



county of Santa Cruz

0171

HUMAN RESOURCES AGENCY

CECILIA ESPINOLA, ADMINISTRATOR

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June 6, 2000

Agenda: June 20, 2000

BOARD OF SUPERVISORS
County of Santa Cruz
701 Ocean Street
Santa Cruz, CA 95060

ANSWERS BENEFITING CHILDREN LONG TERM PLANNING REPORT

Dear Members of the Board:

As you know, the Human Resources Agency is the prime grantee and public agency responsible for administering the two-year Answers Benefiting Children (ABC) grant which was awarded to the County in March 1999 from the Office of Child Abuse Prevention and the Governors Office of Criminal Justice Planning. Under the terms of the grant, the County is required to submit a Long Term Planning Report to OCAP summarizing planning activities and progress in implementation of the ABC project. The purpose of this letter is to present the attached ABC Long Term Planning Report to your Board for approval and to request that your Board adopt the attached resolution authorizing the HRA Administrator to submit the report to OCAP.

Your Board has previously reviewed the ABC Project Plan which was developed collaboratively with representatives from the Children's Network, the Watsonville Healthy Families Collaborative, the Family Resource Center Network and local government. As you will recall, ABC provides two years of start-up funding for communities to develop an integrated service delivery approach for the prevention and treatment of child abuse and neglect. Core elements of ABC include family support home visiting services to families with children under the age of six and victim assistance treatment services for children up to 18 years old. Services are to be provided through the non-profit sector and be located at a Family Resource Center in a targeted community. The Santa Cruz County ABC design, which targets families in south County, has been providing ABC services at the newly developed Watsonville Family Resource Center (WFRC) since July 1999.

Concurrent with implementation, the ABC Planning group (a collaborative subcommittee of the Children's Network) has been convening to develop a plan for long term sustainability of the WFRC ABC program, as well as expansion of the ABC initiative countywide. The attached Long Term Planning Report, which was


BOARD OF SUPERVISORS
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ANSWERS BENEFITING CHILDREN LONG TERM PLANNING REPORT

prepared by the Planning Committee, was approved by the Children's Network Cabinet at its May 4th meeting. An Executive Summary of the report is also attached for your Board's review.

IT IS THEREFORE RECOMMENDED that your Board:

1. Accept and file this report on Answers Benefiting Children Long Term Planning; and
2. Adopt the attached resolution approving the Answers Benefiting Children Long Term Planning Report and authorizing the Human Resources Agency Administrator to submit the report to the Office of Child Abuse Prevention.

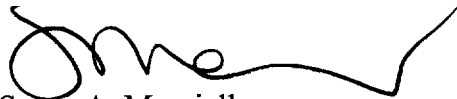
Very truly yours,



Cecilia Espinola
Administrator

CE/MS(N:\board letter (draft)\ABC Long Term Plan Report-ltr.doc)

REEMMENDED:



Susan A. Mauriello
County Administrative Officer

Attachments (3)

Cc: Santa Cruz County Children's Network

BEFORE THE BOARD OF SUPERVISORS
OF THE COUNTY OF SANTA CRUZ, STATE OF CALIFORNIA

0173

RESOLUTION NO.

On the motion of Supervisor
duly seconded by Supervisor
the following resolution is adopted

RESOLUTION APPROVING THE ANSWERS BENEFITING CHILDREN (ABC) LONG
TERM PLANNING REPORT AND AUTHORIZING THE HUMAN RESOURCES AGENCY
ADMINISTRATOR TO SUBMIT THE REPORT TO THE CALIFORNIA DEPARTMENT
OF SOCIAL SERVICES OFFICE OF CHILD ABCSE PREVENTION (OCAP)

WHEREAS, the County of Santa Cruz applied for and received grant funding for Answers Benefiting Children (ABC) in March 1999; and

WHEREAS, the ABC grant provides start-up funding to pilot family support home visiting with center based services, and child abuse treatment at the Watsonville Family Resource Center (WFRC) through June 2001; and

WHEREAS, the ABC grant requires that the County develop a Long Term Plan for sustaining ABC services at the WFRC pilot site when the grant period ends and expansion of the ABC initiative elsewhere in the County; and

WHEREAS, the ABC grant requires that the County submit a report to OCAP on the status of long term planning;

WHEREAS, the ABC Long Term Planning subcommittee of the Santa Cruz County Children's Network has convened a series of planning meetings and has made substantive progress on the development of a Long Term Plan that addresses sustainability and expansion of services;

NOW, THEREFORE BE IT RESOLVED AND ORDERED that the Board of Supervisors approves the Answers Benefiting Children (ABC) Long Term Planning Report and authorizes the Human Resources Agency Administrator to submit the Report to the California Department of Social Services Office of Child Abuse Prevention.

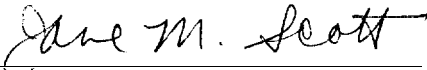
PASSED AND ADOPTED by the Board of Supervisors of the County of Santa Cruz, State of California, this day of June, 2000, by the following vote:

AYES: SUPERVISORS
NOES: SUPERVISORS
ABSENT: SUPERVISORS

Chairperson of the Board of Supervisors

ATTEST: _____
Clerk of the Board

APPROVED AS TO FORM:



County Counsel

DISTRIBUTION: County Counsel
County Administrative Officer
Human Resources Agency

(N:\CPSADMIN\RESOLUTI-LTP)

**SANTA CRUZ COUNTY
ANSWERS BENEFITING CHILDREN
LONG TERM PLANNING PROGRESS REPORT**

Executive Summary

The Long Term Planning Report was prepared by the Answers Benefiting Children (ABC) Planning Committee, a subcommittee of the Santa Cruz County Children's Network. The report summarizes ABC planning activities, year-to-date progress in implementation of the ABC vision, and future goals and objectives.

The report is organized in accordance with the format provided by OCAP and addresses the following areas: the mission and vision; background information discussing the history of the local ABC initiative, as well as county indicators that support the need for systemic change promoted by ABC; an update on current planning and implementation activities at the Watsonville pilot site; discussion of short term goals related to sustainability of the targeted site, and long term goals for development of a countywide ABC plan; and, lastly, identification of barriers and obstacles encountered in implementing ABC.

