CHILDREN'S LEGISLATIVE REPORT CARD

LEGISLATIVE SESSION: 2013–14 REPORT CARD TERM: 2013

Dear Californians,

This *Report Card* reflects the grades attributed to California legislators for their votes on child-related legislation during the first year of the 2013–14 legislative session. The grades you will see reflect each legislator's votes on 19 child-friendly bills that ran through policy and fiscal committees and achieved votes on both the Assembly and Senate floors. This *Report Card* also includes two additional bills—an Assembly bill that was killed in the Suspense File of the Assembly Appropriations Committee, and a Senate bill that was killed in the Suspense File of the Senate Appropriations Committee. For those measures, all legislators in the house of origin received "no" votes, reflecting the fact that they allowed the bill to die in the Suspense File without an affirmative vote. Thus, this *Report Card* reflects each legislator's actions on 20 total measures.

For reasons set forth in the Methodology section, we are also indicating each legislator's "aye" vote percentage excluding the legislator's excused absences on bills where the floor vote was not close *(i.e., the bill passed with a margin of at least 5 votes in the* Senate and 10 votes in the Assembly). This percentage is provided to the extent the reader feels that personal factors necessitating an excused absence properly influence a judgment on the performance of legislators.

This *Report Card* is intended to educate and inform you of your legislators' actions on a selection of bills that would have benefited children if enacted. This *Report Card* cannot tell you all there is to know about your elected officials. Accordingly, we urge you to communicate frequently with them so they know your expectations of them for California's children.

Sincerely,

Rober (. Felhert

Robert C. Fellmeth Executive Director, Children's Advocacy Institute



A Primer THE LEGISLATIVE PROCESS

After introduction by a legislator, a bill is heard in the appropriate policy committee(s), and if it has a fiscal impact is then heard in the Appropriations Committee in the house of origin (either Assembly or Senate). If a bill passes those committees, it is next voted upon by all members of that house (the "floor vote"). If the bill passes a floor vote in the house of origin, it then goes to the other house and begins the process all over again (policy committee(s), Appropriations Committee, and floor vote). At any of these points, the bill may be changed or "amended." If the bill is amended in the second house, it must return for a second vote on the floor of the house of origin (the "concurrence vote").

Once a bill passes both houses of the Legislature (and, if necessary, passes a concurrence vote in the house of origin), the Governor may sign it into law, veto it, or take no action within the constitutionally-prescribed time limit, thereby allowing it to become law without his/her signature. The only change a Governor may make in a bill, without sending it back to the Legislature, is to reduce or eliminate the money allocated in the bill.



2013: THE YEAR IN REVIEW

When it comes to California's state leaders successfully enacting laws protecting California's children, 2013 was not an entirely unlucky number. Yes, policymakers continued to fail California's children in public investment for a defensible safety net for the poor, in child protection from abuse and neglect, and in their education. The last includes escalating tuition levels and private forprofit school growing exploitation of youth — particularly foster children and veterans who often end up jobless, in debt, with ruined credit. Nevertheless, there were some narrow but precious victories in areas deserving replication nationally.

FOLLOW THE MONEY

Elected officials are often uttering oaths about caring for our children. To know if those oaths are being kept, look to see whether programs benefitting children are adequately funded. The reason? You can perhaps detect a person's actual priorities in life more by looking at his/her bank statement and credit card bills than by listening to his/her self-described achievements. And you can discern the real priorities of a legislature by looking at where it allocates its monies.

Regrettably, when it comes to spending for children, California's record is not the point of pride the state could legitimately claim from 1950 to 1980 – when spending was controlled not by the Baby Boomers now ascendant, but by the Greatest Generation that preceded them.

