emergent trends in the service delivery system, and as reinvestment funds are available. The Departments expect to update their implementation plans every six months. This report constitutes the first Waiver CADP Implementation Plan, Edition #1, June 20, 2007. The Board of Supervisors will be provided with updates and requests for approval of Implementation Plan revisions.

The Departments identified 23 proposed initiatives as service delivery system enhancements viewed favorably under the Waiver's flexible environment in the CADP and approved by CDSS on May 18, 2007. These initiatives range from investments in redesigning the roles of County staff and the available resources and funds for direct investment in providers in communities to the resources available to families. It is unrealistic to think that all of these enhancements can be implemented at once or quickly. The Departments estimate that multiple iterative implementation sequences will be necessary over the life of the CADP, and that flexibility in determining what enhancements will be prioritized in successive sequences is critical. Defining the exact sequence of implementation for all 23 proposed system enhancements is not advisable at this early point. The Departments must concentrate on the various implementation stages for the first identified priorities and begin to measure results, and use that experience to select the priorities for future sequences. The Waiver environment is necessarily a dynamic one.

The first sequence of reinvestment will begin in FY 07-08. Next sequences of requests for the use of reinvestment funds may occur within FY 07-08. This will depend upon the Departments' demonstration of additional projected reinvestment funds over the five-year Waiver term. The Departments will carefully monitor assistance payments and administrative costs to look for opportunities for achieving the Waiver outcomes for children and families, and reducing administrative overhead to generate additional reinvestment funds. The Departments have each identified a small list of priority initiatives for the first sequence of service delivery enhancement, based on feasibility and speed of implementation, target population and, most importantly, breadth of estimated impact.

In the following sections, DCFS and Probation detail their implementation plans for their first sequence priorities and the resources associated with them.

Section Two: DCFS Title IV-E Waiver Implementation Plan

IX. DCFS Implementation Plans

First Sequence DCFS Implementation Priorities

There are 21 DCFS service delivery system initiatives described in the Title IV-E Waiver CADP plan submitted to the State. After considering the target populations, ease and speed of implementation efforts, and breadth of impact on the desired Waiver outcomes, DCFS has selected three first sequence implementation priorities for FY 07-08:

- Expansion of Family Team Decision Making (FTDM) Conferences
- Focused Family Finding and Engagement
- Up-front Assessments on High Risk Cases

In this, the first sequence of requests for resources utilizing Waiver reinvestment funds, DCFS has \$3,378,000 available annually. In the following three initiatives, DCFS plans to spend \$2,505,000 in FY 07-08. This leaves approximately \$873,000 still available during FY 07-08 for which DCFS may request Board approval to spend at a later date.

A. Expansion of Family Team Decision-Making (FTDM) Conferences

1. Priority Initiative Description

DCFS will increase the number of FTDM facilitators available to hold biannual multidisciplinary team conferences for children placed in group homes and children in out-of-home care two years or longer with no permanency resources identified. DCFS has been a best practice site for the Annie E. Casey Foundation (AECF) Family-to-Family (F2F) initiative and has been replicating the core F2F strategies in regional offices. Beginning in January 2007, DCFS was selected as one of nine Anchor Sites for the expansion and dissemination of F2F practice in California. Team Decision-Making Meetings (TDMs) were developed as a central component to child-centered, family-focused F2F practice and have proven to be a very successful, well-received practice enhancement in all offices.

Current DCFS policy directs that a TDM conference be held for any child at risk of removal, at any time a change in placement or reunification is being considered. A trained Supervising Children's Social Worker (SCSW) facilitator, who is a non-case carrying, independent and neutral party leads the TDM meetings. The facilitator's role is to create an inclusive meeting environment focused on family strengths, assure that everyone participates and is heard, and develop consensus around a Safety/Action Plan regarding the placement decision. Additionally, DCFS policy directs that at 30 days and 4 months from placement, a permanency planning conference (PPC) for

Family Reunification cases, led by a FTDM facilitator, will be held to follow up on the Safety/Action plan, update or modify the case plan and visitation plan, and prepare for the next court date.

a. Target Population and Theory of Change

The target population ultimately will be all children in foster care. In FY 07-08, PPCs will be held for children in group homes and children in foster care for two years or longer with no identified permanency resource. In May 2007, there were 1,465 children placed in group homes, and approximately 8,500 children in out-of-home care for 24 months or longer. Holding mandatory PPCs every six months for these priority target populations will ensure that the multi-disciplinary team of professionals, family members and caregivers meets regularly to focus on the urgent need of the child for permanency.

b. Cost

DCFS currently has 62 budgeted SCSW items for FTDM facilitators, based on workload projections which assume that a facilitator can hold two TDMs or PPCs per day. There are also 23 clerical items budgeted for administrative support of the SCSWs. Adding additional PPCs every six months throughout the case of these priority target populations would increase the number of SCSWs needed by 14, for a total of 76 facilitators.