Since receiving the grant, the ABC Planning Committee has provided guidance for development of the three core components of the ABC model: 1) the Great Beginnings Home Visiting Program; 2) Child Abuse Treatment Services (CATS); and, 3) Center-Based Services. Simultaneously, the Committee has taken responsibility for the early development of the Watsonville Family Resource Center (WFRC) which was created in response to the opportunities presented by the ABC initiative. At its strategic planning retreat, the Committee articulated a mission and vision for the WFRC, which provides the philosophy and community context for ABC, as well as other services and activities housed at the Center.

Mission

The Watsonville Family Resource Center unites families, the community and service providers to sustain strong, safe and healthy families. Services and activities support family empowerment, community building and cultural identities in a family-friendly setting.

The Watsonville Family Resource Center enthusiastically embraces the cultural diversity and strengths of the Watsonville community and its people through its focus on families and young children. WFRC activities reflect the interests of participating families and children and encompasses their vision for the future of their community. Working to enhance the quality of life for all people in the Pajaro Valley, the WFRC is rooted in the community it serves and from this base creates new alliances to promote a vibrant, tolerant, and caring community. The WFRC's broad-based support makes it a model of new and effective ways to actualize strengths-based family support using a collaborative, community-based approach.

Background Information

Watsonville and the surrounding south county area were selected for the ABC pilot site based on economic and demographic considerations, such as a large low-income population, a large Latino population at risk of being underserved due to language and cultural barriers, higher rates of teen pregnancy and lower educational levels. Child abuse and domestic violence indicators were also taken into consideration. Of particular importance in site selection was the very limited availability of family support home visiting services in the Watsonville community for families with preschool children and children birth to three years of age.

The location for the Watsonville Family Resource Center--in the downtown La Manzana business complex--was determined based on several factors. Two well-developed community based programs serving low-income Spanish speakers and families with young children were already in place at La Manzana. Adelante and the Women, Infants and Children's (WIC) program serve as familiar anchor agencies for the Center. Additional space was able to be obtained at La Manzana for the various ABC offices, childcare and group rooms. These facilities continue to be developed as part of a collaborative effort which encourages multi-use by other agencies and the community. A recent grant to Food and Nutrition Services, Inc. from the Cowell Foundation is helping to fully develop the WFRC model.

Status of Planning and Implementation Activities

The ABC program design is now fully operational, both at the governance level and at the service delivery level. Working committees have been established and a formal collaborative Decision-Making Matrix has been adopted. ABC services are being provided by a multi-agency team consisting of staff from County and community based non-profit agencies. A unique collaborative supervision model is in place, a model that reflects the commitment of the ABC partners to the goal of providing an integrated "seamless" service delivery package to ABC families.



The report discusses ABC progress toward accomplishment of several important goals at the WFRRC pilot site: maximizing federal revenue to support sustainability; developing strategies for integration of various funding streams (e.g., Child Abuse Prevention, Intervention and Treatment (CAPIT) and Family Preservation and Support Program (FPSP)); implementation of systems to ensure model fidelity and quality assurance; and development of a governance structure which emphasizes parent and community involvement.

Long Term Goals

The report further discusses long term goals related to expansion of the ABC initiative countywide. These goals are to: 1) develop three full-service anchor Family Resource Centers (FRC's) throughout the county--one in south county (the Watsonville FRC), one in mid-county (Live Oak), and one in north county (San Lorenzo Valley); 2) expand, enhance and integrate the existing home visiting programs within the anchor FRC's; 3) develop systems for integrating child abuse and mental health treatment services within the prevention and family support service continuum; 4) develop an analysis and strategic plan for revenue maximization, coordination of funding streams, and coordination and targeting of in-kind resources; and 5) incorporate the findings and methods of the Community Assessment Project (CAP) *Investing in Children and Families-What Works!* project in implementation of the countywide plan.

Barriers to Implementation

The final section of the report outlines obstacles encountered as implementation of the ABC initiative has unfolded at the pilot site. These include inadequate financing through the OCAP/OCJP grant for the Family Resource Center (FRC) component of the initiative, as well as the need to more fully engage the City of Watsonville in FRC planning and development. Other challenges relate to the complexities of blended multi-agency programming and staffing. Several strategies and solutions addressing these issues are also presented in this section of the report.

**SANTA CRUZ COUNTY
ANSWERS BENEFITING CHILDREN**

Long Term Planning Progress Report

Prepared for:
The California Department of Social Services
Office of Child Abuse Prevention
&
The Governor's Office of Criminal Justice Planning

Prepared by:
The Santa Cruz County Children's Network
ABC Long Term Planning Committee

Presented to:
The Santa Cruz County Board of Supervisors
June 20, 2000

Santa Cruz County Answers Benefiting Children Long Term Planning Progress Report

INTRODUCTION

Santa Cruz County's Answers Benefiting Children Project (ABC) received State funding in July 1999 through a grant administered by the County Human Resources Agency (HRA). The Project incorporates the Great Beginnings Home Visiting Program, Child Abuse Treatment Services (CATS) and Center-based Services anchored in the Watsonville Family Resource Center. Watsonville was determined the dedicated pilot site for ABC due to the identified needs of the community. This report summarizes the Project's planning activities, year-to-date progress in implementation of the ABC vision, and future goals and objectives, including the development of the countywide plan for sustainability and replication. The report is organized in accordance with the format provided by the Office of Child Abuse Prevention (OCAP).

MISSION & VISION

Through a strategic planning retreat, the ABC Planning Committee created the following mission statement:

The Watsonville Family Resource Center (WFRC) unites families, the community and service providers to sustain strong, safe and healthy families. Services and activities support family empowerment, community building and cultural identities in a family-friendly setting.