Consider these priority-revealing examples:

- Poor children and foster children without insurance depend upon California's Medicaid program, called Medi-Cal. California is ranked 49th in the nation in Medicaid spending per child. That is hardly a ranking reflecting the level of medical costs in the state.
- California currently ranks 48^{th} in the nation in per-pupil spending for K-12 education when the spending is adjusted to account for regional differences in the cost of living.
- California almost entirely fails to inspect preschools for safety, particularly when compared to other states.
- The overwhelming majority of California's 738,000 uninsured children are currently eligible for public coverage, but the state fails to ensure they get enrolled.
- Two out of three foster children in California lack stable placements.
- The only adult in the life of a foster child who has an unqualified duty to do right by the child is their lawyer. Currently, some lawyers representing these children have high caseloads precluding their adequate

representation. California's judges (through the Administrative Office of the Courts) have issued a report putting the acceptable maximum at 188. A federal court has pegged it as 100. But the state hires so few attorneys to represent these children — whose every facet of life will be decided by a state judge who is their legal "parent" — that dependency attorneys carry caseloads of 300 to 450 in many parts of the state.

• And many of the judges who serve as parents for these children and youth, and who make every major decision about their lives (who will be their future parents, who they will see, what school they will attend, what drugs they will be given, whether they will see brothers and sisters, etc.) have caseloads of up to 1,000 children each.

And on and on. These examples are but a small sample of a gradual withdrawal of public investment in our children — from the withdrawal of basic sustenance needs (TANF levels, Food Stamp participation) to the tuition increases and home prices that at one time made the higher education and owning one's own home a realistic prospect for most of our young. It is no longer so. When we look at what our politics does to children, we see a gradual accretion of expenditure and non-expenditure data. It reveals our performance to be dissonant from our oft-stated ideals, and well short of the precedents of previous generations made to today's Baby Boomers now populating public office. We are not passing it down the line.

SOME IMPORTANT AND TREND-SETTING LEGISLATION

While little progress was made to align California's budget priorities with her stated moral priorities, the legislature did enact a few more than the typical number of far-sighted statutes to benefit children in the future — and some of these measures may even serve as lodestars for some other states. Here are a few examples:

AB 1133 (Mitchell) requires social workers to give preference to a licensed foster parent who is also a health care practitioner when looking for a placement for a medically fragile foster child.

SB 342 (Yee) requires the mandated visits by the county social worker occur in the home residence of the foster child and include a private discussion between the foster child and the caseworker.

SB 522 (Hueso) ensures that foster children injured by the negligence of a foster parent may get compensation for their injuries.

SB 528 (Yee), among other things, establishes the right of a minor or nonminor in foster care to have access to age-appropriate information about reproductive health, the prevention of unplanned pregnancy, and the prevention and treatment of sexually transmitted infections at 12 years of age or older.

AB 216 (Stone) provides that foster youth who transfer to a new school after completing his or her second year of high school – and foster youth are forced to attend numerous schools — shall be exempt from the graduation requirements of the new school that exceed state requirements.

AB 191 (Bocanegra) streamlines the ability of poor children to obtain healthful food by requiring the California Department of Social Services to the extent permitted by federal law, to waive the gross income test for any individual who is per se eligible for CalFresh and who is a member of a household that receives, or is eligible to receive, benefits under the Medi-Cal program.

SB 568 (Steinberg) prohibits online marketing to minors of products or services that they are legally prohibited from purchasing, and gives minors the right to remove content they have posted online.

SB 114 (Pavley) extends the sunset date by three years for the successful pilot project in Los Angeles County regarding the development of a comprehensive, multidisciplinary model to identify, assess and address the needs of commercially sexually exploited children who have been arrested or detained by local law enforcement.

SB 274 (Leno) authorizes a court to find that more than two persons qualify as legal parents if the court finds that recognizing only two parents is detrimental to the child and the adults satisfy California's current legal tests for establishing parentage.