Total salaries and employee benefits and services and supplies for 14 additional SCSWs would be \$1,671,313 annually. First year cost projections would assume a phase-in of hiring for these new positions, with all filled by October 1, 2007. Costs for FY 07-08 would be \$1,268,115 for the nine-month period during which all positions would be filled.

c. Timeframe

Development:	January 2007 through August 31, 2007
Initial Implementation:	October 1, 2007
Full Implementation:	Completed by June 30, 2008

d. Outcomes and Reinvestment Impact

Outcomes

The expansion of TDMs will primarily focus on impacting increased and more timely exits to permanency, although increased child safety in out-of-home care, placement stability and appropriateness, as well as decreased restrictiveness of placements are also likely to be effected.

Reinvestment Impact

DCFS will first focus the new PPCs on children in group homes, starting with:

- a. children placed at the lower RCLs 6-9;
- b. children at low performing agencies as indicated by agency 2007 Scorecards;
- c. children ages 12 and younger; and
- d. children with the longest stays in other group home placements.

After a review of these priority populations, children in out-of-home care for two years or more will have biannual permanency planning conferences. The DCFS long term foster care (LTFC) census (with a case goal of "Permanent Placement" or PP) is already targeted through the Department's Management and Appraisal Performance Plan (MAPP) goals to be reduced to 8,820 by September 2007. Through biannual PPCs, a further reduction of 5% by July 2009 is projected. This is projected to reduce the LTFC census by 444 children (net) to a year-end census of 8,376 on June 30, 2009.

2. Recruitment and Selection of Staff (Direct Services)

DCFS TDM facilitators are SCSWs who have been selected by Regional Administrators based on criteria set by the F2F Program Manager. Schedulers for the TDMs are ITCs. Once Board approval has been obtained, DCFS will post a bulletin for these new positions by July 13, 2007, and complete the hiring process and release of selected staff by October 1, 2007.

3. Pre-Service Training

In October 2007, the DCFS F2F Program Manager and the F2F CSA Is will conduct pre-service training for the new SCSW facilitators on the role of the facilitator, the purpose and process of TDMs and PPCs, facilitation skills, family engagement, and safety action planning.

4. Decision Support Data Systems

Working with the AECF California F2F technical assistants, the F2F Program Manager and staff from the Bureau of Information Services (BIS) will enhance the management reporting abilities of the TDM database by January 2008 and develop the capability to track PPCs, to ensure the ability to capture the performance measures outlined below.

5. In-Service Training, Consultation and Coaching

Throughout FY 07-08, the F2F Program Manager and the CSA Is will provide the following in-service training: bimonthly all facilitator continuous quality improvement (CQI) meetings, and periodic TDM observations on a rotation with all DCFS Regional offices, with regular feedback to senior management and individual coaching to facilitators.

6. Performance Measurement

Full implementation will be measured by performance evaluations for FTDM facilitators to include the number of TDMs and PPCs facilitated monthly, with an expectation of 40 per month per facilitator in FY 08-09.

The following performance indicators will be used to systemically determine full implementation of the expansion of TDMs:

- a. Whether a TDM is held for all families whose children are at imminent risk of placement or emergency placement, for all children for whom a placement change is considered, and for all family reunifications.
- b. Whether a PPC is held quarterly for all children in out-of-home care.
- c. High levels of parent, family, caregiver, community supporter, and placement agency attendance at PPCs

7. Facilitative Administrative Support Needed

Timely release of selected candidates from their current positions will need to be assured, and timely backfilling of positions will facilitate this. Management data systems will need enhancements. Technical assistance (TA) will be obtained from the California AECF F2F Coordinator and F2F TA consultants on quality control and improvement for PPCs.