The Committee also formally articulated the vision for the Center:

The Watsonville Family Resource Center (WFRC) enthusiastically embraces the cultural diversity and strengths of the Watsonville community and its people through its focus on families and young children. WFRC activities reflect the interests of participating families and children and encompasses their vision for the future of their community. Working to enhance the quality of life for all people in the Pajaro Valley, the WFRC is rooted in the community it serves and from this base creates new alliances to promote a vibrant, tolerant, and caring community. The WFRC's broad-based support makes it a model of new and effective ways to actualize strengths-based family support using a collaborative, community-based approach.

BACKGROUND INFORMATION

Pre-Grant Planning, Process

Family Preservation and Support Program Planning

Santa Cruz County's FPSP community-wide planning process, completed in April 1995, laid the groundwork for Answers Benefiting Children. The FPSP plan prioritized community needs and determined key strategies to develop and expand a community-based continuum of coordinated and integrated, culturally relevant, family-centered prevention services to support and preserve families, protect children, prevent child abuse and neglect and enhance the community's ability to provide assistance and support. The 5-year plan was developed through a needs assessment process which utilized small group meetings, public hearings, telephone and written surveys, and focus groups. The FPSP planning task force analyzed the extensive range of information collected from these sources. The ABC initiative provided Santa Cruz County with a unique opportunity to realize the desired community outcomes identified through the FPSP planning process:

1. To improve access to community-based family resource centers and increase collaboration and case management capacity between family resource centers, public agencies and nonprofit service providers;
2. To provide intensive volunteer home-based services for families with children under age three;
3. To coordinate flexible intervention and treatment for families with an open CPS, Mental Health or Probation case; and
4. To increase parenting skills for low-income families, Spanish speakers and recent immigrants.

ABC Planning

The Santa Cruz Human Resources Agency (HRA) served as the lead coordinating agency for the ABC pre-application planning effort. An ambitious collaborative planning process was initiated in January 1999 to develop a design concept and financing plan.

The planning group membership was drawn from HRA social services, the County Health Services Agency (HSA) and three local collaboratives which focus on developing resources and programs for families and children in our community: the countywide Children's Network, the Family Resource Center Network (FRCN) and the Watsonville Healthy Families Collaborative. Parent representatives from the FRCN Family Leadership Conference also participated, as well as staff from the office of the Board of Supervisors and the City of Watsonville. Because of its decision-making role and the composition of its membership, the ABC Funding Team was derived from the Children's

Network Cabinet. The Development Team was largely composed of agencies from the FRCN and the Watsonville Healthy Families Collaborative.

The following sections provide an overview of the three collaboratives.

The Children's Network The Children's Network was designated by the County Board of Supervisors in 1989 as the local children's services coordinating council pursuant to the Presley-Brown Interagency Children's Services Act of 1989. The purpose of the Children's Network is to reduce the fragmentation of programs for at-risk children and families. It serves as a conduit for planning and coordination effort, information-sharing and networking for a variety of agencies serving the interests of children and families. The Children's Network Cabinet, which includes representation from the Child Abuse Prevention Council, is the designated governing body of the Network and has decision-making responsibility for the Family Preservation and Support (FPSP), CAPIT, and CBFRRP funds, as well as, the local Children's Trust Fund. ABC planning efforts were guided by the strategic plan for these programs, including the new CAPIT/CBFRRP three-year plan and the FPSP five-year plan. As a member of the Cabinet, HRA played a lead role in developing these overall plans and is the county agency responsible for administering projects approved by the Cabinet.

The Family Resource Center Network (FRCN) The Family Resource Center Network was created to address the problems identified through the FPSP planning process which reflected feedback from families, nonprofit service providers and public agencies. The recurring message was that the existing health and social service delivery system was often inaccessible, confusing and costly. With funding provided through FPSP and a grant from the California Endowment, the FRCN was developed as a pilot project consisting of 15 community-based organizations offering a broad range of culturally competent services through some form of case management and referral capacity. Each of the FRCN members have adopted the *Principles of Family Support Practice* as the guiding framework for governance and service delivery.

FRCN Family Leadership Conference As part of the FRCN 1998-1999 work plan, a series of family leadership conferences were held to involve families in the countywide decision making process for the development of family resource centers and services. Focus groups were conducted and the responses of family participants were considered in the needs assessment and planning for the ABC Initiative.

Watsonville Healthy Families Collaborative (WHFC) The Watsonville Healthy Families Collaborative is dedicated to creating healthy families using existing community resources, developing community-based prevention strategies, promoting leadership within the community, and heightening public awareness about prevention efforts. The collaborative consists of representatives from the County Health Services Agency, the local school district, law enforcement, the community hospital, a community coalition and several health and social service organizations. The community work carried out by the WHFC informed the ABC Planning process and design of services. In addition, several provider agencies of the WHFC have redirected staff and other resources as part of the in-kind match for ABC.

County Statistics and Indicators

Santa Cruz County Overview

Santa Cruz County is located in the central coast region of California. It is bordered by Monterey Bay and the Santa Cruz Mountains and is predominantly suburban/rural. Tourism and agriculture are the County's largest industries.

The 1990 census shows the County population to be 229,734. By 1996, it has increased to 243,000 according to State Department of Finance estimates. The County is 74% white, 21% Latino, 3% Asian and 2% Black and Native American. Children under 6 comprise 9% of the population; 34% of the 83,566 households have children under 18.

Geographically and culturally, the County has three areas:

- Mid/North County, including the cities of Santa Cruz and Capitola. The economy is primarily tourist and retail. This area includes the University of California (Santa Cruz campus) and Cabrillo Community College.
- San Lorenzo Valley, including the City of Scotts Valley. Frequently cut off by winter rains, this area has experienced disasters including earthquakes, mud slides and flooding. As a result, residents have the reputation of self-sufficiency.
- South County includes the City of Watsonville. The area is predominantly agricultural, with a higher proportion of Latino and monolingual Spanish speaking residents than the rest of the County.

The four cities are Santa Cruz (population 49,040 in 1990), Watsonville (31,009), Capitola (10,171), and Scotts Valley (8,615). The unincorporated areas have a population of 130,809.

The County has experienced more than its share of disasters. Besides being the epicenter of the 1989 Loma Prieta earthquake, which destroyed 8% of the housing stock, torrential winter rains have caused flooding and mud slides during several recent winters.

