

First 5 Commission of San Diego
 September 11, 2009
Request for Funding Projects to Address Emerging Critical Needs

Request:

The request before the Commission today is to approve requests for up to \$3,923,290 for FY 2009-10 to address emerging critical needs due to the current economic situation. In FY 2009-10 the following services will be considered: Black Infant Health, San Diego Adolescent Pregnant and Parenting Program, and Child Welfare Services. Additionally, staff requests up to \$3 million (per year) to potentially fund two additional option years for Child Welfare Services. This funding would be obligated from the FY 2010-11 and FY 2011-12 Emerging Critical Needs line item.

Background:

At its meeting on August 17, 2009, the Commission approved a new strategic plan, which included the core strategy to fund a *“targeted response to critical needs emerging from state and local economic conditions.”* The intent was to designate flexible funding to address urgent needs to fund *“projects that address the most critical gaps in the safety net for young children and families.”* At its meeting today, the Commission is asked to approve a 5-year allocation plan that included \$6 million this fiscal year for emerging critical needs. The design of the Emerging Critical Needs fund is for funding levels to be at their highest through FY 2011-12, with projections of some level of economic recovery beginning in FY 2012-13. While the Commission is generally supportive of multi-year funding, staff recommends that the funding for Emerging Critical Needs be approved on an annual basis, to allow the Commission to respond to the potential for shifting priorities due to changing economic conditions. The criteria used in recommending projects included: need, integration with the Commission’s strategic plan, demonstrated success in achieving outcomes, use of evidence based practices, ability to leverage funds, and an “exit strategy – There is no requirement or expectation of ongoing Commission funding.

Staff is bringing forward a recommendation to fund the following projects:

Project	Amount Requested for FY 2009-10
Black Infant Health	\$203,290
San Diego Adolescent Pregnancy and Parenting Program (SANDAPP)	\$720,000
Child Welfare Services Early Childhood Child Welfare Project	\$3,000,000
TOTAL REQUEST	\$3,923,290
REMAINING CRITICAL NEEDS FUNDS FY 09-10	\$2,076,710

Approval of these projects will leave a balance of \$2,076,710 for any additional emerging critical needs for this fiscal year.

Overview of Recommended Projects

This is a brief summary of each project. More detail on each is attached.

- The Black Infant Health Program (BIH) provides services to African American women and their infants to reduce the high rate of infant mortality and low birth weight babies. HHS Public Health administers the BIH program in the Central Region through a contract with Family Health Centers

of San Diego. The request is to allocate up to \$203,290 to HHSA Public Health for FY 2009-10 to fund this contract. This funding will leverage a total of \$203,290 of Title XIX dollars, a 1:1 match.

- The San Diego Adolescent Pregnancy and Parenting Program (SANDAPP) is a highly successful countywide home visitation program for pregnant and parenting teen mothers that improves maternal and child health, and helps teen moms to stay in school and graduate from high school. The request is allocate up to \$720,000 to San Diego Unified School District for FY 2009-10. The request is for one year of bridge funding to allow the District to locate additional funding. This funding will leverage \$224,000 of Title XIX dollars, a 1:3 match.
- The Child Welfare Services Early Childhood Child Welfare Project will fund approximately 44 social work positions to provide case management services for an estimated 817 children ages five and under at a time (average caseload). The need for protective services is especially critical as current economic conditions place families under increasing stress. The request is to allocate up to \$3,000,000 to HHSA Child Welfare Services for FY 2009-10. This funding will leverage \$976,500 of additional Title IV-E dollars, a 32% match.

Commission History:

- August 2009. The Commission approved a five-year Strategic Plan that committed to funding a targeted response to critical needs emerging from state and local economic conditions.