B. Focused Family Finding and Engagement through Pilot Specialized Permanency Units at 3 Regional Offices

1. Priority Initiative Description

In August 2005, the Metro North Regional Office partnered with the California Permanency For Youth Project (CPYP) to implement strategies to achieve permanent family connections for older youth in foster care. In October 2005, a Permanency Unit was first formed to target older youth, and training was begun on a variety of related critical issues, including family search and engagement, and working with older youth to overcome challenges and barriers to forming permanent connections, particularly loss, safety, attachment, and resilience. Much has been learned from this project, and DCFS plans to expand this effort to the Lakewood and Pomona offices in FY 07-08. Each Permanency Unit will include 6 Generic Children's Social Workers (CSWs) who will carry a reduced caseload of 15 youth (pending union approval); this will include the most challenging youth in each office, categorized as high-need, who may have the following characteristics: no or limited family connections, multiple recent replacements, heavy substance abuse, recent psychiatric hospitalization, and repeat runaways.

In addition to reduced caseloads, CSWs in these units will have extensive training and utilize intensive family finding and engagement strategies. They will collaborate with secondary Permanency Coordinators and external partners, such as TDM and FGDM facilitators, P3, co-located DMH staff, Adoption staff, Emancipation/ILP Services, Runaway Outreach Unit, Wraparound Services, and Interagency Consultation Assessment Team (ICAT) and other Family Finding resources. The roles of these secondary Permanency Coordinators and external partners will be critical to these pilots' success.

a. Target Population and Theory of Change

The target population will be high-need youth with few or no family connections or permanency resources. The specialized units serving this population will have reduced caseloads of 15, internet relative search technology, extensive training on the emotional issues and needs of older youth in foster care, expert case consultation and high level support on the focus on the least connected children. With these resources, caseworkers will be able to connect or reconnect youth to siblings, parents, extended family members and adult mentors, and restore or create permanent family connections.

b. Cost

Costs for each Permanency Unit will be incurred from the reduction in caseload, which equates to three CSW IIIs and 1 SCSW. The Metro North office pilot will be fully staffed and operational in October 2007; the two remaining pilot offices will be phased-in and expected to be operational in January 2008. The first year's projected cost for salaries and employee benefits and services and supplies for these positions is \$753,578 for FY 07-08. In addition, \$150,000 will be allocated for training and consultation.

c. Timeframe

Development:	Underway in Metro North since August 2005
Initial Implementation:	3 offices in January 2008
Full Implementation:	All offices by July 2009, after a full review of the pilots

d. Outcomes and Reinvestment Impact

Outcomes

The ultimate outcome of this work will be relational permanence for youth who would otherwise have been likely to emancipate from foster care without durable family

connections, and a reduction in the long term foster care census. The eight measurable goals of the pilots are that:

- Youth will be participants and leaders in their permanency planning;
- Youth will have increased connectiveness with siblings, parents, relatives and non-relative extended family members (NREFMs);
- Youth will be returned to the home of a parent if possible;
- Youth will be assessed and prepared for adoption if unable to return home;
- Youth will be assessed and prepared for guardianship if unable to return home or be adopted;
- Youth will be placed with relatives or NREFMs;
- Youth will reside in the lowest level of care possible (most appropriate, least restrictive); and,
- Youth who emancipate will have a least one durable connection with a committed adult.

Reinvestment Impact

It is estimated that in each pilot office 15 additional youth annually will move from a group home placement to placement with a relative, NREFM or foster home, and that another additional 15 youth annually will exit foster care to reunification, adoption or legal guardianship. This will result in a reduction in the long term foster care census.

2. Procurement Vehicle and Process (Contracted Services)

To date, three consultants have been working with the Metro North Office on specialized strategies for achieving permanency for older youth. Kevin Campbell is a national expert who trains and provides case consultation support on family finding and engagement, using Internet search technology and specific engagement and reconnection strategies. Bob Lewis is a national expert on specialized adoption and trains and provides case consultation support, with a focus on the communication skills needed to work with disconnected teens and their families on their emotional needs. Dr. Darla Henry provides training and case consultation support on a framework of tools on reconciling losses, rebuilding relationships, and supporting belonging. These three consultants will be involved with the pilot offices and the appropriate procurement vehicles will need to be in place by November 1, 2007. Additionally, expanded availability of the US Search web-based public records search technology will need to be purchased.

3. Recruitment and Selection of Staff (Direct Services)

The two new pilot offices will select staff for the specialized units and appropriate supports by November 1, 2007, using the model developed by the Metro North Office and articulated in the Metro North Permanency Project Plan. A Project Lead will need

to be identified as Manager for each office to coordinate the High-Need Youth Permanency Leadership Team and training for office staff and external partners, conduct selection of appropriate cases, and collect data on results.