CONCLUSION

The passion and dedication of the elected officials who authored these and other meritorious child-protecting bills warrant our respect and gratitude. But it must be noted that many of these measures did not have financially potent, organized opposition. Most new laws and spending are subject to an increasingly passive legislature — lacking in its own resources partly as an unintended result of 1990's Proposition 140 that put a ceiling on legislative spending for its own staffing. This and other factors have led our state government to become a mediator among "stakeholders." And as often happens, language reveals much about actual reality. Such "stakeholders" — who now originate and draft most legislation and who are universally consulted in the enactment process — do not include powerful or numerous child advocates. A system that is guided by 1,200 registered lobbyists representing horizontally organized profit stake interests (corporations, professions, and labor) does not yield a real balance. It emphasizes those representing an immediate profit or proprietary stake in public policy, and under represents interests that are diffuse and have a primary stake in the future. Children are the primary group suffering from political trends over the past five decades. And that they have few lobbyists, do not vote, and lack campaign contribution assets, only adds to their impotence.

What California's children, and those who wish to speak for them, need to know is:

Where is the real commitment?

Where is the affirmative vision?

Where is the sacrifice consistent with previous generations?

Where is the money?

2013 SUBJECTS GRADED

CHILD WELFARE / CHILD PROTECTION / FOSTER CARE

AB 352 (Hall) prohibits smoking in foster care facilities and vehicles that are regularly used to transport foster children. *This bill was signed by the Governor on September 9 (Chapter 292, Statutes of 2013).*

AB 545 (Mitchell). Current law defines a nonrelative extended family member (NRE-FM) as a person who has an established familial or mentoring relationship with a child, and can be considered an individual with whom a youth under temporary custody or a dependent or ward of the court may be placed. This bill expands the definition of an NREFM to include those who have a relationship with the family. *This bill was signed by the Governor on September 9 (Chapter 294, Statutes of 2013).*

AB 787 (Stone) makes various technical and clarifying changes to the California Fostering Connections to Success Act of 2010, such as allowing re-entry into nonminor dependency for former nonminor dependents (NMD) who reached permanency whose guardian or relative or adoptive parent died before their 21^{st} birthday; providing a definition of a transition dependent in WIC Section 11400 to allow these youth subject to the court's transition jurisdiction be eligible for extended foster care; and clarifying the juvenile court's authority and the process it must undertake to terminate dependency for a NMD, but maintain jurisdiction over the youth as a nonminor. *This bill was signed by the Governor on October 2 (Chapter 487, Statutes of 2013).*

AB 921 (Jones-Sawyer) would have enacted the Child Welfare Social Worker Empowerment and Foster Child Protection Act, which would have—among other things—prohibited a county child welfare agency from retaliating against a social worker if the social worker has reasonable cause to believe that a policy, procedure, or practice related to the provision of child welfare services endangers the health or well-being of a child or children and the social worker discloses this information to a government or law enforcement agency, an appointed or elected official, or the public. *This bill was vetoed by the Governor on October 12, 2013.*

AB 1108 (Perea) makes it a misdemeanor for any person required to register as a sex offender based on the commission of an offense against a minor to reside (except as a client), to work, or to volunteer in specified foster homes or facilities. *This bill was signed by the Governor on October 12 (Chapter 772, Statutes of 2013).*

AB 1133 (Mitchell) requires social workers to give preference to a licensed foster parent who is also a health care practitioner for purposes of placement of a medically fragile foster child. *This bill was signed by the Governor on October 2 (Chapter 490, Statutes of 2013).*

SB 342 (Yee) requires the mandated visits by the county social worker or probation officer (caseworker) of foster children to occur in the home residence of the foster child and for that visit to include a private discussion between the foster child and the caseworker; requires the caseworker to advise the foster child of the right to request that the private discussion occur outside the group home; clarifies that if a foster child requests to have the private discussion outside the group home, it does not replace the visit in the group home and does not require the caseworker to schedule an additional visit to accommodate the request; requires that the location of monthly visits

for each foster child who is placed in a group or foster home comply with specified federal requirements; prohibits more than two consecutive monthly visits from being held outside the residence of the foster child and, if the visit does not occur in the place of residence, requires the social worker or probation officer to document in the case file and in the court report the location of the visit and the reason for the visit occurring outside the place of residence. *This bill was signed by the Governor on October 2 (Chapter 342, Statutes of 2013).*

SB 522 (Hueso), among other things, limits the Foster Family Home and Small Family Home Insurance Fund's liability exclusions to only those criminal or intentional acts committed by a foster parent. *This bill was signed by the Governor on October 2 (Chapter 494, Statutes of 2013).*