Staff Recommendation:

- 1) Find that the proposed grant activities are consistent with the Commission's Strategic Plan, further the support and improvement of early childhood development within the County and provide a public benefit.
- 2) Approve and award up to \$203,290 for FY 2009-10 to the County of San Diego, Health and Human Services Agency, Public Health Services for the Black Infant Health Program. And authorize the Commission's Executive Director or her designee to negotiate and execute the funding agreement with the County of San Diego, Health and Human Services Agency, Public Health Services.
- 3) Approve and award up to \$720,000 for FY 2009-10 to the San Diego Unified School District for the San Diego Adolescent Pregnancy and Parenting Program. And authorize the Commission's Executive Director or her designee to negotiate and execute the contract with the San Diego Unified School District.
- 4) Approve and award up to \$3,000,000 for FY 2009-10 to the County of San Diego, Health and Human Services Agency, Child Welfare Services for the Early Childhood Welfare Project. Approval of this request will encumber funds for FY 2009-10 and obligate funds for two additional option years: up to \$3,000,000 will be approved for FY 2010-11 from that year's budget, and up to \$3,000,000 will be approved for FY 2011-12 from that year's budget for a potential total of up to \$9,000,000 over three years. The need to fund this effort will be reassessed on an annual basis. Funding will be treated as project length budgeting as each option year is approved allowing unspent prior year funding to be rolled over to the current year. And authorize the Commission's Executive Director or her designee to negotiate and execute the funding agreement with the County of San Diego, Health and Human Services Agency, Child Welfare Services.

Fiscal Impact: A total of up to \$3,923,290 will be allocated from the Emerging Critical Needs line item in the approved FY 2009-10 budget. Additionally, \$3,000,000 will be obligated from the FY 2010-11 budget, and \$3,000,000 will be obligated from the FY 2011-12 budget for the continued support of the CWS Early Childhood Welfare Project. If approved, the balance of Emerging Critical Needs Funds will be \$2,076,710 for FY 2009-10. The annual allocation request is as follows:

FY 2009-10	FY 2010-11	FY 2011-12	TOTAL
\$3,923,290	3,000,000	3,000,000	\$9,923,290

Black Infant Health Program

Needs

The infant mortality rate in California is one of the lowest rates in the nation. However, the mortality rate for African American babies is dramatically higher, both at the state and county level. Additionally, African American women locally have the highest percentage rate of low birth weight babies.¹

	U.S	California (All)	California African Americans	San Diego County (All)	San Diego County African Americans
Infant Mortality Rate	6.9 per 1000	5.3 per 1000	12.6 per 1000	5.2 per 1000	10.0 per 1000
Low Birth Weight	8.3%	6.9%	12.5%	6.7%	16.1%

Mortality Rate and Low Birth Weight figures: 3-Year Average 2005-2007

The national goal is to reduce the infant mortality rate to 4.5 per thousand and low birth weight to 5%. San Diego County is not achieving either goal.

Description of Black Infant Health Program

The Black Infant Health (BIH) provides services to pregnant and parenting African-American women, and to African-American infants. The goal of the program is to ensure that African American babies are born healthy, and have the opportunity to grow into healthy children. The services provided include:

- Home visitation for one-on-one support
- Free parenting classes
- Help with Medi-Cal, Access for Infants and Mothers (AIM), and Healthy Families applications
- Help finding prenatal and well child care
- Referrals for emergency food, clothing and housing
- Advocacy for clients
- Referrals to Public Health Nursing
- Social support

Black Infant Health Outcomes

In coordination with its partners, BIH has been successful in improving the birth outcomes of clients that have enrolled in the program.

	BIH Participants 2005-2007	San Diego County African Americans 2005-2007
Infant mortality rate	1 infant death	10 per 1000 live births
Preterm birth rate	14.1%	16.1%

Source: HHS Maternal Child Family Health

In FY 2008-09, BIH served 636 pregnant and parenting African-American women, and 316 infants.

Pregnancy Outcomes (FY 2008-09)

- 86% of clients receiving no prenatal care when entering BIH initiated prenatal care within 30 days
- 78% of clients had the recommended number of prenatal visits

¹ Sources: San Diego County's Health Status Profile for 2009. Children Now analysis of 2004 data from CA Department of Health Services, Center for Health Statistics. San Diego County Report Card on Children and Families, 2007

- 100% of all high risk clients were referred to Public Health Nursing
- 60% of clients identified as abusing drugs or alcohol either quit or entered drug treatment
- 86% of clients identified as smoking quit or reduced after learning they were pregnant

Infant Outcomes (FY 08-09) 168 live births

- 85% of live births were normal birth weight
- 86% of clients delivered at 37 weeks gestation or greater
- 81% of clients initiated breastfeeding

