California Department of Education

**Report to the Governor and the Legislature:
Foster Youth Services Program**

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October 2012

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Executive Summary

This report is required by California *Education Code* (*EC*) Section 42923(b).

In 1981, the Legislature recognized that a high percentage of foster youth were working substantially below grade level, were being retained at least one year at the same grade level, and were becoming school dropouts. In response, the Legislature declared that the instruction, counseling, tutoring, and provision of related services for foster youth be a state priority and mandated the Foster Youth Services (FYS) Core Programs through *EC* sections 42920–42925. There are six FYS Core Programs that provide services to all foster youth attending schools in each of the Core Program districts. (See Appendix H of the report for a list of the FYS Program sites.) The Budget Act of 1998 expanded services statewide to foster youth living in licensed children's institutions (LCIs) by enabling county offices of education to apply to a grant program administered by the California Department of Education (CDE). The Budget Act of 2006 expanded the statewide services, originally only targeting foster youth living in LCIs, to include foster youth residing in Foster Homes, Foster Family Agencies, Court Specified Placements, and Juvenile Detention (JD) Facilities.

The goals of the FYS Core, Countywide (CW), and JD Programs are to (1) identify the educational, physical, social, and emotional needs of foster youth; (2) determine gaps in service provision and provide educational and social support services, either through direct service provision or referral to collaborative partners; (3) identify inadequacies in the completion and timely transfer of health and education records to facilitate appropriate and stable care and educational placements; (4) improve student academic achievement, reduce incidence of juvenile delinquency, and reduce rates of student truancy/dropouts; and (5) provide advocacy to promote the education related best interests of foster youth throughout California.

Outcome data for the FYS Core Programs shows that 69 percent of foster youth served in school year 2010–11 gained more than one month of academic growth per month of tutoring received. Therefore, the target population objective of 60 percent was surpassed by 9 percent. The high school completion data collected indicates that 70 percent of eligible twelfth graders received a high school diploma, passed the General Education Development Test, or received a certificate of completion. In addition, only 0.26 percent of foster youth served through FYS Core Programs were expelled, surpassing the target rate of less than 5 percent, and the foster youth student attendance rate reached 95 percent, exceeding the target attendance rate of 90 percent.

In their 2010–11 year-end reports to the State Superintendent of Public Instruction, all of the FYS Programs reported substantial progress in establishing local advisory groups and in developing effective collaborative networks for service provision. The FYS Programs believe that they have had an impact on the educational achievement and social success of foster youth in their communities. Recommendations provided by the FYS Programs include (1) continue the existing FYS Programs and provide adequate funding to support the programs; (2) develop a statewide database for collecting and sharing health and education information and outcome data on foster youth; and (3) expand the FYS CW Programs to provide services to all foster youth and provide additional funding to support an expansion of services.

If you have any questions regarding this report, please contact Judy Delgado, American Indian Education Consultant, Coordinated Student Support and Adult Education Division, by phone at 916-327-5930 or by e-mail at JuDelgado@cde.ca.gov.

You will find this report on the California Department of Education's Foster Youth Services Web page at http://www.cde.ca.gov/ls/pf/fy/. If you need a copy of this report, please contact Judy Delgado, American Indian Education Consultant, Coordinated Student Support and Adult Education Division, by phone at 916-319-0506 or by e-mail at JuDelgado@cde.ca.gov.

Report to the Governor and the Legislature:
Foster Youth Services Program

Introduction

This report is submitted in accordance with the provisions of California *Education Code* (*EC*) Section 42923(b) which requires the State Superintendent of Public Instruction to report to the Legislature and the Governor on services provided by school districts for students in foster care by February 15 of each even-numbered year. This *EC* section further stipulates that the report is to be prepared with input from the providers of foster youth services (FYS) and that it shall include recommendations regarding the continuation of services, effectiveness of services, and broadening of services; data on the academic achievement, expulsion, and truancy rates of foster youth; and a discussion of the data.

Program History and Purpose

A large percentage of children and youth placed in foster care experience physical and emotional trauma as a result of abuse, neglect, separation from family, and impermanence. Although youth are placed in foster care for their safety, foster youth often do not find the security and stability they need through the foster care system. Foster youth commonly experience multiple placements in foster homes (FHs) and licensed children's institutions (LCIs), coupled with numerous transfers between schools. A recent study conducted of students in foster care examining the impact of educational school stability on school behavior issues discovered that students reported a mean of 7.35 placement changes and 8.26 school transfers over the average of 6.6 years spent in foster care. This study also concluded that there was significant correlation between school changes and negative behaviors.[1] The Institute for Higher Education Policy estimates that a change in placement occurs about once every six months and, due to this movement, foster youth lose an average of four to six months of educational attainment.[2]

In addition to these studies, a recent Chapin Hall study discovered that students in foster care were more than twice as likely to experience school changes compared to students who had no history with child welfare services. This was especially true with students who entered foster care during the academic year, with over two-thirds experiencing a school change. The same study discovered that over 50 percent of students in foster care ages six to ten and approximately two-thirds of students in foster

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[1] M. Sullivan, L. Jones, & S. Mathiesen, "School Change, Academic Progress, and Behavior Problems in a Sample of Foster Youth." *Children and Youth Services Review* 32 (2010): 164-170.