SB 528 (Yee), among other things, adds greater specificity to the types of medical care a dependent minor may consent to for diagnosis and treatment, as specified, and permits a social worker to inform a dependent over the age of 12 of his/her right to consent to and receive those health care services, as specified; permits social workers to provide dependent children with age-appropriate, medically accurate information about sexual development, reproductive health, and prevention of unplanned pregnancies and sexually transmitted infections on an ongoing basis; adds to the Foster Youth Bill of Rights the right of a minor or nonminor in foster care to have access to age-appropriate information about reproductive health, the prevention of unplanned pregnancy, and the prevention and treatment of sexually transmitted infections at 12 years of age or older; and requires foster care placements for nonminor dependent parents and their children to demonstrate a willingness and ability to provide support and assistance to nonminor dependent parents and their children. *This bill was signed by the Governor on September 23 (Chapter 338, Statutes of 2013).*

CHILD NUTRITION

AB 191 (Bocanegra) requires the California Department of Social Services (DSS), to the extent permitted by federal law, to waive the CalFresh gross income test for any individual who is categorically eligible for CalFresh and who is a member of a household that receives, or is eligible to receive, medical benefits under the Medi-Cal program. *This bill was signed by the Governor on October 9 (Chapter 669, Statutes of 2013).*

CHILD HEALTH AND SAFETY

AB 231 (Ting) establishes the crime of criminal storage of a firearm in the third degree where a person negligently stores or leaves a loaded firearm under their custody or control where a child is likely to gain access to the firearm without permission of their parent or guardian. (Chapter 730) *This bill was signed by the Governor on October 11 (Chapter 730, Statutes of 2013)*.

SB 568 (Steinberg) prohibits online marketing to minors of products or services that they are legally prohibited from purchasing, and gives minors the right to remove content they have posted online. *This bill was signed by the Governor on September 23 (Chapter 336, Statutes of 2013).*

EDUCATION

AB 547 (Salas) expands the academic assistance component of the 21st Century High School After School Safety and Enrichment for Teens Program to include career exploration; defines "career exploration" as activities that help pupils develop the knowledge and skills that are relevant to their career interests and reinforce academic content; and makes technical corrections to the statutory citations of the high school exit exam and the Cal Grant Program. *This bill was signed by the Governor on October 10 (Chapter 703, Statutes of 2013)*.

AB 534 (Wieckowski) would have required the state's postsecondary education institutions to provide counseling to all students with loans from the institution or a private lender or recommended to a student by the institution. *This bill was killed in the Assembly Appropriations Committee's suspense file.*

SEXUALLY EXPLOITED MINORS / TRAFFICKED YOUTH

SB 114 (Pavley) extends the sunset date by three years for the discretionary pilot project in Los Angeles County regarding the development of a comprehensive, multidisciplinary model reflecting the best practices for the response of law enforcement and the criminal juvenile justice systems to identify, assess and address the needs of commercially sexually exploited children who have been arrested or detained by local law enforcement. *This bill was signed by the Governor on June 28 (Chapter 42, Statutes of 2013).*

HOMELESS YOUTH

AB 1068 (Bloom) restricts the release of directory information for a pupil identified as a homeless child or youth and allows access of pupil records to specified individuals for those pupils who are identified as homeless. Specifically, the bill prohibits the disclosure of directory information of a pupil identified as a homeless child or youth as defined by the federal McKinney-Vento Homeless Assistance Act unless a parent, or pupil accorded parent rights as identified by the federal Family Education Rights and Privacy Act of 2001, has provided written consent for such release, and permits a local educational agency to give access to a pupil's records to the pupil, if he/she is 14 years of age or older and is both a homeless child or youth and an unaccompanied youth as defined by the Act, and an individual who completes the Caregiver's Authorization Affidavit as provided in Family Code Section 6552. *This bill was signed by the Governor on October 10, 2013 (Chapter 713, Statutes of 2013).*