Connection to the Strategic Plan

The Black Infant Health Program supports the Commission's goals to: *Promote each child's healthy physical, social and emotional development and strengthen each family's ability to provide nurturing, safe and stable environments.*

Funding Request

In FY 2008-09, Black Infant Health was funded at \$800,000. Currently, it receives a total of \$352,506 in funding from Title V, local revenues and Title XIX – a 56% reduction in funds. The request to the Commission is to allocate up to \$203,290 to HHSA Public Health to fund the operation of the Black Infant Health program for FY 2009-10. This funding agreement will leverage a total of \$203,290 of Title XIX dollars, a 1:1 match.

San Diego Adolescent Pregnancy and Parenting Program (SANDAPP)

Needs

Overall, the teen birth rate in the County is 18.7 (for 2004). The highest rate of teen pregnancies is in the Central (34.9) and South (23.6) regions. The rate by ethnicity is highest for Hispanic females (39.1); with the Pacific Islander females ranking second (23.8). (3-year average for 2002-2004) Teen mothers face challenges in attending school and graduating. As mothers, there is a high risk of poor outcomes for their children due to poor parenting skills, inadequate health care, continuing cycles of relationship violence, and potential for child abuse and neglect when teen moms suffer from stress and depression². The highest correlating factor for a child's school success is the education level of the mother.

SANDAPP Description

SANDAPP is a countywide program that serves 1700 pregnant and parenting teens annually to return and stay in school. The core goals of SANDAPP are:

- Improving the high school graduation rate of young mothers
- Improving the health outcomes of pregnant and parenting mothers and their children
- Enhancing parenting skills of teen moms (some as young as 12 years old)
- Preventing child abuse, neglect and family violence
- Reducing the rate of repeat pregnancies among high school moms.

The program is administered by the San Diego Unified School District.

SANDAPP provides intensive services through home visitation using evidence based parent/child tools and curriculum. (As example, PCIT and PCAT are used for parent-child attachment and bonding and social/behavioral challenges.) The comprehensive approach monitors and promotes proper nutrition, parenting practices, child development and maternal health (including maternal stress and depression.) The program includes 24 full time case managers, three therapists and one parent-child interaction therapist. Of these, sixteen case workers and three therapists are out stationed across the county so services are broadly distributed.

SANDAPP Outcomes

Numbers served FY 07-08

- 1696 moms received case management services
- 1472 moms were actively involved in services
- 1424 children served

	SANDAPP	Comparison
Repeat pregnancies	3%	17% United States
Teen moms enrolled in school	79%	Not available at this time
Graduation rate	92% FY 08-09 (of moms enrolled)	84.3% (all students San Diego Unified)

SANDAPP received a "highest honors" award from the National Center on Shaken Baby Syndrome.

Connection to the Strategic Plan

SANDAPP supports the Commission's goals to: *Promote each child's healthy physical, social and emotional development* and *Strengthen each family's ability to provide nurturing, safe and stable environments.*

Funding Request

The total annual budget for SANDAPP for FY 08-09 was \$3.35 million. The program has multiple sources of funding. This current fiscal year, the program lost \$1.3 million in Adolescent Family Life Program funding. The request to the Commission is to award \$720,000 for FY 2009-10 to San Diego

² Buchholz, E. S., & Korn-Bursztyn, C. (1993). Children of adolescent mothers: Are they at risk for abuse? *Adolescence*, 28 (110), 361-382.

Unified School District for the San Diego Adolescent Pregnant and Parenting Teen Program. This funding will also enable the program to leverage a Title XIX funds at a 3:1 match (equaling \$224,000) for a total program benefit of \$944,000. Without this funding, SANDAPP will cut 13 case workers from the project and reduce services to 450 youth and their children. The request is for one year of bridge funding to allow the District to locate additional funding.

Early Childhood Child Welfare Project

Needs

The current recession has severely reduced the County of San Diego and Health and Human Services Agency's [HHSA] revenues. Both general purpose and realignment revenues are being realized well below budgeted levels and this funding is no longer available for many critical services. The State budget cut \$80,000,000 from the Child Welfare budget statewide and current budget downturn has placed one of the most vulnerable populations in San Diego at a higher risk for a decrease in services.