[2] Thomas R. Wolanin, *Higher Education Opportunities for Foster Youth: A Primer for Policy Makers.* The Institute for Higher Education Policy, December 2005, 29 http://www.ihep.org/Publications/publications-detail.cfm?id=58 (accessed December 20, 2011).

care ages eleven to seventeen transferred schools at least once within the last two years, in addition to normal changes in school due to matriculation schedules.[3] According to data retrieved from the University of California at Berkeley Center for Social Services Research Web site on December 27, 2011,[4] the following chart represents the percentage of students in care for a six-month period and the number of residential placements within that time period. The data indicates that the more time a student remains in foster care, the greater likelihood that the student will change residential placement more than three times.

Minimum Length of Time in Care	Number of Placements		
	1	2	3+
3 months	49.50%	33.60%	16.90%
6 months	42.50%	33.70%	23.90%
12 months	32.70%	31.30%	36.00%

The chart below illustrates how the length of time spent in foster care can impact the number of times a student changes residential placements.

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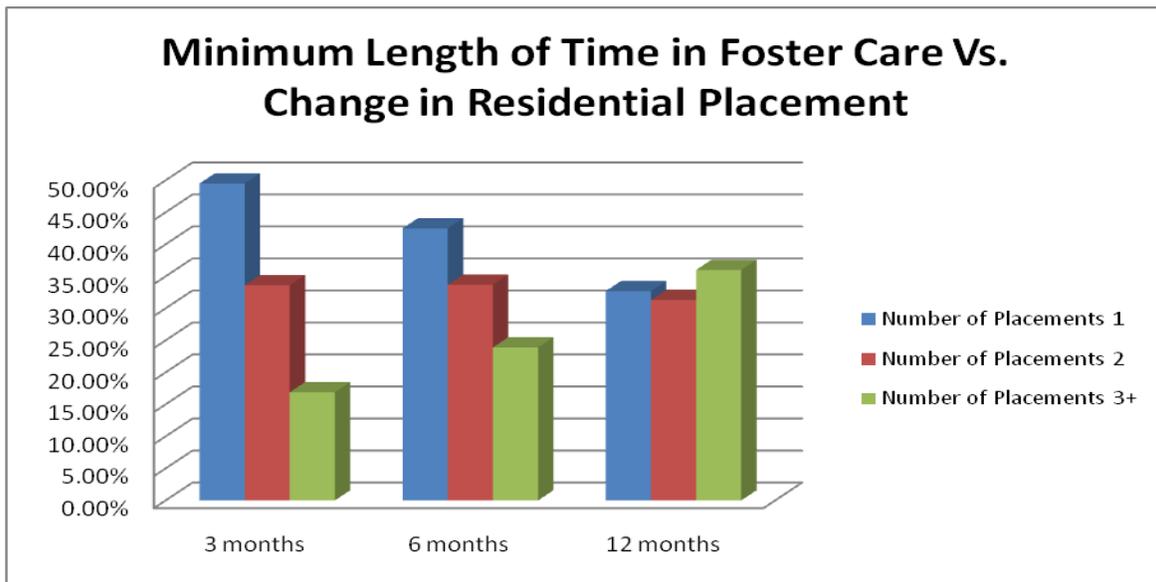
[3] C. Smithgall, E. Jarpe-Ratner, & L. Walker, *Looking Back, Moving Forward: Using Integrated Assessments to Examine the Educational Experiences of Children Entering Foster Care* (Chicago, IL: Chapin Hall at the University of Chicago, 2010) http://www.chapinhall.org/research/report/looking-back-moving-forward-using-integrated-assessments-examine-educational-experie (accessed December 27, 2011).

[4] B. Needell, and others. (2011). *Child Welfare Services Reports for California*. University of California at Berkeley Center for Social Services Research website. http://cssr.berkeley.edu/ucb_childwelfare (accessed December 27, 2011).

These frequent changes in residential placement impact the changes in school placement, which have a negative impact on academic student performance. A study by the John W. Gardner Center for Youth and Their Communities focused on the academic achievement of students in foster care living in San Mateo County, California, discovered that students who had contact with the child welfare system were more than twice as likely to not be proficient in their English and Math California Standards Test (CST) scores. In addition, 48 percent of high school students who had contact with the child welfare system passed the California High School Exit Exam (CAHSEE) for English Language Arts (ELA) and 50 percent passed the CAHSEE for Math compared to a 74 percent ELA pass rate and a 75 percent Math pass rate experienced by their peers. This study also noted that dependent students were earning approximately 50 percent fewer University of California/California State University College Admissions (A-G) required high school credits than their peers who had no history with the child welfare system.[5]

A report titled *California Connected by 25: Efforts to Address the K–12 Needs of Transitioning Foster Youth* by Heidi Sommer, Lynn Wu, and Jane Mauldon (January 9, 2009) made the following literature review findings:

> Three-quarters [of foster youth] perform below their grade level and over half are held back in school at least one year.[6] Foster youth earn lower grades and achieve lower scores on standardized achievement tests in reading and mathematics,[7] they have lower levels of engagement in school (39 percent versus 20 percent), high levels of behavioral and emotional problems (27 percent versus 7 percent), and are half as likely to be involved in extracurricular activities.[8] Many foster youth have mental health problems, which may be associated with behavioral problems and special-education placement. Foster youth are placed in special education at a much higher rate (30 to 52 percent) than their peers (10 to 12 percent),[9] and one study found

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[5] S. Castechini, *Educational outcomes in court-dependent youth in San Mateo County. Issue Brief: Court Dependent Youth* (Stanford, CA: John W. Gardner Center for Youth and Their Communities, 2009) http://gardnercenter.stanford.edu/resources/publications/JGC_IB_CourtDependentYouth2009.pdf (accessed September 6, 2012).

[6] T. Parrish, and others, *Education of Foster Group Home Children: Whose Responsibility is it? Study of the Educational Placement of Children Residing in Group Homes* (Palo Alto, CA: American Institutes for Research, 2001).

