Table of Contents

Author’s Preface ................................................................. i

Chapter 1: Budget Overview ...................................................... 1-1
I. California Economic Trends and Demographics ............................ 1-1
   A. Income Distribution ................................................... 1-1
   B. Child Demographics .................................................. 1-2
   C. State Budget: Source of Funds ..................................... 1-3
   D. State Public Revenue and Spending Trends ....................... 1-4
II. Federal Investment in Children ................................................ 1-5
   A. Federal to State Delegation: “Devolution” ......................... 1-5
      1. Capture of Federal Monies for Child Benefit .................. 1-6
      2. Post-2002 Reauthorization Amounts and Restrictions ........ 1-6
      3. Supplantation/Diversion of Federal Monies ..................... 1-7
      4. Federal Tax Breaks and Future Capacity for Devolution Investment .... 1-7
   B. Federal Tax Reductions in 2001 ....................................... 1-7
   C. 2003 Federal Tax Reductions ....................................... 1-8
   D. Federal Spending for Children ...................................... 1-10
      1. Promised Federal Child Investment ............................... 1-10
      2. The Bush Administration 2005 Budget ............................ 1-11
   E. Other Federal Priorities and Commitments ......................... 1-13
      1. Deficit ............................................................. 1-13
      2. Long-Term Burden ................................................ 1-14
III. State Tax Sources and Burdens ................................................. 1-14
   A. Tax Sources .......................................................... 1-14
   B. Tax Expenditures ..................................................... 1-15
   C. Tax Burdens .......................................................... 1-16
   D. State/Local Structure: Devolution, Realignment, and Backfills .... 1-16
      1. Local Sales Tax Revenue Routed Away from Lower Income Jurisdictions .... 1-18
      2. Counties Child Service Reductions to “Free Ride” ................. 1-19
      3. State Capture of Local Funds ..................................... 1-19
      4. Program Assignment without Funding or Alternative Local Revenue ........ 1-19
IV. California Budgets and Children: 2002–03 to Proposed 2004–05 ........ 1-20
   A. The 2002–02 Budget .................................................. 1-20
   B. The 2003–04 Budget .................................................. 1-21
   C. Governor Schwarzenegger’s Mid-Year 2004 Reductions and Tax (Fee) Increases) ... 1-23
      1. VLF Reduction ...................................................... 1-23
      2. Proposed “Caps” on Child Services and Other Proposed Cuts .......... 1-24
      3. Implemented Mid-Year Budget Changes ............................ 1-24
      4. Fee Increases ..................................................... 1-25
V. Governor Schwarzenegger’s 2004–05 May Revise .......................... 1-25
   A. General Fund Spending Trends ..................................... 1-25
   B. Major Proposed Spending Changes, 2004–05 ........................ 1-26
      1. Caps on Children Served Notwithstanding Eligibility ............... 1-26
      2. Child Safety Net ................................................... 1-26
3. Child Nutrition .............................................. 1-27
4. Child Health .............................................. 1-28
5. Special Needs .............................................. 1-29
6. Child Care .................................................. 1-29
7. K–12 Public Education ....................................... 1-31
8. Higher Education Investment ............................. 1-32
9. Child Protection ............................................ 1-34
10. Juvenile Justice ........................................... 1-35
11. Local Infrastructure ........................................ 1-36
C. Child Investment Omissions in the 2004–05 Budget .......... 1-38
D. Propositions 57 and 58—Budget Changes and Obligation Deferral 1-38
E. Other Obligations Pushed Forward ......................... 1-39
F. Tobacco Master Settlement Agreement: Diversion of Future Funds 1-39
G. New Fee Levels ............................................ 1-40
H. Taxes .......................................................... 1-41
I. Public Policy and 2004–05 Budget-Related Non-Governmental Costs 1-41
J. Remaining (Structural) State Deficit ......................... 1-43
1. The Real Deficit: $11 Billion ............................. 1-43
2. Revenue Subtractions (Deficit Dangers) Excluded from Budget Assumptions 1-43
VI. The 2004–05 Children’s Budget ............................ 1-46
A. Revenue Sources for Child Investment ...................... 1-47
2. Raise the State Personal Income Tax Highest Bracket to 14%: $4.15 Billion 1-47
4. Examine All Tax Expenditures, Remove Unjustified Loopholes: $3.5 Billion 1-48
5. Tax Corporate Profits: $800 Million ........................ 1-48
7. Tax Alcohol: $2 Billion ..................................... 1-49
9. Retail Sales Taxation Scope: $300 Million to $2 Billion 1-50
10. VLF Restoration: $1 to $3 Billion .......................... 1-50
11. Property Taxation Restructuring: $10 Billion ................ 1-51
13. Implement an Oil Severance Tax: $300 Million .............. 1-51
14. Rebate Monies Due from Pharmaceutical Firms: $1.5 Billion 1-51
15. Gambling Revenues: $1 Billion ............................ 1-52
16. Tobacco Tax Increases: $500 Million ...................... 1-52
18. Punitive Damage Allocation to the General Fund: $250 Million .. 1-52
20. Obtainable Matching Federal Monies: $3 Billion ........... 1-53
B. Structural Recommendations ............................... 1-54
1. Bi-Lateral Supermajority ..................................... 1-54
2. “Pay As You Go” on the Tax Side .......................... 1-54
3. Rotating Sunsets for Tax Expenditures ...................... 1-54
4. Proposition 13 and Equal Protection ....................... 1-55
5. Required Spending Accountability .......................... 1-55
6. Prevention Investment ....................................... 1-56
7. Volatility Control ............................................ 1-56
C. A Comment on Revenue Line Drawing and Child Disinvestment .... 1-57
Summary of the 2004–05 Children’s Budget Recommendations 1-60
Endnotes ......................................................... 1-63