The statutory mandates for Child Welfare Services are to maximize safety, keep children in permanent living situations and promote the development of children in care. These additional funding reductions will cause the County to reduce child welfare social work staff. The Commission has made a significant commitment to support young children in foster care via the Foster Care Safety Net Project resulting from a responsive fund request. The multi-year Early Childhood Child Welfare Project would allow First 5 funding to build on the Foster Care Safety Net Project and to match federal Title IV-E dollars (at a rate of approximately 32%) to ensure the safety of children 0-5 in the child welfare system. The program would fund approximately 44 social work staff who would receive specialized training to meet the needs of the 0-5 population. This funding and a restructuring of the way HHSA does business to maximize reduced resources will assist in meeting state mandates for approximately 36% of children in out-of-home care. (At a minimum, 36% of CWS children in out-of-home care are 0-5 years.)

Given the unique developmental tasks of infants and toddlers, a young child's experience at home and in the child welfare system has a large impact on their future outcomes. Maltreatment of children adversely affects their physical/social-emotional development. The mental health needs of children in the foster care system are significant. Studies indicate that 50 to 75% of children entering foster care exhibit behavioral and social competency problems warranting mental health services. High quality early intervention contributes significantly to improved outcomes in terms of school readiness and maximizing a child's social-emotional development.

Program Description

This program restructuring will create the Early Childhood Child Welfare project that will train approximately 39 Early Childhood Specialist social workers and 5 Early Childhood Specialist supervisors to recognize and address the unique needs of young children in foster care and support for their caregivers. An estimated 817 children age 0-5 years will be provided case management services at any given time. The key components of the program include:

- Social work staff with specialized training and coaching to address the developmental and emotional needs of young children. Staff will have caseloads of approximately ten families.
 - Specialized training and support will be provided through existing resources including Public Child Welfare Training Academy and First 5 Foster Care Safety Net Project staff.
- Social workers active participation in interdisciplinary teams that include developmental professionals from other First 5 funded initiatives.
- Strong regional community partnerships with community providers.
- The development of 'individual care plans' and appropriate interventions to ensure children remain at the lowest level of care based on their developmental, physical and social-emotional needs.
- A focus on timely reunification or legally freeing children for adoption to ensure permanency.
- A reduction of secondary trauma due to multiple placements.

Anticipated Outcomes

The Early Childhood Child Welfare Project would support the County's System Improvement Plan in improving outcomes for children age 0-5 on the following measures (all baselines are from FY07/08):

- Reunification within 12 months:

- 58% of children ages birth to 5 will be reunified with their parents within 12 months. (CWS' current goal is that 55% of children ages birth to 5, who are reunified with their parents, will do so within 12 months.)
 - A total of 346 will be expected to reunify timely each year; 1,038 children over 3 years.
- Adoption within 24 months:
 - 31% of adopted children ages birth to 5 will be adopted with 24 months. (CWS' current goal is that 27% of adopted children ages birth to 5 will be adopted within 24 months.)
 - A total of 118 children are expected to be adopted timely each year; 354 children over 3 years.
- Fewer than 3 placements in the first year of care:
 - 83% of all children ages birth to 5 will have two or fewer placements in the first year of care. (CWS' current goal is that 79.9% of children ages birth to 5 will have two or fewer placements.)
 - A total of 1,031 children are expected to have fewer than 3 placements each year; 3,093 children over 3 years.
- 70% of participating children will demonstrate increased progress in achieving appropriate developmental milestones and demonstrate increased progress in social/emotional competence areas.

Connection to the Strategic Plan

The Early Childhood Welfare Project supports the Commission's goals to: *Promote each child's healthy physical, social and emotional development* and *Strengthen each family's ability to provide nurturing, safe and stable environments.*

Funding Request

The request to the commission is to award \$3,000,000 for FY 2009-10, which will provide a match of \$967,500 from Title IV-E. The need to fund this effort will be reassessed on an annual basis. Additionally, \$3.0 million will be obligated from the budget for FY 2010-11, and \$3.0 million will be obligated from the budget for FY 2011-12.