[7] J. Emerson, and T. Lovitt, "The Educational Plight of Foster Children in Schools and What Can be Done About it." *Remedial and Special Education* 24, no. 4 (2003): 199–203.

[8] K. Kortenkamp, and J. Ehrle, *The Well-being of Children Involved with the Child Welfare System: A National Overview* (Washington, D.C.: The Urban Institute, 2002) http://www.urban.org/UploadedPDF/310413_anf_b43.pdf (accessed October 1, 2012).

[9] M. Courtney, S. Terao, and N. Bost, *Executive Summary: Midwest Evaluation of the Adult Functioning of Foster Youth: Conditions of Youth Preparing to Leave State Care* (Chicago, IL: Chapin Hall Center for Children at the University of Chicago, 2005); T. Parrish, and others, *Education of Foster Group Home Children: Whose Responsibility is it? Study of the Educational Placement of Children Residing in Group Homes* (Palo Alto, CA: American Institutes for Research, 2001); L. Weinberg, A. Zetlin, and N. Shea,

foster youth were twice as likely to be suspended and four times as likely to be expelled as non-foster youth.[10] Nearly a third suffer from at least one affective or substance use disorder and nearly a quarter use prescription drugs to treat a psychological or psychiatric condition.[11] When mental and physical health needs are not addressed, they can lead to or compound pre-existing academic difficulties.[12]

The long-term consequences of poor academic experiences are significant. Foster youth are twice as likely as other students to drop out of school before graduation. Only 45 percent have graduated from high school at the time of emancipation,[13] in comparison to an estimated public school graduation rate in the United States of 71 percent and in California of 68 percent in 1998.[14] Courtney and Dworsky (2006) found that 32 percent of current and former foster youth ages eighteen to twenty were neither employed nor in school (compared with 12 percent of nineteen year olds in the general population), and 37 percent of females (11 percent of males) were receiving one or more government benefits.[15] Another study found that two to four years after leaving the foster care system, only half of the young adults were regularly employed, nearly half had been arrested, a quarter had experienced homelessness, and more than half of the young women had given birth.[16] It is estimated that among youth who emancipated from the foster care system, only 10 to 30 percent have attended at least some college (versus 60 percent of American youth in general) and only 1 to 5 percent of foster youth earn a bachelor's degree (compared with roughly 25 percent of all youth nationwide).[17] Former

Literature Review on the Educational Needs of Children Involved in Family and Juvenile Court Proceedings (Bennetson, CA: Judicial Council of California, Center for Children, Families and the Court, 2001); R.M. Goerge, and others. "Special Education Experiences of Foster Children: An Empirical Study." *Child Welfare*, 71 (1992): 419–437.

[10] M. Courtney, S. Terao, and N. Bost, *Executive Summary: Midwest Evaluation of the Adult Functioning of Foster Youth: Conditions of Youth Preparing to Leave State Care.* (Chicago, IL: Chapin Hall Center for Children at the University of Chicago, 2005).

[11] Ibid.

[12] R.H. Ayasse, "Addressing the Needs of Foster Children: The Foster Youth Services Program." *Social Work in Education* 17, no. 4 (1995): 207–216; S.J. Altschuler, "A Reveille for School Social Workers: Children in Foster Care Need our Help!" *Social Work in Education* 19 no. 2 (1997): 121–127.

[13] M. Finkelstein, M. Wamsley, and D. Miranda, *What Keeps Children in Foster Care from Succeeding in School? Views of Early Adolescents and the Adults in their Lives.* (New York, NY: Vera Institute of Justice, 2002); Casey Family Programs. *Improve Special Education for Children With Disabilities in Foster Care* (Education Issue Brief). (Seattle, WA: Wingerden, C., Emerson, J. & Ichikawa, D., 2002).

[14] J. Greene, *Revised Version of High School Graduation Rates in the United States.* (New York: NY: The Manhattan Institute for Policy Research, 2002).

[15] M. Courtney, and A. Dworsky, Findings from the Milwaukee TANF Applicant Study. (Chicago, IL: Chapin Hall at the University of Chicago, 2006). Series of Reports available at http://www.chapinhall.org/article_abstract.aspx?ar=1339 (accessed October 1, 2012).

[16] R. Cook, *A National Evaluation of Title IV-E Foster Care Independent Living Programs for Youth: Phase 2 Final Report* (Rockville, MD: Westat, 1991); M. Courtney, S. Terao, and N. Bost, *Executive Summary: Midwest Evaluation of the Adult Functioning of Foster Youth: Outcomes at Age 19* (Chicago, IL: Chapin Hall Center for Children at the University of Chicago, 2005).

[17] *Connected by 25: A Plan for Investing in Successful Futures for Foster Youth* (Washington, D.C.: The

foster youth also earn significantly less than their same-age peers with over 75 percent earning less than $5,000 a year and 90 percent earning less than $10,000 a year, a gap that is surely due in part to their limited education.[18, 19]

Frequent changes in home and school placements can also have a detrimental effect on foster youth academic performance and future success in life. According to a report by the Child Welfare League of America, the number of changes in youth FH placements is associated with their having at least one severe academic skill delay.[20]

Some of the barriers that foster youth face as a result of frequent changes in placement include:

- Loss of education records, resulting in potential loss of academic credits and time spent in school and increased risk of dropping out of school

- Loss in their continuity of education, which further exacerbates the learning gaps that these students face

- Loss of health records, resulting in possible duplication of immunizations and a potential break in continuity of essential health care and medication

- Difficulties adjusting to changing care and school environments, resulting in stress and behavioral problems