Chapter 2: Child Poverty ........................................ 2-1
I. Condition Indicators ......................................... 2-1
A. Child Poverty Incidence .................................... 2-1
Table of Contents

B. Youth/Adult Unemployment ......................................................... 2-4
C. Minimum Wage ........................................................................ 2-5
D. Tax Policy .................................................................................. 2-6
E. Unemployment Insurance Coverage ............................................. 2-7
F. Single-Parent Families, Unwed Births ........................................ 2-9
   1. Incidence, Relation to Poverty ................................................. 2-9
   2. Exacerbating Factors: Multiple Children, Young Children, Unwed Births 2-11
   3. Trends in Single Parent Incidence ......................................... 2-11
   4. Unwed Teen Parents .............................................................. 2-13
   5. The Most Critical Factor: Unwed Births to Adult Women ........ 2-15
   6. Unintended Births ................................................................. 2-16
G. Child Support and Paternal Commitment .................................... 2-17
H. Historical TANF Grant Reductions .............................................. 2-18
I. Gambling and Child Poverty ........................................................ 2-19
J. Findings and Correlations ............................................................ 2-20

II. Statistical Profile of Current TANF Recipients ............................. 2-21
   A. Age and Marital Status .......................................................... 2-22
   B. Historical Increase/Decrease of AFDC Spending Levels .......... 2-22
   C. Size of Families on TANF; Incentives for Additional Children .... 2-22
   D. Length of Time on TANF ......................................................... 2-23
   E. Living Expenses ..................................................................... 2-23
   F. Education .............................................................................. 2-23
   G. Ethnic Composition ............................................................... 2-23
   H. Work ..................................................................................... 2-23
   I. Post-Welfare Reform Income and Work ................................. 2-24
   J. Causes of TANF Caseload Changes ....................................... 2-24
   K. Summary Profile .................................................................... 2-25

III. Beyond Poverty: Barriers to Self-Sufficiency ............................... 2-26
   IV. Prevention Agenda ............................................................... 2-28

V. Major Programs and Budgets ....................................................... 2-29
   A. Temporary Assistance to Needy Families (TANF) ..................... 2-30
      1. Federal Changes to AFDC: The PRA and TANF .................. 2-30
      2. Federal PRA Budget and Child Impacts ............................. 2-32
      3. The 1997 Balanced Budget Act and the PRA .................... 2-36
      4. PRA Interpretation by California ...................................... 2-37
      6. Facial Advantages/Disadvantages of CalWORKs for Children 2-41
      7. State CalWORKs Implementation of Welfare Reform .......... 2-43
      8. Problems of County CalWORKs “Devolution”—Inadequacy and Inconsistency 2-49
      9. Evidence of the Empirical Impact of Welfare Reform on Children 2-54
     10. Last Resort Safety Valves .................................................... 2-57
     11. Immigrant Children: Changes and Status .......................... 2-60