The County has a chronic affordable housing shortage, exacerbated by these recent disasters. The Short-term Housing Coalition of Santa Cruz County in 1990 recommended declaring a state of emergency with regard to housing and homelessness. The housing shortage contributes to high rental costs. The *Places Almanac* in 1993 ranked Santa Cruz County as the sixth most expensive place to live in the nation.

ABC Pilot Site

The targeted service area for ABC is South County, including Watsonville and the unincorporated areas surrounding it. The unincorporated area includes several labor camps, including Murphey's Crossing which houses approximately 200 seasonal farm

workers and their families, who harvest the strawberries and lettuce crops that are a mainstay of the Watsonville economy. South County suffered severe crop damage in 1995 when extensive rains came after five years of drought and reduced most of the area to a “poisoned mud puddle” containing years of residue from agricultural chemicals. More recently, an estimated 4,000 jobs were lost when major frozen food companies relocated following the North American Free Trade Agreement (NAFTA).

The City of Watsonville is the fastest growing incorporated area in the county. The City of Watsonville is 60.9% Latino. The unemployment rate is typically twice as high as the Santa Cruz County rate, with seasonally high joblessness due to the predominance of the agriculture based economy in the area. To illustrate, in December 1999, Watsonville experienced 13.8% unemployment compared to 6.6% countywide. The median family income is estimated at \$5 1,245’ compared to \$6 1,000 for the county overall. Nearly 80% of Latino families have incomes below the countywide median. In 1999, the local Food Bank reported a 26.5% increase in the number of people served in Watsonville, compared to 13.8% countywide.

In Watsonville, 54% of the City population has completed high school and 11% have earned a college degree, while 82% of the county has completed high school and 30% earned a degree. Fifty-four percent of all households are overcrowded compared to 7% in the entire county. Although comparable analyses have not been made for the unincorporated area surrounding Watsonville, the socioeconomic and demographic problems are at least as severe as those in Watsonville. One indicator of overall economic status of families in South County is the percent of school children receiving free or reduced cost meals: in 1997/98, 55.1% of the children in Pajaro Valley Unified School District received such assistance, compared to 36.6% countywide.

Ethnic background is related to human service needs. Nineteen percent of the Latino population lives below the poverty level, as compared to 9% of the white population. Families with a single head of household are particularly at risk of poverty. Among single mothers, 66% of Latino children compared with about 9% of white children under age 18 are living in poverty. Fifty-two percent of Medi-Cal clients and 38% of TANF clients in South County are Spanish speaking. The Latino population is also younger; 37% of Latinos compared to 24% of whites, are under 19. For Watsonville Hospital, 89% of births are to Latina mothers; 68% are Medi-Cal; 41% have less than a ninth grade education.

Watsonville was selected as the ABC pilot site due to the factors described above including a large low-income population, a large Latino population, higher rates of teen pregnancy, isolation due to language and cultural barriers, as well as lower educational levels. Also, the large population of children in Watsonville supports the mission and focus of ABC.

County Indicators for Services to Prevent Child Abuse

The following reviews statistics and indicators related to domestic violence, child abuse and the needs of Spanish-speaking residents in South County. The information relates City of Watsonville statistics to the County statistics. Based on these indicators, it is evident that additional services are necessary in South County to protect and maintain safe and healthy families.

Domestic Violence

Countywide, there were more than 800 domestic violence reports in fiscal year 1995-96, with 270 (33%) from South County. Of these, 185 (69%) were from the City of Watsonville. Fifty-four percent of a sampling of these cases had children in the home. The harmful effects of family violence on children and their families are well documented. Studies have shown that children in such families have increased feelings of depression and anxiety, higher levels of antisocial and aggressive behavior, greater alcohol use, lower school achievement and increased risk-taking.

Child Abuse

Child Protective Services received approximately 5,700 child abuse reports last year. One third of the Emergency Response (ER) referrals are from South County. Emergency response referrals are primarily for physical abuse (33%), general neglect (25%), sexual abuse (17%), and caretaker absence or incapacity (10%).

The Needs of Spanish-Speaking Residents

A number of studies have indicated that the Spanish speaking population is underserved. The FPSP planning project found that 59% of Spanish speaking respondents felt they “could get help when it was needed,” as compared to 90% of English speakers. One of the four strategies to strengthen families from the FPSP plan was to provide additional parent education and family support home visiting to Spanish-speaking families, especially those that are monolingual. Prior to ABC, there were limited family support home visiting programs for families with preschool children and children birth to three years of age.

Outcomes from Systemic Change

The following are desired outcomes identified by the ABC Planning Committee. These outcomes represent both the long-term effects of a countywide child abuse prevention plan and systemic change in service provision, including increased collaboration among service providers, shared resources and blended funding:

- Lowered rates of child abuse and domestic violence across
- Safe and healthy children and families to support a stronger community at-large

- Flexible, holistic, continuum of care for all families and children
- Governance structures that incorporate more service users than administrators
- Seamless services which address local needs and priorities

The Planning Committee also identified several key advantages of the ABC Initiative which will support the outcomes outlined above:

- Increased voluntary participation of families in family support programs
- Utilization and coordination of funding sources across agencies
- Cross-trained staff that provide quality family support programs to families
- Inclusion of exceptional evaluation procedures that provide agencies with reliable and quality feedback to enhance their services
- Programs that are driven by the needs of the community and families

These outcomes and advantages are not static and represent only an initial assessment of the anticipated impacts of ABC implementation over time.