4. Pre-Service Training

A clear recommendation from the work done to date by the Metro North Office is that all staff in each pilot office receive training on the importance of permanency for older youth and enhanced family finding and engagement. Staff should be identified beginning November 1, 2007, and pre-service introductory training will be conducted by the Metro North Team and the three consultants mentioned above. Additionally, expanded training on understanding and using the results of the US Search reports is needed for all staff in each office. These reports can include parents, relatives, neighbors and associates of parents, and associated addresses and phone numbers.

5. Decision Support Data Systems

Metro North has developed two logs to track the high-need youth referred and served by the specialized unit and the results associated with the family finding and reconnection efforts. These will be duplicated in the pilot offices.

6. In-Service Training, Consultation and Coaching

The DCFS training staff will continue to provide training on understanding and using the results of the US Search reports, identifying family members and their contact information. Kevin Campbell, Bob Lewis and Dr. Henry will each provide in-service training, consultation and coaching to the pilot offices, the Permanency Leadership Teams in each office and the Project Lead Managers. Kevin Campbell will conduct six all-day family finding trainings over six months in each new pilot office and provide ongoing support to Metro North. Bob Lewis will provide periodic training on communicating with youth and family members, and Dr. Henry will provide four sessions for each new pilot office on preparing youth for permanence.

7. Performance Measurement

Tracking progress and outcomes will be accomplished in the following ways. By January 2008, each pilot office will establish and maintain a Project Lead Manager, a High-Needs Youth Permanency Leadership Team, a specialized unit and identified secondary Permanency Coordinators. Each office will maintain logs to track the referrals and cases served by the specialized units, and the eight outcomes outlined above.

8. Facilitative Administrative Support Needed

DCFS has established a Family Finding Workgroup, led by Deputy Director Amaryllis Watkins and Acting Deputy Director Diane Wagner. The important lessons learned through the development work at Metro North indicates a need for consistent high level support for the very challenging work necessary to create permanent connections for older youth in foster care. Reduced caseloads and a variety of secondary support workers are essential to working with these highest-need youth. Clear advocacy of this need for reduced caseloads in labor management discussions will be necessary. Additionally, the great benefit of ongoing consultation and coaching from national experts on working with high-need youth must be recognized and supported.

C. Up-Front Assessments on High Risk Cases with Expanded Family Preservation Slots

1. Priority Initiative Description

Through the use of an existing County-contracted Family Preservation agency, shields for Families, DCFS will establish an up-front assessment program in the Compton office. The goal of the program will be to prevent unnecessary foster placement through more thorough investigation and assessment of Child Protection Hotline (Hotline) high-risk referrals of alleged child abuse and neglect (High-risk is defined here as those referrals including substance abuse, domestic violence and/or mental health involvement requiring special expertise).

a. Target Population and Theory of Change

The target population for up-front assessments will be families in the Compton office service area with high-risk referrals from the Hotline related to substance abuse, domestic violence and/or mental health involvement. Experts in the areas of substance abuse, domestic violence and/or mental health will provide immediate comprehensive assessments and connect families to treatment and ancillary services in the community. This will allow Emergency Response CSWs to make more informed case decisions, and in many cases, allow children to remain safely in their homes.

b. Cost

Family Preservation Expanded Program Costs

The decrease in the number of detentions will result in the need for increased Family Preservation service costs for children to remain safely in their homes. The projected costs for FY 07-08 are \$199,000 for a nine-month period.

Up-Front Assessment Costs

The program costs for up-front assessments conducted by Family Preservation (FP) agencies (assessments, TDM and on-call) were calculated based on consultation with Shields. Shields estimates that they service approximately 10% of all monthly referrals routed to the Compton Office; these are the high risk referrals that involve issues of parental substance abuse, mental health and/or domestic violence for which the social workers require additional expertise.

Costs for the Compton Office (October 2007 through June 2008)

Nine-month costs for expanded Family Preservation services	\$199,000
Nine-month costs for up-front assessments for 864 high risk children (Assessment, TDM participation and On-Call Availability)	<u>\$134,000</u>
	\$333,000

c. Timeframe

Development:	May 2007 through September 30, 2007
Initial Implementation:	October 2007
Full implementation	June 2008

d. Outcomes and Reinvestment Impact

Outcomes

Through this collaborative relationship and proactive approach, DCFS expects to accomplish the following outcomes:

- Increase the number of children who remain safely in their own homes (through the provision of appropriate services that reduce risk of detention);
- Increase the number of families/children with clearly identified treatment needs;
- Increase the number of families engaged in their own assessment and/or treatment;
- Reduce the timelines to reunification (through early linkage to appropriate services);
- Decrease the number of children who re-enter foster care within 12 months from reunification; and,
- Increase the number of DCFS staff with a greater understanding of mental health and co-occurring disorders.