VI. Proposed 2004–05 Budget for Child Poverty Accounts .................. 2-64
   A. TANF/CalWORKs Funding .................................................... 2-64
      1. DSS—Assistance Payments ................................................. 2-64
      2. CalWORKs Welfare-to-Work Services ............................... 2-68
      3. Proposed 2004–05 Child Care Element ............................ 2-70
      4. Training and Employment Spending .................................. 2-71
   B. CalWORKs Funding: Seven Problems ................................... 2-74
      1. The State CalWORKs Single Grants: Possible County Diversion 2-74
      2. Inadequate Funding for Child Care .................................... 2-75
      3. Inadequate Funding for Job Training or Public Employment .... 2-76
      4. Personnel Cuts at State and County Levels ....................... 2-76
      5. Safety Net Retractions: Lower Benefit Levels and Sanction Reductions 2-77
      6. Children Removed from the Safety Net Without Parental Employment 2-77
      7. Federal PRA Reauthorization: Punishing the Poor ............... 2-77
Chapter 3: Nutrition

I. Condition Indicators
   A. Clinical Condition Indicators
   B. Nutrition and Poverty Relationship and Indicators
   C. Hunger Incidence
   D. Indicators of California Child Hunger Incidence
   E. California’s National Standing

II. Major Programs and Budgets
   A. Participation
   B. Food Stamps
      1. Recipients
      2. Recent Benefit Levels
      3. Personal Responsibility Act Related Changes
      4. California Food Stamp Error Rate Federal Penalty
      5. Monthly to Quarterly Reporting/Electronic Benefits Transfer/Access Enhancement
      6. Vehicle Asset Limitations
      7. Statewide Fingerprint Imaging System (SFIS)
      8. In-Person Screening of Food Stamp Applicants
      9. Transitional Food Stamp Coverage
      10. Federal Food Stamp Reauthorization for 2003
      11. Lifetime Ban on Felons with Drug-Related Convictions
### Table of Contents

#### Chapter 4: Health

**I. Condition Indicators**

A. Child Deaths and Injuries: Non-Illness ................................. 4-1

B. Child Illness and Health ............................................... 4-3

C. Medical Coverage of California Children ........................... 4-4

1. Coverage Incidence and Demographics .............................. 4-5

2. Coverage Shortfall Demographics: Immigrants .................. 4-7

3. Coverage Shortfall Demographics: TANF Enrollee Loss ......... 4-8

#### II. Federal and State Structure/Statutes


1. PRA: Federal Welfare Reform Legislation, Enrollment Decline, and Medi-Cal Coverage Loss ................................. 4-14

2. Federal Immigrant Responsibility Act ............................... 4-15

3. Consolidated Omnibus Reconciliation Act (COBRA) and Health Insurance Portability and Accountability Act ................................. 4-16

4. Federal Balanced Budget Act of 1997 ............................... 4-17

5. Federal Tax Policies .................................................... 4-19

6. Direct Federal Assistance to Hospitals Serving the Poor ........ 4-20

7. Federal Specialized Child Health Programs ....................... 4-20

8. 2003 Federal Tax Reduction: Health Assistance to California ................................. 4-20

9. Federal Medicaid Restructuring Proposals ......................... 4-21

B. State Legislation/Rulemaking/Funding 1997–2001

1. Healthy Families and Revised Medi-Cal Coverage ............... 4-22

2. California Child and Families First Act of 1998 (Proposition 10) ................................. 4-22

3. Tobacco Settlement of 1999 ............................................ 4-23

4. Exemplary County Child Medical Coverage Beyond State Levels ................................. 4-24

C. Recent and Pending Litigation/Legislation ............................ 4-24

1. 2001–02 Budget Act Trailer and Related Measures ............. 4-24

2. 2001–03 Litigation/Rulemaking/Policy Changes ................. 4-25

3. 2001 Legislation ...................................................... 4-26

4. 2002 Legislation ...................................................... 4-27

5. 2003 Legislation ...................................................... 4-28

6. Recent Vetoes and Suspense File Terminations .................. 4-28

7. 2004 Major Pending State Legislation ............................... 4-29

D. Child Enrollment Enhancement Programs ........................... 4-30

1. Twelve-Month Continuing Eligibility for Children .............. 4-30

2. Restoration of Section 1931(b) Coverage ......................... 4-30

3. 2001 School Lunch and Food Stamp “Express Lane” for Medical Coverage ................................. 4-30