- Loss of contact with persons familiar with their health, education, and welfare needs, resulting in inadequate care and inappropriate school placements

- Lack of permanent family or family-like support systems upon emancipation from the foster care system

- Lack of pro-social bonding with peers, which can lead to higher risk of delinquency

The Chapin Hall study discovered that one-fifth of students ages eleven to seventeen who were removed from their homes were not enrolled in school or were kept out of

Youth Transition Funders Group Foster Care Work Group, 2004); J.M. Merdinger, and others, "Pathways to College for Former Foster Youth: Understanding Factors that Contribute to Educational Success." *Child Welfare* 84, no.6 (2005): 867–896; T. Wolanin, *Higher Education Opportunities for Foster Youth: A Primer for Policymakers* (Washington, D.C.: Institute for Higher Education Policy, 2005).

[18] M. Courtney, S. Terao, and N. Bost, *Executive Summary: Midwest Evaluation of the Adult Functioning of Foster Youth: Outcomes at Age 19* (Chicago, IL: Chapin Hall Center for Children at the University of Chicago, 2005).

[19] C.E. Rouse, and L. Barrow, "U.S. Elementary and Secondary Schools: Equalizing Opportunity or Replicating the Status Quo?" *The Future of Children* 16, no. 2 (2006): 99–123.

[20] Patricia Edmonds, "The Children Left Behind—Educational Barriers Are High for School-Hopping Foster Children." *The Children's Beat* (Fall 2003).

school so long that the extended delay in enrollment had the same effect as never being enrolled in school. This factor negatively impacted school engagement for the duration of their time in school for many of these students.[21]

The California Legislature recognized that a high percentage of foster youth were working substantially below grade level, were being retained at least one year at the same grade level, and were dropping out of school. Studies conducted in connection with legislation to support the expansion of the FYS Program show that 75 percent of foster youth students are working below grade level, 83 percent are being held back by the third grade, and 46 percent become high school dropouts.[22] Other studies indicate that 44 percent of foster youth entering the system in grades three through eight are in the bottom quartile in reading;[23] and on statewide achievement scores, foster youth perform 15 to 20 percentile points below their peers.[24] This results in significant numbers of foster youth who continue to struggle academically throughout their kindergarten through grade twelve (K–12) career and ultimately fail to graduate.[25] Chapter 721, Statutes of 1981, declares that the instruction, counseling, tutoring, and related services for foster children that provide program effectiveness and potential cost savings shall be a state priority and mandated the FYS Program through *EC* sections 42920–42925 (Appendix A).

The 1981 legislative mandate also provided funding for these services to the following school districts that had successfully operated FYS Program sites since 1973: (1) San Juan Unified School District (USD), (2) Mount Diablo USD, (3) Sacramento City USD, and (4) Elk Grove USD. In 1988, the Legislature established uniform data collection for these four FYS Core Programs, requiring biennial reports on their progress and effectiveness. In 1992, the Legislature funded two additional FYS Core Programs, administered by the Paramount USD and the Placer/Nevada Counties Consortium. The primary purpose of the six FYS Core Programs is to provide advocacy and direct services to support the educational success of **all** foster youth attending school in their districts.

The demonstrated success of the six FYS Core Programs resulted in renewed annual funding for the existing FYS Core Programs and the creation of the FYS Countywide

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[21] C. Smithgall, E. Jarpe-Ratner, and L. *Walker, Looking back, moving forward: Using integrated assessments to examine the educational experiences of children entering foster care.* (Chicago, IL: Chapin Hall at the University of Chicago, 2010) http://www.chapinhall.org/research/report/looking-back-moving-forward-using-integrated-assessments-examine-educational-experie (accessed December 27, 2011).

[22] Assembly Bill 490, Chapter 862, Statutes of 2003. An overview of AB 490 (Steinberg, *Helping Foster Children Make the Grade)* developed by the California Youth Connection, Children's Advocacy Institute, and Children's Law Center of Los Angeles (2004), appears at the end of this report in Appendix E. The complete law can be viewed at the Official California Legislative Information Web site at http://www.leginfo.ca.gov (accessed October 1, 2012).

[23] C. Smithgall, and others. *Educational Experiences of Children in Out-of-Home Care* (Chicago, IL: Chapin Hall Center for Children, 2004).

[24] M. Burley and M. Halpern, *Educational Attainment Of Foster Youth: Achievement And Graduation Outcomes For Children In State Care* (Olympia, Washington: State Institute for Public Policy, 2001).

[25] L.A. Loman, and G.L. Siegel, *A Review of the Literature on Independent Living of Youth in Foster and Residential Care* (St. Louis, MO: Institute of Applied Research, 2000).

(CW) Programs through the Budget Act of 1998 (Appendix B). The intent of the FYS CW Programs is to provide academic and social support services to all youth, ages four to twenty-one, living in LCIs (also referred to as group homes) in California. Foster youth residing in LCIs represent approximately 10 percent of the total foster youth population in California. The Budget Act of 1998 provided $3 million in half-year funding to initiate the FYS CW Programs, with annual full-year funding provided in each Budget Act thereafter. The California Department of Education (CDE) released an initial Request for Applications (RFA) in 1999 to all county offices of education (COEs) to solicit applications for FYS funding. Through this initial noncompetitive process, the CDE funded 24 FYS CW Programs in fiscal year (FY) 1998–99. In the 2005–06 FY, 55 COEs were operating FYS CW Programs, serving approximately 11,200 students[26] residing in LCIs.