SB 177 (Liu) requires the Department of Education and the Department of Social Services to develop policies and practices to support homeless children and youth and to ensure that child abuse and neglect reporting requirements do not create barriers to the school enrollment and attendance, as specified. This bill also extends to homeless children or youth existing requirements specific to foster youth, which require those students be immediately enrolled in school and deemed to meet all residency requirements for participation in interscholastic sports or other extracurricular activities. *This bill was signed by the Governor on October 2 (Chapter 491, Statutes of 2013).*

FAMILY LAW

SB 274 (Leno) authorizes a court to find that more than two persons with a claim to parentage, as specified, are parents if the court finds that recognizing only two parents is detrimental to the child; and directs the court, in making this determination, to consider all relevant factors, including, but not limited to, the harm of removing the child from a stable placement with a parent who has fulfilled the child's physical needs and the child's psychological needs for care and affection, and who has assumed that role for a substantial period of time. *This bill was signed by the Governor on October 4 (Chapter 564, Statutes of 2013).*

JUVENILE JUSTICE

AB 1006 (Yamada) requires courts and probation departments to ensure that information about the sealing of juvenile records is provided to a minor against whom a juvenile proceeding has been initiated or who has been brought before a probation officer. This bill was signed by the Governor on September 9 (Chapter 269, Statutes of 2013). SB 166 (Liu) would have required the Judicial Council to establish a minimum number of hours of training and education necessary in order to be appointed as defense counsel in delinquency proceedings, and would have required the Judicial Council, by July 1, 2015, to adopt rules of court establishing required training areas for defense counsel in juvenile delinquency proceedings. *This bill was killed in the Senate Appropriations Committee's suspense file.*

SB 744 (Lara) would have amended the process for referral to and programs offered within county community schools and community day schools. Among other things, the bill would have prohibited a school district from referring a pupil for placement in a county community school if the parent or guardian of the pupil objects to the referral; removes from the list of eligible pupils for referral to a county community school, those pupils who are dependent children of the juvenile courts, pursuant to Welfare and Institutions Code section 300; and specified that the appropriateness of placing a child in a county community school may be examined in the judicial hearing in which the placement is made or concerns of the placement are raised. *This bill was vetoed by the Governor on October 12.*

How Legislators Were Graded METHODOLOGY

All the bills included in this *Report Card* would improve current law for children. An "AYE" vote on these measures represents a vote for children and is indicated by a " \star ."

Legislators are elected to do many important things but far and away the most important is the simplest: vote on bills. This is reflected in the very way our system is constituted. In our system, when a legislator is absent, the required vote threshold to enact legislation does not go down; a majority of all of those eligible to vote is needed to enact legislation. Thus, a failure to vote on a measure (even because of an absence that has been permitted by legislative leadership) has the identical effect of a "no" vote. Thus, on our *Report Card* grid, the first percentage column reflects the raw, unadjusted grade of members when it comes to voting on all of the selected bills.

On the other hand, when, as here, we are seeking to hold elected officials publicly accountable for their comparative commitment to children through the process of issuing a *Report Card*, it is important that the mechanics of this effort not result in portraits of legislators we know subjectively to be erroneous. Moreover, not all votes in reality are do-or-die for the passage of a bill. Sometimes the critical vote is in committee, and not at the floor vote stage. Sometimes the floor vote is not close and a member knows a bill will pass without his/her vote and can take care of personal or other business without imperiling the fate of the bill.

Finally, it is important to acknowledge — even stress — that elected officials do not place their personal lives into a blind trust when elected. Sometimes members have personal travails that amply warrant their absence. These range from the deaths of parents, spouses and children, to childbirth and other critical child-rearing issues, illnesses, or addressing true personal emergencies.

At the federal level, this problem has been resolved with a "courtesy pairing," where a member of Congress who would vote "aye" on a bill does not vote "aye" to provide a constructive "no" vote for a colleague who would vote "no" but cannot be present. At the state level, "excused absences" partially reflect what appears to be a legitimate personal reason for not voting.