4. CHDP Gateway Program ............................................ 4-31

5. Accelerated Enrollment — Single Point of Entry ................. 4-31

---

**Children’s Advocacy Institute**

**TOC – 5**
III. Major Child Health Programs and Budgets
   A. Medi-Cal
      1. Medi-Cal Shift from Fee-for-Service to Managed Care
      2. Medi-Cal Enrollment Failure/Barriers
      3. Overall Medi-Cal Account
   B. Child Health and Disability Prevention (CHDP) Program
   C. Healthy Families Program
   D. California Children's Services Program
   E. Genetically Handicapped Persons Program
   F. Maternal and Child Health Program
   G. Specialized Child-Related Health Programs
      1. Office of Family Planning
      2. Immunization Branch
      3. Genetic Disease Branch
      4. Birth Defects Monitoring Program
      5. Programs Addressing Environmental Hazards
      6. Dental Disease Prevention
      7. Epidemiology and Prevention for Injury Control
      8. Access for Infants and Mothers
      9. Healthy Start
      10. Newborn Hearing Screens
      11. Vision Screening
   H. The Alternative to Failure: Child Coverage and "Crowd Out" Prevention
      1. Traditional Approaches and Recent Reforms
      2. From Barriers to "Inclusion with Assessment"
      3. The Problem of "Crowd Out"

IV. Major Child Medical Coverage Failures
   A. Health Families Creation Instead of Medi-Cal Expansion
   B. Larger Fragmentation/Inefficiency
   C. Safety Net Infrastructure Endangerment
      1. The Loss of Cross-Subsidy Sources
      2. The Subtraction of Patients from Facilities—Economy of Scale Loss
      3. Accounts Particularly Relevant to Infrastructure Maintenance
      4. Evidence of Infrastructure Loss for Uninsured Poor
      5. County Closures and Retraction of Health Facilities
   D. Healthy Families Premiums/Co-Payments Barrier
   E. Outreach to Enroll Children in Medi-Cal and Healthy Families
   F. Retention of Children in Coverage
   G. Federal Money Forgone Projection: $5 Billion
      1. SCHIP Monies Lost: $3 Billion
      2. Medicaid Monies Lost: $2 Billion
      3. Federal Funds To Be Lost for Child Medical Coverage 1998–2006: $5 Billion
   H. The Alternative to Failure: Child Coverage and "Crowd Out" Prevention
      1. Traditional Approaches and Recent Reforms
      2. From Barriers to "Inclusion with Assessment"
      3. The Problem of "Crowd Out"

V. Summary and Recommendations
   A. Commentary
   B. California Children's Budget Recommendations

Endnotes

Chapter 5: Children With Special Needs
I. Condition Indicators
   A. California Child Disability Major Groupings
      1. Attention Deficit/Hyperactivity Disorder
      2. Autism and Pervasive Developmental Disorder: Autism,
         Rett's, CDDD, Asperger's, and PDDNOS

TOC – 6 Children's Advocacy Institute
II. Major Programs and Budgets

A. Implications of the Personal Responsibility and Work Opportunity Reconciliation Act
   1. Temporary Assistance to Needy Families (TANF) and the Disabled Family Assistance Program
   2. SSI Redefinition of Qualifying Child Disability/Cut-Offs of Legal Immigrants

B. Department of Education: Special Education
   1. The Account
   3. California’s Special Education Reform Act of 1997
   4. Special Education Facility Investment
   5. State Special Education Refunds to School Districts
   6. Special Education Legislation
   7. Special Education Inadequacy: An Alternative Funding Concept

C. Department of Developmental Services
   1. DDS Regional Centers
   2. DDS Developmental Centers
   4. 1998 “Self-Determination” Legislation

D. Federal Supplemental Security Income/State Supplementary Program (SSI/SSP)
   1. Impact of the Personal Responsibility and Work Opportunity Reconciliation Act on Child Eligibility for SSI/SSP
   2. Impact of the PRA on Legal Immigrant SSI/SSP Eligibility
   3. 1997 Budget Agreement, 1998 to Present State Only (CAPI) Assistance, and Other Recent Changes to SSI Status
   5. SSI/SSP Account Levels

E. Mental Health
   1. Realignment and Spending for Mental Health
   2. Managed Care and Mental Health
   3. AB 377 “System of Care” Programs
   4. AB 3632 Assessment, Treatment, and Case Management of Special Education Students
   5. “Early Mental Health Initiative” (EMHI)
   6. EPSDT Mental Health Services
   7. Homeless Mental Health Services
   8. Services for Children in Foster Care: Katie A. V. Bonta
   9. The Proposed 2004 Mental Health Services Act