The Budget Act of 2006 provided $18.3 million to expand services originally only targeting foster youth living in LCIs to include foster youth residing in FHs, Foster Family Agencies (FFAs), Court Specified Placements (CSPs), and Juvenile Detention (JD) facilities. With this budget augmentation, the CDE invited the remaining three counties to apply for CW funding. This process resulted in expanding CW Programs to 57 COEs[27] in FY 2007–08, which funded programs to serve approximately 29,100 students.[28]

A significant change to FYS programming was the inclusion of monies to serve foster youth in JD facilities. These foster youth are often referred to as "crossover youth" because they have contact with child welfare and the juvenile justice systems. They are also referred to as "dual jurisdiction" or "dual status" youth.[29] There are three main ways in which a youth becomes a dual status youth. The most frequent manner is when a current foster youth commits a crime and enters the juvenile justice system. The second pathway is when a youth who had prior contact with the child welfare system commits a crime and enters the juvenile justice system. The third pathway is when a crime is committed by a youth who has never had contact with the child welfare system but has been referred by juvenile justice for an investigation of neglect and/or abuse.[30]

Early child abuse and neglect increases the risk for juvenile arrests by 55 percent and the risk of violent crime arrests by 96 percent.[31] Various studies indicate that foster youth are involved with the juvenile justice system at higher rates than youth in the

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[26] Needell, B., and others. (2009). *Child Welfare Services Reports for California*. Retrieved October 23, 2009, from University of California at Berkeley Center for Social Services Research Web site. http://cssr.berkeley.edu/ucb_childwelfare (accessed October 1, 2012).

[27] Tuolumne was unsuccessful in the application for FYS Countywide funding process.

[28] Needell, B., and others. (2009). *Child Welfare Services Reports for California*. Retrieved October 23, 2009, from University of California at Berkeley Center for Social Services Research Web site. http://cssr.berkeley.edu/ucb_childwelfare (accessed October 1, 2012).

[29] G.J. Halemba, and others, *Arizona dual jurisdiction study: Final report (*Pittsburg, PA: National Center for Juvenile Justice, November 30, 2004).

[30] Ibid

[31] C.S. Widom, "Child abuse, neglect, and violent criminal behavior." *Criminology 27 (1989):* 251–271.

general population.[32] One study found that on average, youth who were involved with the child welfare system had a 47 percent greater rate of delinquency. In addition, several research studies have examined the negative impact of out-of-home placements and have concluded that youth in these settings are approximately two times more likely than their in-home peers to engage in delinquency.[33, 34] The number of changes in placement has also been shown to increase the risk of delinquency in foster youth. One study indicates that males who have had three placements are 1.54 times more likely to enter the juvenile justice system than males who have had only one placement. In addition, males who have experienced four or more placements are 2.13 times more likely to enter the juvenile justice system.[35]

The assumption is that these youth have had a long history of delinquency and therefore the likelihood of higher rates of involvement in the juvenile justice system is to be expected, but a recent Los Angeles study of crossover youth indicated that 79 percent of these youth were first-time offenders.[36] It is also important to note that a study of foster youth indicates that 61 percent of boys and 41 percent of girls have been arrested by the age of seventeen.[37] It is also noted that 20 percent of foster youth become incarcerated within two years of emancipating from the child welfare system.[38]

The research report written by Dr. Denise Herz and Dr. Joseph Ryan, *Building Multisystem Approaches in Child Welfare and Juvenile Justice* (2008), provides a great framework for increasing collaboration among systems, which include educational systems, to ensure that crossover youth are afforded the same opportunities as their peers. There is strong evidence that often when youth are released from juvenile hall (JH), their transition back to school is difficult because there are often no clear protocols between schools, child welfare, or probation as to how enrollment should occur. This report also indicates that each system is unclear as to what roles each entity plays, and youth often find themselves out of school for long periods of time, which directly impacts their ability to successfully transition into the community.

In addition, a first-ever study, "Young Adult Outcomes of Youth Exiting Dependent or Delinquent Care in Los Angeles County," conducted by Dennis P. Culhane, Ph.D., from

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[32] T. Festinger, *No One Ever Asked Us… A Postscript to Foster Care* (New York: Columbia University Press, 1983).

[33] D. English, C. Widom, and C. Branford, *Childhood victimization and delinquency, adult criminality, and violent criminal behavior: A replication and extension.* (Grant #97-IJ-CX-0017) (Washington, D.C.: National Institute of Justice, 2000).

[34] J.P. Ryan, and M.K. Testa, "Child maltreatment and juvenile delinquency: Investigating the role of placement and placement instability." *Children and Youth Services Review 27 (2005):* 227–249.

[35] Ibid

[36] J.P. Ryan, and others, "Juvenile delinquency in child welfare: Investigating group home effects." *Children and Youth Services Review (2008).*

[37] "Mental Health Issues in the Child Welfare System, Best Practice Next Practice: Family-Center Child Welfare." (Washington, D.C.: National Child Welfare Resource Center for Family-Centered Practice, Children's Bureau, Summer 2003), 2.

[38] Mark E. Courtney and Irving Pilianvin, *Foster Youth Transitions to Adulthood: Outcomes 12 to 18 Months After Leaving Out-Of-Home Care* (Madison, Wisconsin: University of Wisconsin, 1998).

the University of Pennsylvania, examined young adult outcomes of crossover youth. This study discovered that crossover youth had significantly greater negative outcomes compared to youth who were only involved in the child welfare systems. Some of the outcomes[39] experienced by crossover youth as compared to their peers who were only involved in foster care are highlighted below:

- Crossover youth were more likely to exit care from a group home rather than with relatives or a foster family.