Reinvestment Impact

The Compton Office currently assesses an average of 864 high-risk children per year. At the average departmental detention rate of 7.6%, 66 children would be detained from the 864 high-risk child referral population. It is expected that the up-front assessments

would result in a reduction in the number of these children detained to 1% (1% of the 864 high-risk children).

Throughout the implementation of up-front assessments, it is anticipated that as a result of fewer detentions, there will be an increased need for Family Preservation services (see "Costs" above). Therefore, any savings related to up-front assessments will be offset by the additional costs needed for additional Family Preservation slots. Upon completion of the pilot, a cost analysis will be performed at each office location to determine the cost savings for those children safely diverted from out-of-home care. It is anticipated that these cost savings may be substantial. With the savings earned, reinvestment can then be directed to implement front-end assessments in additional DCFS offices based on the roll-out plan.

2. Procurement Vehicle and Process (Contracted Services)

By October 2007, Shields will receive contract amendments that specify the additional requirements, as well as describe the financial compensation for this added activity.

3. Recruitment and Selection of Staff (Direct Services)

No direct services staff will need to be recruited and selected.

4. Pre-Service Training

Compton office Emergency Response CSWs will be trained jointly by the Family Preservation and POE units on the appropriate and efficient use of up-front assessments and the contracted responsibilities of the agencies.

5. Decision Support Data Systems

Full implementation will be measured utilizing data systems currently in existence through DCFS and in use by the Family Preservation agencies.

6. In-Service Training, Consultation and Coaching

Over FY 07-08, the Family Preservation and POE units will jointly provide the following in-service training: monthly continuous quality improvement (CQI) meetings with regional office management and staff (SCSWs and CSWs), with regular feedback to the pilot offices' Management team and designated Family Preservation agencies.

7. Performance Measurement

Implementation will be measured systematically by the following performance indicators:

- a. Whether up-front assessments are initiated and completed for all high-risk referrals received by the office in a timely fashion.
- b. Whether up-front assessments result in a decrease in the number of children removed from their families.
- c. Whether up-front assessments of cases with unavoidable detentions result in reduced timelines to reunification (through early linkage to appropriate services).
- d. Whether up-front assessments result in a decrease in the number of children who re-enter foster care within 12 months of reunification.

8. Facilitative Administrative Support Needed

Timely development of a contract amendment for the Family Preservation provider in Compton (Shields for Families) will need to be brought for Board approval before October 2007.

Next Sequence DCFS Implementation Priorities

DCFS has identified additional priority initiatives (listed below) for the next sequence of implementation in FY 08-09. DCFS will continue to develop plans for the next sequence over the next six months and submit an updated implementation plan for these and other identified priorities in January 2008 after analyzing outcomes related to initiatives underway:

- Expansion of Upfront Assessments on High Risk Cases, with Expanded Family Preservation Slots, to all Regional Offices
- Expansion of FTDM Quarterly Permanency Planning Conferences for all Children in Out-of-Home Care
- Expansion of Family Finding and Engagement Permanency Units to Additional Regional Offices
- Enhanced Family Visitation
- Recruitment, Development and Use of Community Based Placements
- Use of Aftercare Support Services through Alternative Residentially-Based Services Program Pilots

Section Three: Probation Title IV-E Waiver Implementation Plan

X. Probation Implementation Plans

First Sequence Probation Implementation Priorities

Probation has identified two first sequence implementation priorities for FY 07-08:

- Enhanced Cross-Systems Case Assessment and Case Planning
- Expansion of Multi-Systemic Therapy (MST) and Functional Family Therapy (FFT)

A. Enhanced Cross-Systems Case Assessment and Case Planning

1. Priority Initiative Description

Probation will enhance its placement case assessments and case planning process. Research on foster care youth illustrates a principal connection between events and outcomes. In simple terms, this connection can be expressed as follows:

- Youth in foster care often enter the system with mental health, medical, educational, and/or behavioral problems. Mental health and behavioral problems tend to create difficulties in a youth's placement, often leading to multiple placements. Multiple placements are proven to be detrimental to the youth's ability to achieve safety, well being, and permanency goals.
- Given the harm associated with multiple placements, Probation's enhanced cross-systems case assessment and planning will aid in connecting Probation youth with the most appropriate setting at the onset of their foster care experience, taking into account their mental health, educational, medical and behavioral issues.
- Cross-systems case assessments, case planning, and appropriate Placement recommendations will be provided by the Department of Mental Health (DMH), contracted Education Specialists, and Probation. Each youth entering care will receive a formal assessment resulting in an individualized case plan and placement recommendation. Three Deputy Probation Officer (DPO) IIs will be assigned to this program and will provide case screening that will include review of juvenile arrest/Probation history, case and Los Angeles Risk and Resiliency Check Up (LARRC) review. They will provide the DMH staff and Education Specialists with their findings and case plan recommendations. The DMH staff and the contracted Education Specialists will be co-located in each of Probation's three Juvenile Halls. They will provide assessments and initial case planning within three to five days after the Suitable Placement Notification is received by the Placement Services Bureau. Their assessment will include Placement service/treatment needs. The DPOs will refer the youth to the most appropriate Group Home based on the Cross-Systems Assessment. Upon notification of acceptance, the DPOs will develop the

Group Home Agreement Packet that will include the assessment and initial case plan prior to the youth's release to the Group Home. DPOs will provide Group Home Intake staff with the assessment and initial case plan at the time the Group Home Intake staff sign the required Placement acceptance paperwork.

Protocol will require teams to:

- Analyze and review specific documentation that captures educational, psychological, behavioral, and family dynamics that will drive the overall assessment;
- Develop an individualized initial case plan upon completion of the assessment. When possible, the team will include parents and relevant family members in the service and treatment planning;
- Link the level-of-care and treatment criteria to the assessment;
- Identify the most appropriate placement to best serve the needs of the youth and provide a placement recommendation;
- Furnish the out-of-home care provider with the initial case/treatment plan and assessment; and,
- Conduct and oversee coordination of placement from the Juvenile Hall setting by the Deputy Probation Officer (DPO) team member, as a final stage.

a. Target Population and Theory of Change

This initiative will target approximately 249 "new" Suitable Placement youth detained in Juvenile Hall, per month. The average monthly intake of "new" Suitable Placement cases for 2006 was 225. Additionally, in the last three years, Probation has experienced a 10.5% increase in "new" Suitable Placement Orders yearly. It is projected that during FY 07-08, Probation will realize 249 "new" Suitable Placement intakes per month.

Employment of a cross-systems case assessment and planning process will increase the likelihood of identifying best possible placements to respond to the varied needs of youth, thereby improving the chances of achieving safety, well being and permanency.

b. Cost

This initiative calls for 3 Assessment Teams, each team consisting of 1 DMH Clinical Psychologist II and 1 Education Specialist (both co-located in each of the 3 Juvenile Halls), and 3 DPOs that will be housed at the Placement Administrative Office. The 3 DPOs will not be funded by the CADP reinvestment FY 07-08 allocation. Due to

implementation and hiring timelines, these items and services will not be funded until September of 2007. Reinvestment funds will cover this initiative cost of \$485,000 (partial funding covering 10 months of program service).

c. Timeframe

Initial Implementation: September 2007
Full Implementation Completed By: February 2008

d. Outcomes and Reinvestment Impact

Outcomes

Enhanced Cross-Systems Case Assessment and Case Planning, at the onset, will:

- Increase appropriateness of placement decisions for all youth entering out-of-home care;
- Initiate the needed service collaboration between Probation, Group Home Provider, DMH and Education prior to the youth entering the Group Home;
- Provide an individualized initial case/treatment plan that will be effective at the onset of the youth's placement. This will reduce any delays in critical treatment provisions that often occur during the transition phase of removal from the home and placement into residential care. The treatment plan will be a starting point for the Supervision DPO, Group Home Provider, and the youth and family;
- Increase placement stability;
- Reduce the likelihood of future replacements through the securing of a treatment site that best meets the youth's needs; and,
- Fill the gap that is often experienced by both the Provider and Supervision DPO at the onset of placement episodes, as both agencies will have communicated with the Cross-Systems Assessment Team, and both agencies will enter into their supervision roles with a unified treatment plan that will be amended as the youth progresses through treatment.

In 2006, Probation replaced approximately 134 Placement youth per month due to violations and/or Placement program non-compliance. In many of these cases, treatment services focused on the symptom rather than the underlying cause due to a lack of knowledge and/or experience in a particular discipline. This resulted in failed treatment and additional harm to the youth. It is believed that if the youth receives a treatment plan that is developed in concert by the three disciplines of Mental Health, Juvenile Justice, and Education, the end product will be a treatment plan that spans the

critical emotional, psychosocial, behavioral, and educational domains of the youth. This, paired with placement decisions that identify the most appropriate care facility that has the ability to address the individual needs of the youth, will result in the best outcomes and expedite the youth's return home.