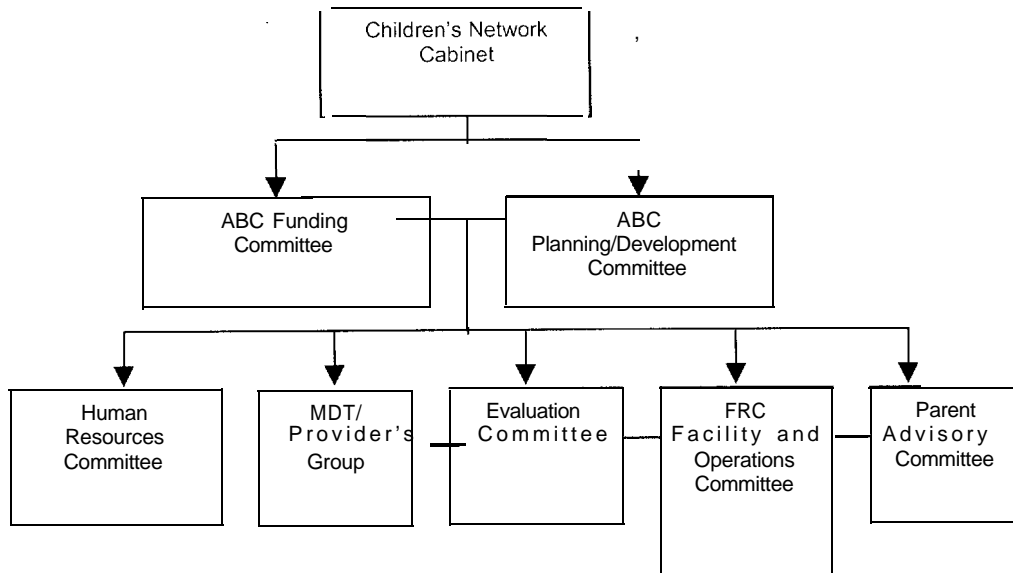
Current Planning and Implementation Activities

At the Watsonville pilot site, ABC is in full implementation mode. The services of ABC are housed at the Watsonville Family Resource Center (WFRC) located at the downtown La Manzanita business complex. This facility is a central location for community residents that also houses the Women, Infants and Children (WIC) Program and Adelante, a Latino resource provider.

The operational structure of the WFRC was not fully funded at the time of the ABC grant award. Together with the ABC/WFRC Collaborative, Food and Nutrition Services, Inc. (FNS) developed a proposal to the Henry Cowell Foundation to provide funding for a full-time FRC Director, administrative staffing, parent leadership support, child development services, and staff development training. FNS was recently notified that the proposal was successful and, effective April 1, 2000, the WFRC will receive a grant totaling \$430,000 over the next three years.

Pilot Site Planning Structure and Process

The following diagram and chart illustrate the planning and development process that has been in place since the ABC grant award in July, 1999.



Committee	Deliverables/Outcomes
Children's Network Cabinet	<ul style="list-style-type: none"> • Long-term countywide plan
Funding	<ul style="list-style-type: none"> • Year 2 and 3 Budget • Research and implement Federal funding resources for revenue maximization • Develop plan for sustainability and replication
Development/Planning	<ul style="list-style-type: none"> • Oversight of implementation site • Development of Strategic Plan • Approval of all policies and procedures
Human Resources	<ul style="list-style-type: none"> • Development of functional on-site collaborative personnel policies • Development of ABC specific job descriptions • Review personnel issues as they arise with the pilot site
MDT/Providers	<ul style="list-style-type: none"> • Case planning and review • Review and develop on-site written guidelines • Responsible for staff training and development
FRC Facilities and Operations	<ul style="list-style-type: none"> • Develop operational procedures for the FRC • Coordination of FRC services • Develop governance structure for the FRC • Create facility procedures • Responsible for facility maintenance and room use policies
Evaluation	<ul style="list-style-type: none"> • Develop evaluation techniques for model fidelity and quality assurance of services • Create the long-term evaluation plan for the ABC Initiative at the pilot site
Parent Advisory	<ul style="list-style-type: none"> • Responsible for reviewing and making recommendations for services at the WFRC • Serve as liaisons to all the committees

Pilot Site Operational Structure

Great *Beginnings* The current makeup of the ABC Great Beginnings Component includes a multi-disciplinary team (MDT) comprised of staff from both County and community based non-profit agencies. The Great Beginnings Component is utilizing the California Safe and Healthy Families (CalSAHF) model as required by the OCAP grant and all staff have been trained in this model. The staffing is as follows:

Position/Title	# and FTE	Funding	Agency
ABC Project Director	1/1.0	ABC OCAP Grant	Santa Cruz Community Counseling Center/Head Start
Social Work Supervisor/ ABC Team Leader	1/1.0	County General Funds	Human Resources Agency Santa Cruz County
Case Manager/Home Visitor	1/1.0	ABC OCAP Funds/ Agency Funds	Families in Transition
Cal-Learn Social Workers/Home Visitors	2/2.0	TANF Funds	Human Resources Agency Santa Cruz County
Home Visitor	1/1.0	ABC OCAP Funds/ CAPIT Funds	Parents Center
Home Visitors	3/3.0	Federal Funds	Early Head Start
Public Health Nurse	1/1.0	County General Funds/Maternal Child Health (federal)	Health Services Agency Santa Cruz County
Group Coordinator	1/.5	ABC OCAP Funds	Parents Center
Child Development Specialist	1/.375	ABC OCAP Funds	Early Head Start
Substance Abuse Specialist	1/.15	ABC OCAP Funds	Santa Cruz Community Counseling Center/Alto Services

What is truly unique and collaborative about this design is that functional lines of supervision honor the ABC organizational priorities--rather than reflecting the fragmented structure that would result if each individual agency operated traditionally within its own organizational framework. For example, although each staff member is formally linked to their own home agency, and ultimate personnel responsibility resides with the home agency, program management and day-to-day supervision functions “as if” all staff are integral parts of the same organization. At various levels, non-profit staff may functionally supervise County employees, and/or County employees may functionally supervise non-profit staff, and/or staff from one non-profit may supervise one or more staff from another non-profit. This arrangement was our County’s response to the challenge of building a cohesive program from limited and fragmented resources. There are many advantages to the design, including the opportunity to: link ABC services with the larger resources of each home agency; cross-train staff; develop standardized policies and procedures across agencies and services; and, most importantly, to present an “apparently” seamless service delivery package to the families and children we serve. Nonetheless, this complex multi-agency approach presents some significant challenges which are further discussed later in this report.