- Crossover youth were more than twice as likely to be heavy users of public systems, three times as likely to experience a jail stay, one-and-a-half times more likely to receive General Relief, and 50 percent less likely to be consistently employed.

- The **average cumulative** earnings for former foster youth over the first four years after exit was $30,000 and less than $14,000 for crossover youth.

- The average per-person cost of crossover youth who access public services was more than double that of youth who were only involved in the foster care system or youth who were only involved in the probation system.

The Culhane study concludes that targeting resources to the relatively small number of crossover youth will have greater positive impact for this population as they exit the system.

Recognizing that a correlation existed between the foster care system and juvenile justice system, and a strong need to support educational services for foster youth, the Legislature included $643,000 in the budget augmentation in the Budget Act of 2006 to expand services to foster youth in JD facilities with a strong emphasis on educational transition services. In accordance with the expansion, the CDE released an initial 2006–07 RFA for the FYS JD Program and another RFA in 2007–08. This has resulted in the establishment of 28 FYS JD Programs throughout California in FY 2007–08.

The FYS JD Programs are intended to provide foster youth placed in county-operated JD facilities the same access to comprehensive educational and support services available to students who are not in the juvenile justice system. In addition, the primary focus of the program is intended to assist foster youth in the smooth transition from juvenile court school to an appropriate school placement within their community of residence.
Due to California's fiscal climate, the Budget Act of 2008 provided $15.1 million for all FYS Programs in FY 2009–10. This included a 0.32 percent reduction for a decline in average daily attendance and a 19.84 percent reduction due to the Categorical

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[39] Dennis P. Culhane, and others, *Young Adult Outcomes of Youth Exiting Dependent or Delinquent Care in Los Angeles County* (Los Angeles, CA: University of Pennsylvania, 2011). http://www.hiltonfoundation.org/youthexiting (accessed December 27, 2011).

Program Tier II classification.[40] The Budget Act of 2011 continued these reductions and continued to provide $15.1 million for FYS Programs in FY 2011–12.

In response to the Legislature, the primary goal of the CDE is to establish effective, sustainable and results-oriented FYS CW Programs in California with a strong focus on ensuring that the educational needs of students in foster care are appropriately met.

The FYS Programs reflect the mandates of *EC* sections 42920–42925, which were amended by Assembly Bill 1808 (2006) (Appendix C) and key educational mandates of Senate Bill 933 (Thompson) Chapter 311, Statutes of 1998, which were enacted to effect group home reform (Appendix D). The mandates of SB 933 are intended to ensure collaboration among local agencies in counties receiving FYS CW Program funding to facilitate appropriate placements and provide comprehensive services for foster youth living in LCIs.

Although the FYS Core, CW, and the JD Programs differ in the structure and location of the foster youth populations they serve, the overarching goals of the FYS Programs are similar. The following items summarize the goals common to all programs:

- Identify the educational, physical, social, and emotional needs of foster youth.

- Determine gaps in the provision of educational and social support services and provide those services, either directly or through referral to collaborative partners.

- Identify inadequacies in the completion and timely transfer of health and education records to facilitate appropriate and stable care and educational placement.

- Improve student academic achievement and reduce student truancy, dropout rates, and delinquent behavior.

- Provide advocacy to promote the best interests of foster youth throughout California.

Due to overlap in services provided to students in the CW and JD Program, the CDE released an RFA for the FY 2011–14 that integrated the CW and JD FYS Programs in an effort to provide a more streamlined continuum of services. Program implementation of these integrated programs began in FY 2011–12.

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[40] Categorical Program Flexibility provisions that were granted to LEAs with the enactment of SBX3 4 (2009) exclude FYS monies from being redirected for other educational purposes but applied an across-the-board budget reduction.

Organization of the 2012 Report to the Governor and the Legislature for the Foster Youth Services Program

This report includes five parts: Part I—FYS Core Programs Report, Part II—FYS CW Programs Report, Part III—FYS JD Program, Part IV—Recommendations of the Foster Youth Programs, and Part V—Conclusion.

Part I displays quantitative outcome data for the six FYS Core Programs, including improvement in pupil academic achievement, incidence of pupil discipline problems, and pupil dropout rates or truancy rates, as mandated in *EC* Section 42923(b).

Part II provides documentation of the progress and success of the 57 FYS CW Programs in providing services to foster youth residing in LCIs, FHs, FFAs, and CSPs during FY 2010–11. These services are provided through effective collaborations among local government, nonprofit, and private-sector agencies. Part II of this report contains the following:

- Evidence of progress in the establishment of advisory groups of collaborative partners in participating counties to plan the FYS CW Program

- Evidence of progress in the establishment of collaborative partners to provide services to foster youth residing in county boundaries (services include, but are not limited to, educational assessments, tutoring, mentoring, counseling, transitional services, vocational education, training for LCI staff and partner agencies, and emancipation/independent living services)

- Evidence of progress in the development of a mechanism for the efficient and timely transfer of health and education records

- Description of the challenges reported by the 57 participating COEs in the implementation of various aspects of the FYS CW Program

- Description of significant accomplishments reported by the FYS CW Programs

- Goals and objectives for FY 2011–12

Part III provides documentation of the progress and success of the 28 FYS JD Programs in providing services to foster youth residing in JD facilities in FY 2010–11. These services are provided through effective collaborations among probation, local government, nonprofit, and private-sector agencies. Part III of this report contains the following:

- Evidence of progress in the establishment of advisory groups of collaborative partners in participating counties to plan the FYS JD Program

- Evidence of progress in the establishment of collaborative partners to provide services

to foster youth in JD (services include, but are not limited to, educational assessments, tutoring, mentoring, counseling, transitional services, vocational education, training for staff and partner agencies, and emancipation/independent living services)

- Evidence of progress in the development of a mechanism for the efficient and timely transfer of health and education records

- Description of the challenges reported by the 28 participating COEs in the implementation of various aspects of the FYS JD Program

- Description of significant accomplishments reported by the FYS JD Programs

- Goals and objectives for FY 2011–12

Part IV provides recommendations from the coordinators for the 6 FYS Core Programs, 57 FYS CW Programs, and 28 FYS JD Programs regarding the continuation of services, effectiveness of the services, and broadening of the application of services provided to foster youth.