Cases will be tracked in an effort to identify whether the following program assumptions hold true: 1) appropriate placements will result in reduced timelines to permanency; and, 2) finding appropriate placements at the onset will reduce the likelihood of replacements and AWOLs and increase both safety and well being.

Reinvestment Impact

It is anticipated that this program will support reduced timelines to family reunification. This will have an impact on Probation's ability to realize reinvestments under the CADP, however, due to limited or unreliable baseline data, benchmark projections cannot be developed with any degree of certainty at this time.

The Placement Services Bureau will monitor placement data during the first year of program implementation in an attempt to identify baseline data that will allow Probation to identify and support program benchmark projections for the remainder of the CADP. Benchmark projections that Probation will focus on will include the effectiveness of treatment services provided in congregate care as evidenced by a reduction in Group Home Serious Incident Reports, reduction in the timelines for meeting treatment goals, and a reduction in average length of stays.

2. Recruitment and Selection of Staff (Direct Services)

Once Board approval has been obtained, Probation will start recruitment efforts in July 2007 to allow sufficient time to insure that the most qualified candidates can apply. Probation will work closely with the DMH and Education Systems in an effort to expedite the internal procedures needed to secure qualified staff and overall program implementation. Probation will work with all contracted agencies and Supervision DPOs to ensure that the program is carried out and treatment plans are implemented at the onset of all placements. Additionally, ongoing stakeholder engagement will occur to identify needed program enhancements and obtain feedback regarding program outcomes throughout the CADP.

3. Pre-Service Training

Probation will provide pre-service training to all internal staff prior to their reassignment in an effort to prepare them for what their job duties will entail and supply them with an overview of the challenges. Probation will provide contracted agency staff with pre-service training prior to their participation in the program. Training will include scope of work, available treatment options, and a review of overall Probation Placement adopted supervision and treatment philosophies. All program staff will be trained in the

principles of evidence based practices by Probation's contracted consultants, California Institute of Mental Health (CIMH).

4. Decision Support Data Systems

Departmental Information Services Bureau (ISB) and Placement Administrative Office staff will develop a data tracking system that will identify baseline data, which is needed to capture cost and reinvestment projections relating to this initiative. Additionally, these staff will capture the number of assessments conducted, initial case plans developed, as well as placement and replacement episodes. The data will assist in evaluating numerous Probation CADP efforts to include any deviations from benchmark projections, as well as, capture the performance measures outlined below.

5. In-Service Training, Consultation and Coaching

The Director of the Placement Administrative Office and the Director of Placement Quality Assurance will provide regular feedback to all Placement Services Bureau managers and the Title IV-E Program Coordinator.

6. Performance Measurement

Implementation will be measured by the following:

- a. 95% of detained youth with a Suitable Placement court order will be assessed within three to five days from the submission of a Suitable Placement notice to the Placement Services Bureau.
- b. 95% of detained youth with a Suitable Placement court order will have an initial case plan developed by the assessment team within three to five days from the submission of a Suitable Placement notice to the Placement Services Bureau.
- c. 100% of assessed youth will have their case plan submitted to the provider prior to or on the date of their placement.
- d. 90% adherence to program fidelity by all assessment team members.

It is anticipated that upon capturing baseline data, Probation will be able to identify a Performance Measure identifying a benchmark for the reduction of replacements.

7. Facilitative Administrative Support Needed

Management data systems will be developed. Quality Assurance (QA) and Placement Administrative Operations impacted staff will receive training on data systems. Technical assistance will be obtained from ISB and the Title IV-E management team.

B. Expansion of Multi-Systemic Therapy (MST) and Functional Family Therapy (FFT)

1. Priority Initiative Description

Probation has adopted MST and FFT as the first line treatment approach to serve youth at-risk of removal from the home and youth returning home from congregate care. MST and FFT were identified as program initiatives that have demonstrated the following positive outcomes for serious juvenile offenders: 1) reductions of 25-70% in long-term rates of re-arrest; 2) reductions of 47-64% in out-of-home placements; 3) extensive improvements in family functioning; and 4) decreased mental health problems for serious juvenile offenders. These services are delivered in the home, school, and community rather than in a clinic or residential treatment setting.

Probation's expansion of MST and FFT will be a two-tiered approach: 1) Probation will integrate current MST and FFT slots to include the Suitable Placement population; and, 2) amend current County contracts allowing for the expansion of MST/FFT program services. Tier 2 direct services resulting in contract amendments will be provided in FY 07-08.