To continue, the MDT has been meeting regularly since October. A case review structure is in place and home visitors have been completing case presentations since January. Several of the home visitors brought caseloads from their home agencies; these cases have been transferred into the ABC Cal-SAHF model. The team is also receiving new referrals for services on a regular basis. It is anticipated that the caseload will reach the maximum capacity of 125 families by September 2000.

Center-Based Services ABC Center-based Services began in February. Two parenting classes are held during the week; one in Spanish and one in English. It is anticipated that additional groups will be created as the need arises. The groups are utilizing the Birth to Three Curriculum, despite translation barriers. The ABC Planning Committee is researching issues related to transportation for families with multiple children.

Child Abuse Treatment Services (CATS) The CATS component at the pilot site includes the following staff:

Position/Title	# and FTE	Funding	Agency
Child Abuse Treatment Therapist	212.0	ABC OCJP Funds	Parents Center
Child and Youth Specialist	1/1.0	ABC OCJP Funds	Defensa de Mujeres

CATS services are provided to approximately forty-five families at this time. New referrals continue to be assigned for intake.

GOALS

Short Term Goals-Target Site Sustainability

The ABC Planning Committee, in conjunction with the OCAP/OCJP original RFP, has determined the following as the short term goals for Santa Cruz County ABC:

Maximizing Federal Funding Sources- The pilot ABC site has made significant progress in regard to federal funding sources. The following activities have been completed toward the goal of maximizing revenue at the pilot site:

- In December, the Great Beginnings team completed a Medi-Cal Administrative Activities (MAA) time study as the basis for claiming reimbursement for the last three quarters of FY99/00. It is premature to project revenues from this source as the MAA claim and cost analysis has not yet been completed. However, it is anticipated that some federal reimbursement will be received in the first quarter of FY00/01.
- The Public Health Nurse position is also leveraging federal Medicaid funds through the Maternal Child Health option.
- The Planning Committee has begun preliminary work to explore the feasibility of federal Early Periodic Screening, Diagnosis and Treatment (EPSDT) funding. The

Santa Cruz Community Counseling Center (the lead non-profit for ABC service delivery) currently has a contract with the County Health Services Agency (H.S.A.) Mental Health Department for EPSDT, which potentially positions ABC to provide some services under the EPSDT option. Next steps include: completing the service and fiscal analyses; allocating the 15% non-federal match required for the EPSDT funding; developing operational methods for compliance with EPSDT; and training the staff on the required paperwork for EPSDT billing.

Sustainability is a priority and will continue to be a major focus of the ABC Planning Committee efforts. In addition to leveraging federal funds, the Planning Committee hopes to deliver a strong case for support from the local Children and Families First (Prop 10) Commission, as well as continued support from OCAP and OCJP.

Collaboration Throughout the Implementation of ABC Services- The ABC Planning Committee is committed to the collaborative implementation process.

- The ABC Planning Committee recently completed a first draft of a collaborative Decision-Making Matrix (attached). This Matrix tracks and provides structure for the levels of involvement and decision making that are required for implementation, ongoing work of the pilot site, and long term planning for replication and sustainability: The development of such procedures takes significant time; however, the Planning Committee believes this to be an essential process for implementing a successful and well-developed pilot site.
- Throughout the development of a case file format for ABC, the team reviewed the required ABC information, as well as the participating agencies' required information. This process enabled a comprehensive, succinct file format.
- Also, the direct supervisors of the home visiting team members have been working diligently to create a personnel structure that supports the model and fits within the home agency's policies. This process has provided the pilot site with model policies and procedures that will be useful to any future collaboratives, including possible replicated ABC sites.

County Commitment- The County of Santa Cruz is the fiscal agent and prime grantee for the ABC state grant, which is administered by the Human Resources Agency (HRA). Both HRA and the Health Services Agency (HSA) have been integrally involved in planning and development from the start. In addition to taking the lead in developing the grant proposal, HRA has provided ongoing administrative, planning, financial and technical support. Both HRA and HSA have contributed line level staff to the Great Beginnings component, supported by a mix of federal, state and county funds. In addition, HRA contributed computers (as well as information systems design and installation), phones and other equipment, and is providing ongoing computer technical support. Management staff from HRA and HSA participate on the ABC Planning Committee as well as several subcommittees. This participation includes weekly administrative support from HRA for the ABC Project Director. Both HRA and HSA

County departments are involved with other collaboratives whose goals are consistent with those of the ABC Project; within these collaboratives the two departments work to ensure maximum coordination with ABC planning.

Also, as the agency responsible for administering CAPTT, CBFRRP, FPSP, and CalWORKS funds, HRA has taken the lead in developing strategies for integrating these funding streams into the ABC initiative. Lastly, the County's Interagency Revenue Enhancement Team (comprised of fiscal and administrative staff from HRA, HSA, Adult and Children's Mental Health, and Probation) is targeting ABC for support with analysis and development of strategies for increased federal financial participation and long-term sustainability.

Parent and Community Involvement- With the upcoming Cowell Foundation grant award, substantial resources will be available for the development of the Family Resource Center Governance Committee, as well as a Parent Advisory Committee. The Family Resource Center Director, in conjunction with the Family Resource Center Facilities and Operations Committee, is currently researching and reviewing existing governance and advisory committee structures. This information will be synthesized and drafted for the pilot site. Adelante, a co-located service of the WFRC, has been providing civic engagement and outreach activities for many years. Their expertise has been extremely useful in identifying community members interested in leadership roles within ABC.

Model Fidelity/Quality Assurance- The Planning Committee recently developed an Evaluation Sub-Committee to examine strategies for on-going evaluation of services and to review the fidelity of the Cal-SAHF model in relation to specific families. Activities include quarterly reviews of the caseload to ensure movement within the CalSAHF level **system** and to evaluate case plans based on family support principles, periodic review of the Multi-disciplinary Team process, and periodic monitoring of the center-based services. Most of these activities will be tracked by the ABC Project Director and reported to the Planning Committee. The Evaluation Sub-Committee will begin developing a more intensive process in the next few months to ensure implementation of the model is successful and appropriate.