F. Childhood Lead Poisoning Prevention Project
G. State Council on Developmental Disabilities

III. Summary and Recommendations

A. Consequences
B. California Children’s Budget Recommendations

Endnotes
Chapter 6: Child Care

I. Condition Indicators
   A. Child Care Demand: National Demographics and the PRA
      1. U.S. Full Day Infant and Toddler Care
      2. U.S. Part-Time Care for Children 5 to 14 Years of Age
      3. New Demand from Federal Welfare Reform
   B. California Child Care Demand
      1. Children Under 5 Years of Age
      2. Children 5 to 14 Years of Age
      3. Overall
   C. California Child Care Supply
   D. Distribution of California Supply
   E. Child Care Costs
   F. Child Care Financial Assistance
      1. Assistance Provided
      2. Unmet Need

II. Major Programs and Budgets
   A. Historical Line-Up (to 1997–98)
      1. Resource and Referral Agencies
      2. Department of Social Services Programs
      3. California Department of Education Child Development Programs
      4. Federal Head Start
      1. PRA Provisions
      3. Demand and Unlicensed Providers
   C. Major Account Description and Status
      1. CalWORKs Child Care
      2. California Department of Education Child Development
      3. Structural Reform Proposals
      4. California Child Care Spending: 2001–02 to Proposed 2004–05
      5. A new Before and After School Program—Proposition 49
      6. Paid Family Leave: SB 1661 (Kuehl)
      7. Enacted 2003 Child Care Related Legislation
      8. Proposed 2004 Legislation / Preschool Initiative
   D. Inadequate State Coverage of the Working Poor
   E. Federal Child Care Spending
      1. Head Start and 2004 Reauthorization
      2. 21st Century Learning Center Grants
      3. Congressional PRA Reauthorization and Child Care Development Funding
   F. Child Care Regulation: Safety
      1. Quality of Care
      2. Quality Failure Problems and Consequences
      4. 2004–05 Quality Enhancement Initiatives
   G. Child Care Tax Subsidies
      1. Federal Non-Refundable Tax Credit
      2. The 2001 California Refundable Tax Credit

III. Summary and Recommendations
   A. Consequences
   B. California Children’s Budget Recommendations

Endnotes
# Table of Contents

## Chapter 7: Education

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Condition Indicators</td>
<td>7-1</td>
</tr>
<tr>
<td>A. Education, Income and Opportunity</td>
<td>7-1</td>
</tr>
<tr>
<td>B. Attendance/Demographics</td>
<td>7-2</td>
</tr>
<tr>
<td>C. Special Education Demographics</td>
<td>7-5</td>
</tr>
<tr>
<td>D. Class Size</td>
<td>7-5</td>
</tr>
<tr>
<td>E. Per-Pupil Expenditures</td>
<td>7-6</td>
</tr>
<tr>
<td>F. Counseling and Student Support Services</td>
<td>7-7</td>
</tr>
<tr>
<td>G. Overall K–12 Spending</td>
<td>7-8</td>
</tr>
<tr>
<td>E. Examination Performance</td>
<td>7-9</td>
</tr>
<tr>
<td>1. Standardized Testing and Reporting System</td>
<td>7-9</td>
</tr>
<tr>
<td>2. California High School Exit Exam</td>
<td>7-12</td>
</tr>
<tr>
<td>3. Advanced Placement</td>
<td>7-13</td>
</tr>
<tr>
<td>4. Scholastic Achievement Test (SAT)</td>
<td>7-13</td>
</tr>
<tr>
<td>F. Higher Education Applications/Slots</td>
<td>7-13</td>
</tr>
<tr>
<td>II. Major Programs and Budgets</td>
<td>7-15</td>
</tr>
<tr>
<td>A. K–12 Public Education</td>
<td>7-15</td>
</tr>
<tr>
<td>1. Proposition 98</td>
<td>7-17</td>
</tr>
<tr>
<td>2. Overall K–12 Spending</td>
<td>7-18</td>
</tr>
<tr>
<td>3. Class Size Reduction</td>
<td>7-19</td>
</tr>
<tr>
<td>4. Kindergarten / Preschool Attendance</td>
<td>7-23</td>
</tr>
<tr>
<td>5. Special Policy Related Spending Issues</td>
<td>7-24</td>
</tr>
<tr>
<td>6. Categorical Program Spending</td>
<td>7-37</td>
</tr>
<tr>
<td>7. Accountability Initiatives</td>
<td>7-39</td>
</tr>
<tr>
<td>8. Teacher Quality/Development</td>
<td>7-41</td>
</tr>
<tr>
<td>9. Federal Funding, Accountability, and Assessment for K–12 Education</td>
<td>7-41</td>
</tr>
<tr>
<td>10. State and Federal K–12 Spending Summary/Analysis</td>
<td>7-45</td>
</tr>
<tr>
<td>B. Higher Education Investment and Access</td>
<td>7-47</td>
</tr>
<tr>
<td>1. University of California and California State University Systems</td>
<td>7-48</td>
</tr>
<tr>
<td>2. Community Colleges</td>
<td>7-49</td>
</tr>
<tr>
<td>3. Student Financial Aid</td>
<td>7-50</td>
</tr>
<tr>
<td>4. Federal/State Tax Benefits for Higher Education</td>
<td>7-53</td>
</tr>
<tr>
<td>C. K–12 and Higher Education Capacity Expansion: Bond Financing</td>
<td>7-54</td>
</tr>
<tr>
<td>1. K–12 Bond Financing</td>
<td>7-54</td>
</tr>
<tr>
<td>2. Higher Education Bond Financing</td>
<td>7-55</td>
</tr>
<tr>
<td>3. Bond Financing for Religious Schools</td>
<td>7-56</td>
</tr>
<tr>
<td>III. Summary and Recommendations</td>
<td>7-56</td>
</tr>
<tr>
<td>A. Consequences</td>
<td>7-57</td>
</tr>
<tr>
<td>B. California Children’s Budget Recommendations</td>
<td>7-58</td>
</tr>
</tbody>
</table>