Probation will integrate current MST and FFT slots to include the Suitable Placement population targeting approximately 30 to 45 youth per month. Youth will be identified and approved for enrollment, per the provider, prior to Probation requesting a Change of Order from the Court. These services will be recommended to the Court during the youth's Group Home Placement episode. Program services will begin once the Court grants a Change in Order from Suitable Placement to Home on Probation, as these services are based in the family home.

New FFT/MST services resulting from the amended contracts will serve approximately 120 youth and their families. Placement youth who reside in Group Homes will be referred to the appropriate treatment agency to begin the program eligibility requirements. When a youth has been accepted, the DPO of record will take the necessary court process so that family reunification and treatment services and begin.

To ensure open and continuous communication with all Group Home Providers, this initiative will staff a Probation Group Home Liaison who will be charged with working with treatment services providers, Residential-Based (Placement) DPOs, and the Group Homes to ensure that communication is being provided to the right staff and to ensure that Probation has in place a seamless feedback mechanism that supports the process of continuous improvement. Currently, there are approximately 200 Group Homes (including satellite facilities). Additionally, the Liaison will be responsible for chairing the Probation Provider Title IV-E Workgroup in an effort to identify enhanced or new treatment strategies for the youth.

a. Target Population and Theory of Change

Youth that have been determined Title IV-E eligible and are residing in congregate care.

MST and FFT promote behavioral change in the youth's home environment, using the strengths of each system (e.g., family, peers, school, neighborhood, and indigenous support network) to facilitate change. These outreach services have demonstrated significant outcomes in the areas of safety, well being, and permanency.

b. Cost

This initiative calls for 1 Supervising Program Analyst (SPA). Due to implementation and hiring timelines, this additional Probation item will not be filled until September of 2007. Reinvestment funds will cover the additional Probation item in the amount of \$93,000 (partial funding covering 10 months of program service). Reinvestment funds will cover MST and/or FFT contract expansions in the amount of \$262,000 in FY 2007-08. The total reinvestment funds to be allocated in FY 2007-08 for this initiative is \$355,000.

c. Timeframe

Initial Implementation: July 2007
Full Implementation Completed by: March 2008

d. Outcomes and Reinvestment Impact

Outcomes

Expansion of MST and FFT will primarily focus on impacting timelier exits to permanency, well being, and safety.

Reinvestment Impact

It is anticipated that this program will support reduced timelines to family reunification. This will have an impact on the ability to realize reinvestments under the CADP.

2. Procurement Vehicle and Process (Contracted Services)

Not applicable.

3. Recruitment and Selection of Staff (Direct Services)

Once Board approval has been obtained, Probation will start recruitment efforts in July 2007 to allow sufficient time to insure that the most qualified candidates can apply.

4. Pre-Service Training

Probation will provide pre-service training to all internal staff that are impacted by this initiative prior to implementation. The SPA will be trained in the principles of evidence based programs (MST and FFT) by Probation's contracted consultants, California Institute of Mental Health (CIMH).

5. Decision Support Data Systems

Departmental Information Services Bureau (ISB) and Placement Quality Assurance (QA) Operation staff will develop a data tracking system that will identify actual systematic enrollment recommendations to the Courts and actual enrollments realized. These data will assist in identifying any deviations from the projected benchmarks and will capture data that will assist in evaluating program performance.

6. Consultation

The Director of the Placement QA Operation will provide regular feedback to all Placement Services Bureau managers and the Title IV-E Program Coordinator.

7. Performance Measurement

To assist in both the achievements of outcomes and program evaluation, the following Performance Measures will be applied to this initiative:

- a. 60% of the Placement participants identified for monthly systematic program enrollments will receive services.
- b. 95% of eligible Placement youth identified for MST/FFT enrollment will be returned to Court with a recommendation of Home on Probation with MST/FFT services in lieu of continued out-of-home care by the DPO of Record.
- c. 95% adherence to MST/FFT program requirements that ensure program fidelity by contracted providers.
- d. 95% compliance by all contracted providers to all Performance Measures as outlined in the MST/FFT County contract.
- e. 95% satisfaction from the Provider community regarding Provider and Probation information exchange.

8. Facilitative Administrative Support Needed

Management data systems will be developed. QA impacted staff will receive training on data systems, and technical assistance will be obtained from CIMH.

Next Sequence Probation Implementation Priorities

Probation will analyze initiative outcomes prior to identifying additional efforts. Findings will dictate the need to modify, enhance, and/or terminate future efforts relating to these identified initiatives.

XI. Attachments

May 18, 2007 CDDS Approval Letter
MOU between County and CDSS