As noted above, the final votes and the obligation to vote remain prime concerns of those who will be bound by the work product of these officials. But the second percentage column of our grid reflects each legislator's "aye" vote percentage excluding excused absences where the vote was not close (*i.e.*, the bill passed with a margin of at least 5 votes in the Senate and 10 votes in the Assembly). This percentage is provided to the extent the reader feels the personal factors noted above properly influence a judgment on the performance of legislators.

The 2013 Children's Legislative Report Card evaluates final floor votes on selected bills affecting children. When bills were amended in the second house, the concurrence vote in the house of origin was used to compute those legislators' scores, so that comparing Senate and Assembly votes on the same bills will reflect votes on the same version of the bill. Exception: where a bill was held in the suspense file of the house of origin, legislators in that house receive the equivalent of a "NO" vote for failing to pull the pull from suspense for a public vote; legislators in the other house are not graded on that bill. This Report Card includes one bill that was held in suspense in the Assembly (AB 534), and one bill that was held in suspense in the Senate (SB 166). We include these bills to symbolize all of the worthy child-related measures that were not given priority status by legislators.

Legislators' overall scores indicate the percentage of affirmatively cast votes for children on the legislation presented. Votes and attendance were primarily tallied from the Assembly and Senate Daily Journals and the Legislative Counsel's website (www. leginfo.ca.gov).

A VOTE FOR CHILDREN (an "AYE" vote)

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Conway
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<> : Bill was killed in chamber's Appropriations suspense file without a public vote $-^{**}$: Legislator was present on day of vote but did not record a vote on this bill

: Legislator recorded a "NO" vote
 : Legislator had an excused absence on day of vote

V: Legislator did not hold office on day of vote

	20	13	RE	PO	RT																
	HEALTH & SAFETY	AB 231	SB 568	EDUCATION	AB 547	AB 534	SEXUALLY EXPLOITED MINORS	SB 114	HOMELESS YOUTH	AB 1068	SB 177	FAMILY LAW	SB 274	JUVENILE JUSTICE	AB 1006	SB 166	SB 744	"AYE" Votes for Kids	Raw "AYE" Vote % ¹	Modified "AYE" Vote % ²	Legislator*
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each legislator (SB 166 only counts toward Senators' grades, and AB 534 only counts toward Assemblymembers' grades).

2 : The modified "aye" vote percentage is calculated by dividing the number of "aye" votes by the number of votes that took place on days when the legislator did not have an excused absence; see Methodology for more information.

* : Senate and Assembly membership as of 9/1/2013.

** : Senator Torres' and Senator Vidak's scores are based on 19 bills instead of 20, as one floor vote took place prior to them taking office.

CHI	LDREN'S LEGISL	.AT	IVE	R	EP	OF	RT	CA	R)			1
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Wilk

Williams

 Yamada
 * * * * * * * * * *

 * : Legislator recorded a "YES" vote

 <> : Bill was killed in chamber's Appropriations suspense file without a public vote

 -** : Legislator was present on day of vote but did not record a vote on this bill

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Legislator recorded a "NO" vote
 -* : Legislator had an excused absence on day of vote

Auge Participant Paritipant Paritipant Pa	2013 REPORT																					
		HEALTH & SAFETY	AB 231	SB 568	EDUCATION	AB 547	AB 534	SEXUALLY EXPLOITED MINORS	SB 114	HOMELESS YOUTH	AB 1068	SB 177	FAMILY LAW	SB 274	JUVENILE JUSTICE	AB 1006	SB 166	SB 744	Votes for	"AYE"	"AYE"	Legislator*
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1 : The raw "aye" vote percentage is calculated by dividing the number of "aye" votes by 20. Although 21 bills are displayed, only 20 bills are applicable to each legislator (SB 166 only counts toward Senators' grades, and AB 534 only counts toward Assemblymembers' grades).

2 : The modified "aye" vote percentage is calculated by dividing the number of "aye" votes by the number of votes that took place on days when the legislator did not have an excused absence; see Methodology for more information.

* : Senate and Assembly membership as of 9/1/2013.



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