## Endnotes

## Chapter 8: Child Protection

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Condition Indicators</td>
<td>8-1</td>
</tr>
<tr>
<td>A. California Child Abuse Reports and Disposition</td>
<td>8-1</td>
</tr>
<tr>
<td>B. California Clinical Indicators of Child Abuse</td>
<td>8-1</td>
</tr>
<tr>
<td>C. National Study Findings and Correlations</td>
<td>8-3</td>
</tr>
<tr>
<td>D. California Family Violence</td>
<td>8-4</td>
</tr>
<tr>
<td>II. The Child Protection System</td>
<td>8-5</td>
</tr>
<tr>
<td>A. Detection of Abuse or Neglect</td>
<td>8-5</td>
</tr>
<tr>
<td>B. “Family Preservation” Services in the Home</td>
<td>8-6</td>
</tr>
<tr>
<td>C. California Children Removed for Their Protection</td>
<td>8-7</td>
</tr>
<tr>
<td>1. Applicable Law</td>
<td>8-7</td>
</tr>
<tr>
<td>2. Foster Care Demographic Profile</td>
<td>8-8</td>
</tr>
<tr>
<td>3. Delay and Drift in Reunification Adjudication</td>
<td>8-10</td>
</tr>
<tr>
<td>4. Reunification Failures</td>
<td>8-11</td>
</tr>
</tbody>
</table>
II. Major Programs and Budgets

A. Federal Welfare Reform Changes
   1. Federal Social Services Block Grant Cuts
   3. The PRA and CalWORKs: TANF Cut-Downs and Cut-Offs

B. AFDC-Foster Care Account
   1. Foster Care Spending Trends
   2. Schwarzenegger 2004–05 Foster Care Proposal: Audit and Accountability

D. Supply of Foster Care Providers

E. California Adoptions
   1. Adoption Demographics/Incidence
   2. Secrecy
   3. Adoption Assistance Restrictions
   4. Racial Preference Obstacles

F. Emancipation from Foster Care [Independent Living Transition]

J. Special Cross-Cutting Problems
   1. Los Angeles County
   2. Excessive Caseloads
   3. Foster Children and Records
   4. Non-Public Schools Education Failure
   5. Invisible Children in Trouble
   6. The Mix of Economic Incentives: Preservation vs. Foster Care vs. Adoption

K. Recent Federal Legislation
   1. The Federal Adoption and Safe Families Act of 1997
   2. Federal Foster Care Independence Act of 1999
   3. Three Narrow Federal Measures
   4. Bush Administration Marriage/Unwed Birth Prevention/Faith-Based Initiatives
   6. Adoption Promotion Act of 2003
   7. Pending Federal Legislation in 2004