Part V provides a conclusion and a summary of the FYS Programs discussed throughout this report.

Part I—Foster Youth Services Core Programs Report

This section includes information generated by the six FYS Core Programs on program effectiveness during the 2010–11 school year. The outcome data reported in this section are for all students served by the six FYS Core Programs. The outcome data represent the degree to which three objectives for student performance have been achieved. The data have been compiled from the six FYS Core Programs and aggregated to form one report to the Legislature. The evaluation design was approved by the State Superintendent of Public Instruction and the Department of Finance and was codified in *EC* Section 42923. Student performance objectives were established to measure program impact of the FYS Core Programs on pupil academic achievement, incidence of pupil discipline problems or juvenile delinquency, and pupil dropout or truancy rates.

Objective One: Impact on Pupil Academic Achievement

Rationale: A majority of foster youth students are academically deficient; therefore, the FYS Core Programs measured program impact on academic achievement. Seventy-five percent of foster youth are working below grade level, as reported in *Child Welfare in California, Facts at a Glance.*[41] Because of the academic similarity between foster youth and Title I low-achieving students, the measure for success was designed to be comparable to the standard of growth for the Title I population. The adopted measure of academic achievement is one month of growth for every month tutored.

Target objective: Sixty percent of foster youth students will gain one month of academic growth for every month of tutoring received.

Findings: The target objective of 60 percent was surpassed with 69 percent of the students having gained at least one month of academic growth per month of tutoring received. Of the 591 students who were both pre- and post-tested, 409 achieved the goal and 182 did not. Results from the Student Achievement Test Data Form indicate that the average rate of academic growth was 3.08 months for each month of tutoring. Some programs serving students in grades two, four, and six did not meet the target objective for those grade levels, though the aggregate average indicates that the Core Programs have met their target objective. Many programs serving youth in these grade levels indicate difficulty in retaining qualified tutors and the high mobility of youth as factors that impact student achievement at these grade levels. The FYS Core Programs used the Standardized Testing and Reporting (STAR) Program's reading and math assessments from Renaissance Learning and the Wide Range Achievement Test (WRAT). The STAR assessments are norm-referenced pre-tests and post-tests that are research-based and computer-adaptive.

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[41] *Child Welfare in California, Facts at a Glance*. California Department of Social Services, August 26, 2004.

Table 1: Data for Pupil Academic Achievement

**Students Achieving Academic Growth Objective[a]
During School Year 2010–11**

Grade Level	Number of Students Tested[b]	Number of Students Achieving Objective	Percent Achieving Objective
K	22	20	91%
1	47	33	70%
2	61	35	57%
3	44	27	61%
4	50	27	54%
5	50	30	60%
6	53	30	57%
7	40	30	75%
8	54	42	78%
9	40	32	80%
10	46	37	80%
11	42	38	73%
12	32	28	88%
Totals	**591**	**409**	**69%**

[a] Academic growth objective is one month of growth per one month of tutoring.

[b] K–12 students received at least three months of tutoring and were pre-tested and post-tested.

Data for High School Completion

In addition to pre- and post-testing students who received tutoring services, Core Programs were asked to track the high school completion data for twelfth grade students who received services from FYS. Table 2 outlines the High School Completion Data. The data reflects a 70 percent high school completion rate, which is well above the 50 percent research graduation data for students in foster care. Of this 70 percent completion rate, 89 percent are recipients of high school diplomas, 2 percent passed the General Educational Development Test (GED), no students took the California High School Proficiency Exam (CHSPE), and 9 percent received certificates of completion.[42]

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[42] Certificates of Completion are often issued to Special Education students who may have completed core coursework as determined by the LEA but may have not been able to complete all of the requirements

Since the implementation of AB 167 (Adams) Chapter 224, Statutes of 2009,[43] on January 1, 2010, there has been an increase in the number of students in foster care who are receiving high school diplomas compared to other methods of high school completion.

Table 2: Data for High School Completion in 2010–11

	Number of Eligible Twelfth Graders	Number of Twelfth Graders who Completed HS Program	Number of High School Diplomas	Number of GED	Number of CHSPE	Number of Certificate of Completion
Total Number	256	183	160	3	N/A	17
Percentage	N/A	70%	89%	2%	N/A	9%

Objective Two: Impact on Incidence of Pupil Discipline Problems

Rationale: Foster children and youth often exhibit maladaptive behaviors that interfere with their school success. Such problem behaviors include excessive truancy, assault, and substance abuse, all of which constitute grounds for expulsion. The FYS Core Programs measured program impact on the incidence of student discipline problems or juvenile delinquency.

Target objective: Fewer than 5 percent of the foster youth population will be expelled during the school year.

Findings: Of the 3,785 students served in the 6 FYS Core Programs, only 0.26 percent (10 students) were expelled, which significantly surpassed the target objective of fewer than 5 percent of students expelled. This represents a 62 percent decline in the number of expulsions since the 2010 FYS Report to the Legislature and Governor. One Core district program constituted all of the expulsions for FY 2010–11. If the data from this program were to be omitted, the remaining 5 Core Programs would have a 0 percent expulsion rate.