For the larger quality assurance process, the ABC Planning Committee has embraced an evaluation strategy that is designed to link and build upon the existing evaluation initiatives underway in Santa Cruz County. These include:

- *“Investing in Families and Children: What Works!”*, a countywide evaluation project which evolved from the United Way Community Assessment Project (CAP). *“What Works!”* is focusing on the community goal of keeping children safe in their families and communities. Recently, *“What Works!”* selected the WFRC and ABC site as one of the three representative strategies to pilot the *“What Works!”* evaluation model.
- The Matrix evaluation model which provides a framework for measuring the health and well-being for families;

- The KIDS data base, a county-developed interactive data system for tracking and analyzing case and system information related to children in the child welfare system and in special county and community programs targeting children at-risk of child abuse.

Long Term Goals-Replication and Sustainability of the Model

To date, the ABC efforts have focused primarily on planning and development of the pilot site. This process has also laid much of the groundwork for the next stage, development of the countywide plan. The following goals will be synthesized through the ABC Initiative:

1. Develop three full-service anchor family resource centers in geographic areas providing access for families throughout the county: 1 FRC in south county (Watsonville); 1 FRC in mid-county (Live Oak); and 1 FRC in north county (San Lorenzo Valley). The following activities indicate significant progress in this goal. Through the ABC grant, the Watsonville Family Resource Center came to fruition. The Watsonville FRC currently includes co-located services- Adelante, Translation Services, WIC, ABC Great Beginnings, CATS, and ABC Center-Based Services. Through the Cowell Foundation grant, the collaborative hired a full-time FRC Director and additional administrative support staff. The United Way was successful with its *Success by 6@* proposal to the Bank of America to support the development of a FRC in Live Oak. Finally, Valley Resource Center has been participating in the collaborative to represent the FRC in the San Lorenzo Valley. As discussed above, these are area structures already in place through the FRCN.

The Watsonville FRC and the Valley Resource Center are members of the Family Resource Center Network (FRCN) and have agreed to adhere to the principles of family support practice and governance developed by the FRCN. Once the Live Oak FRC is developed, it will also become a member of the FRCN. To ensure maximum coordination of services, the anchor FRCs have developed formal linkages through the FRCN to other “satellite” family resource service programs throughout the county. Currently, the ABC Initiative is a sub-committee of the FRCN. Also, we are merging the Success by Six planning process for the development of the Live Oak, FRC with the ABC Planning.

Because area structures are already in place through the FRCN, the ABC Initiative will build on the above efforts and on local interests. Replication will not look the same in each area because the programs need to reflect local interest, build on existing resources and provide services based on the community’s needs.

2. Expand, enhance and integrate the existing county home visiting programs within the anchor FRCs. Develop as a priority, home visiting programs in target areas where there are no such services. Evaluate the California Safe and Healthy Families

(CalSAHF) home visiting model and determine the feasibility of adaptation or adoption of the model within the anchor FRC's .

Because of the high cost of the Cal-SAHF model of home visiting, it may not be feasible to replicate the model in its exact form. The Planning Committee will continue to examine the feasibility issues and work to develop realistic alternatives which maintain the key strengths of the model. The pilot site allows us to evaluate the strengths and cost benefits of this model.

3. Develop systems for integrating child abuse and mental health treatment services within the prevention and family support service continuum. To the greatest extent possible, co-locate treatment services at the FRCs; and include treatment clinical staff on the prevention-based multi-disciplinary teams.
4. Develop an analysis and strategic plan for: 1) revenue maximization, including increasing federal financial participation in local programs; 2) coordination and/or blending of funding streams (i.e. CalWORKS, CAPIT, FPSP, CBFPR, TCM, CTF, MAA, EPSDT, etc.); and 3) coordination and targeting of in-kind resources. ABC is a targeted program for the County's Interagency Revenue Maximization and Enhancement Team, comprised of fiscal executives and administrative staff from the health, human services, and probation departments. Through these efforts within the County and within the ABC Planning Committee, we hope to fully utilize federal funding sources, as well as, possible Families and Children First (Proposition 10) support. The ABC Project Director is currently participating in the Family Support Services Task Force for the local Prop 10 Commission. The task force will be providing the commission with funding priorities for their Prop 10 plan. Also, the Watsonville pilot site is providing space for local focus groups to discuss Prop 10 funding options. The results of Prop 10 will directly affect the long term planning of funding for ABC. The county initiative will also depend on the continued dialogue regarding some future OCAP/OCJP funding support.
5. Incorporate the findings and methods of the Community Assessment Project's "Investing in Children and Families: What Works!" project to develop an investment portfolio for targeting funding and resources to achieve implementation of the countywide plan. ABC/WFRC has been identified as one of the future projects that will be evaluated by "What Works! "

CONCLUSIONS

Identification/Solutions to Barriers and Obstacles

As the ABC Planning Committee embarked on the implementation phase of the ABC pilot site, while also initiating long term planning, several obstacles were identified. The following list of barriers also incorporates several of the identified solutions:

- Funding for Family Resource Center Component- The OCAP/OCJP grant provides insufficient funding for the FRC administration and related activities, including governance. Due to this shortfall, implementation of ABC and the FRC did not occur simultaneously- ABC took the lead. Now that Food and Nutrition Services, Inc. (the lead agency for the FRC) has attained Cowell Foundation support to finance the administrative/operational functions of the FRC, serious catch-up planning for the FRC component is in the works.
- Limited City Involvement- Although the City of Watsonville has expressed interest, the City has not yet been fully incorporated into the planning process for the ABC pilot site in Watsonville. Recently, the ABC Project Director met with a member of City Council, who is also a former City employee, to discuss ideas for collaboration with the City. It is the Planning Committee's hopes that collaboration with the City will support our concepts for a seamless service delivery system. Also, the City has shown some interest in including the Family Resource Center in their planning for a new facility. A plan has been developed to include City officials in the WFRC and ABC planning structure and contacts have been establish to continue conversations with the City regarding the concepts for a new facility.
- Funding for Training- Due to the nature of the OCAP/OCJP goal for collaboration and sharing of resources, limited funding was made available for ongoing training. It is critical that the home visiting team participate in ongoing training due to the intensity of their job responsibilities, as well as to support their professional development. Some training has been made available through CalWORKS funding streams. Long term, stable funding is critical for the pilot site to ensure enough funding for quality training for its home visiting team.
- Differing Wage Scales, Personnel Regulations, and Organizational Values- Because the ABC pilot site incorporates staff from both county and non-profit agencies, there are substantial differences in pay scales among team members performing similar functions, and between county line level staff whose pay scales may be higher than non-profit project managers who direct their work. Such wage disparities challenge team morale and create long term staff retention issues. Although this issue is larger than ABC, it will require an active commitment and effort from the ABC partners to develop effective strategies to address it.