I. Major California Child Welfare Legislation
   4. California Recent Legislation Vetoes or Killed in “Suspense File”
   5. Pending 2004 Legislation

J. Major Litigation
   1. Youth Law Center Child Shelter Challenge
   2. Litigation to Require Monthly Visits of Children in Foster Care
   3. Enforcement Order Regarding Abuse of Unaccompanied Minors
   4. Foster Care Payments to Relatives
   5. Child Abuse Central Index Inclusion Does Not Raise a Constitutional Claim
   6. Felony Child Endangerment Does Not Require Specific Intent to Injure
   7. Right of Abused Children to Counsel in Dependency Court
   8. “Second Party” Adoption (Parental) Rights
   9. Higgins v. Saenz, Youth Law Center Suit Over Lax Relative Placements

K. Major Audits/Reports, 2000–04
   1. DHHS Audit Report on Protections Provided to Children in Foster Care
   2. DHHS 2002 Audit of California’s Foster Care Performance
   3. DSS July 2002 Statewide Assessment
   4. DSS Redesign for Child Welfare Services

TOC – 10 Children’s Advocacy Institute
Table of Contents

C. Child Welfare Services Account .......................... 8-56
D. Adoption Assistance Account ............................. 8-60
E. Licensing and Regulation .................................. 8-63
F. Juvenile Court Funding ...................................... 8-64
G. Office of Child Abuse Prevention .......................... 8-65
H. Meritorious — but Unimplemented — Child Abuse Prevention Programs ............................ 8-65
I. Recent Federal Budget Changes .............................. 8-66

III. Summary and Recommendations ........................... 8-70
A. Consequences ................................................. 8-70
B. California Children’s Budget Recommendations .............. 8-70

Endnotes .................................................................. 8-74

Chapter 9: Juvenile Justice ....................................... 9-1

I. Condition Indicators ........................................... 9-1
A. Adult Incarceration Rates and Costs ........................ 9-1
B. National Juvenile Crime Trends ............................... 9-2
C. California Juvenile Crime Arrest Rates ....................... 9-4
D. Child Victim Incidence ......................................... 9-6
E. Juvenile Arrest Disposition .................................... 9-7
F. Juvenile Incarceration/Recidivism ............................ 9-8
G. Condition Indicators Relating to Causes ..................... 9-9
1. Firearm Availability ........................................... 9-9
2. Schools and Safety Generally ................................. 9-10
3. Media and Culture ............................................. 9-11
4. Poverty and Hopelessness .................................... 9-14
5. Child Abuse and Domestic Violence ........................ 9-14
6. Alcohol and Drugs ............................................. 9-15
7. Paternal Abandonment; Family Disintegration; Gangs; Truancy .......................... 9-16
8. Summary ..................................................... 9-17

II. Legal Background ofJuvenile Justice Accounts ............... 9-17
A. The Purpose of Juvenile Justice Spending .................... 9-17
1. The Case for Rehabilitation Investment ........................ 9-18
2. Paternalistic Help Versus Due Process Assurance ............ 9-18
B. Juvenile Law Procedure and Background .................... 9-20
1. Juvenile Court Funding and Caseload ........................ 9-20
2. Local Options in Juvenile Case Disposition .................... 9-21
3. Schools and Juvenile Justice ................................ 9-21
4. Special Treatment Requirements ............................. 9-23
5. Delinquency Prevention Programs ............................. 9-27
6. Recent State Incarceration-Related Statutes with Budgetary Impact ............................ 9-29
7. Proposition 21 ................................................ 9-31
8. Proposition 36 ................................................ 9-33
9. Recent Federal Legislation and Funding Options ............ 9-33

III. Major Programs and Budgets ................................. 9-37
A. California Youth Authority .................................... 9-37
1. Institutions and Camps ...................................... 9-41
2. Education Services Branch ................................. 9-42
3. Parole Services ............................................... 9-42
4. CYA Prevention .............................................. 9-43
B. Board of Corrections’ Juvenile Justice Crime Prevention Act Grant Program ..................... 9-43
C. California Victim Compensation and Government Claims Board .......................... 9-44
D. Former Office of Criminal Justice Planning ................. 9-45
E. Miscellaneous Juvenile Justice-Related Projects ................ 9-46
1. Turning Point Academy ...................................... 9-46
2. Governor’s Mentoring Partnership .......................... 9-46

Children’s Advocacy Institute  TOC – 11