Regarding differing personnel requirements resulting from the blending of several agencies in our model, the collaborative agencies have been working to develop comprehensive personnel policies for the ABC site. Although the process is time consuming and tedious, it is a critical element to the success of the pilot site. To date, a preliminary draft of policies and procedures have been completed.

Another key issue facing the pilot site is the inclusion of various agencies into the delivery of home visiting services based on family support principles. Because of this organizational makeup, philosophies and values related to service delivery differ. Aligning value orientations is a long process and requires intensive teamwork and

training. The pilot site continues to instill the strengths based approach to services throughout the MDT process and in one-on-one supervision.

- Relationships Among Multiple Collaboratives- Santa Cruz County has embraced the idea of collaboration in the area of human service delivery. As a result, there are multiple collaborative efforts occurring within the county. To resolve this issue, work is being done to streamline and to weed out duplication across collaboratives. Efforts are being made to coordinate planning for ABC and the countywide FRC structure, including planning for the new Live Oak FRC, under the umbrellas of the Children's Network and the FRCN.
- Growing out of pilot FRC site- The Watsonville Family Resource Center at La Manzana currently has over 10,000 square feet housing ABC services, an FRC office, Adelante, and WIC. This is sufficient space for current services, but does not provide room for growth. As our conversations with the City increase, it is hopeful that discussions will lead to planning for future growth of the FRC.

In reviewing the ABC pilot site and developing the long-term countywide plan for, there are several components that are vital to sustainability of ABC. These areas include:

- Continued County Commitment, including leadership and involvement in the development of financial and operational strategies
- Staff Development and Training
- Development of Strategies to Resolve or Minimize the Impact of Wage Disparities within a Multi-Agency Model
- Effective, High Quality Evaluations, which will provide useful information for ensuring program effectiveness and for making the case for financial support
- OCAP/OCJP Commitment to Home Visiting, including ongoing financial and technical support
- Federal Financial Support- including sufficient MAA, EPSDT, and MCH dollars. Sustainability of ABC also requires existing programs to embrace family support practices that successfully prevent child abuse and neglect. Agencies will need to look beyond their own service plans and work collaboratively across programs to truly change the systems that currently exist.
- Successful leveraging of Children and Families First (Prop 10) support.



ATTACHMENT

LEVELS OF PARTICIPATION KEY.

A =	Decide and Announce	F =	Fallback Decision Maker if Consensus Fails
C =	Consensus	I =	Input to Decision Maker
DM =	Gather input From Group & Decide		

ABC DECISION MAKING MATRIX

OPERATIONS DECISION ← WHO →

	Agency Responsible to Funder	Children's Network Cabinet	Human Resources Agency County	ABC Planning Committee	Family Resource Center Governance Committee	FRC Director	FRC Facilities/ Operations Committee	CATS	Parent Advisory	ABC Project Director	ABC Team Leader
ABC Project Budget: <ul style="list-style-type: none"> Budget Reports Approval of Revisions (within contractual limits) Year 2 Budget Allocations Long-term Funding Plan 	DM	DM/F DM/F	DM 	I/C I/C I/C							
ABC Long Term Plan: <ul style="list-style-type: none"> Target Population Statement Mission Statement Strategic Plan 		DM/F DM/F DM/F	I/C I/C I/C						 		
FRC Facility Concerns: <ul style="list-style-type: none"> Hours of Operation Reception Phone Protocol Complaints Reserving Rooms Room Priorities Fees Relationships/Contacts with Landlord Use of phones, copier, etc. Access to offices Storage and security 	DM/F			F DM DM	 		C A A A A I/C I/C I/C A A A				

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<ul style="list-style-type: none"> Insurance Contact people/communication Sub-lease to other programs Monitoring and upkeep of shared room space 	DM/F			DM			I/C A I/C DM				
<p>Family Resource Center Written Plan:</p> <ul style="list-style-type: none"> Case coordination and documentation of services Relationship between CATS, GB, and FRC Development of Transportation Plan for Program Participants Development of Advisory/Governance system 				DM	DM	DM				I I	I
<p>Written Guidelines for Great Beginnings:</p> <ul style="list-style-type: none"> Referral protocol Intake and assessment protocol Case assignment protocol Quality assurance plan for team meetings; including plan for absence of Team Leader Self-Assessment Plan Documentation Standards 				DM						DM DM DM I DM	I I I I

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<ul style="list-style-type: none"> Termination of Family from Program Curriculum 								I		DM	I
<ul style="list-style-type: none"> Schedule Attendance Policy Rules of Conduct Transportation/Fees 				DM DM DM		I		I		DM I I I	I I I I
<p>Personnel Manual:</p> <ul style="list-style-type: none"> Procedures for hiring Procedures for performance evaluations Reporting policy for child abuse and neglect Personnel Grievance Policy Confidentiality Policy Safety Policy Conflict of Interest Policy Code of Conduct/Ethics Policy 				DM DM DM DM DM DM DM		I		I		DM I I I	I I
<p>CATS:</p> <ul style="list-style-type: none"> Referral protocol Intake and assessment protocol Self-Assessment Plan 								DM DM DM		I I I	I I I

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<ul style="list-style-type: none"> Documentation Standards Termination of Family From the Program 								DM DM		I I	