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for a high school diploma.
[43] AB 167 (Adams) Chapter 224, Statutes of 2009, allows students in foster care, who change schools in their eleventh or twelfth grade year, to receive high school diplomas by meeting the California State minimum graduation requirements. This includes passing the CAHSEE unless otherwise exempted.

**Table 3: Data for Pupil Discipline Problems
in Foster Youth Services Core Programs**

**Students Expelled for Discipline Problems
During School Year 2010–11**

Number of Students Served	Number of Students Expelled	Percent of All Students Expelled
3,785	10	0.26%

Objective Three: Impact on Pupil Truancy Rates

Rationale: Truancy has been identified as one of the barriers to academic success for foster youth. Studies show that 70 percent of non-foster youth complete high school, while only 50 percent of foster youth complete high school.[44]

Target objective: Foster youth students will achieve an average attendance rate of 90 percent during the school year.

Findings: Foster youth enrolled in comprehensive school programs achieved a 95 percent attendance rate, exceeding the 90 percent target objective. Foster youth students attending alternative education programs achieved an attendance rate of 92 percent, exceeding the target objective.

**Table 4: Data for Pupil Truancy
in Foster Youth Services Core Programs**

**Comprehensive School Student Attendance
For Program Year 2010–11**

Grade Level	Attendance Rate
K	96%
1	97%
2	96%
3	96%
4	96%
5	96%
6	97%

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[44] Thomas R. Wolanin, *Higher Education Opportunities for Foster Youth: A Primer for Policy Makers.* (Washington, D.C.: The Institute for Higher Education Policy, December 2005): Executive Summary, v.

Grade Level	Attendance Rate
7	95%
8	96%
9	94%
10	95%
11	94%
12	94%
Total Average	95%

Table 5: Additional Data for Pupil Truancy

**Alternative Education Student Attendance
For Program Year 2010–11**

Number of Students	Attendance Rate
295	92%

Core Programs' Response to the Legislative Analyst's Office Report

In May 2009, the California Legislative Analyst's Office (LAO) released a report titled *Education of Foster Youth in California.*[45] One recommendation included the elimination of Core Programs in an effort to streamline FYS implementation efforts. The following is the CORE Programs' response to the LAO report.

> Foster youth benefit from the services and support provided by FYS Core Programs in the following ways: (1) increased school attendance; (2) improved grades; (3) reduced emotional and behavioral difficulties at school; (4) increased graduation rates; and (5) reduced rates of homelessness and unemployment after exiting the foster care system, all due to the individualized attention to each student's particular needs. This information is well documented in the annual FYS Program Year-End Reports (YERs) submitted to the CDE.

The FYS Core Programs are able to identify their foster youth students and address individual issues that would be challenging to the larger FYS CW Programs, collaborate with one another to problem-solve systems-related and service delivery

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[45] *Education of Foster Youth in California* (California Legislative Analyst's Office, May 2009) http://www.lao.ca.gov/2009/edu/foster_children/foster_ed_052809.pdf (accessed December 27, 2011).

concerns, and provide a leadership role to the FYS CW Programs. The FYS Core Programs are in a unique position to base services and support at schools. The inherent relationships that school districts have with the local community provide a platform for grants and partnerships that would be more challenging for a large CW Program. This makes it more feasible for FYS Core Programs to leverage outside funding and resources.

If FYS Core Programs were eliminated, as recommended in the 2009 LAO Report, there would be no platform on which to expand effective FYS strategies in the future. Dismantling these programs would eradicate some of the most effective support and services that meet the particular needs of foster youth in California. Large COEs are not in a position to replicate the individualized services provided by FYS Core Programs. The FYS Core Programs recommend that FYS Programs expand district-level programs for better identification, assessment of individual needs, and supportive services for foster students in the state of California.

Part II—Foster Youth Services Countywide Programs Report

This section will report on progress made by the FYS CW Programs in meeting the goals established in the guiding legislation, SB 933.[46] It will also describe program challenges, accomplishments, and goals and objectives for 2011–12.

Establishment of Local Advisory Group

Evidence of progress made in the establishment of a local advisory group (LAG) of collaborative partners in each participating county to plan the FYS CW Program, to advise on the direction of program services, and to collaborate on providing those services.

All 57 of the FYS CW Programs operating in 2010–11 reported the existence of a LAG that serves as a steering committee and/or service provider for foster youth living within county boundaries. The majority of counties (62 percent) reported having established the LAG from scratch rather than adopting an existing interagency committee to serve as the LAG. The counties that have adopted an existing interagency committee to satisfy the LAG function are primarily small, rural counties that lack a large government and social-services infrastructure. The adoption of existing interagency committees is an efficient utilization of existing staff and resources in these counties.

In addition, as FYS Programs become more evolved, they are increasingly integrating into the local collaborative frameworks that include more collaborative partnerships with the courts, social services, probation and other social service related agencies. This ensures that the FYS Program is sustainable over time and can leverage resources effectively to benefit the educational achievement of foster youth in their local communities.

The FYS CW LAGs are composed of a wide array of agency representatives to address the comprehensive needs of foster youth. The LAGs represent a multidisciplinary approach to meeting the unique educational, social, emotional, physical, and legal needs of foster youth. The FYS CW Programs have succeeded in establishing comprehensive LAGs that meet the holistic needs of foster youth.

The following table shows a breakdown of LAG representatives for the FYS CW Programs and the percentages of counties that include these representatives in their LAGs.

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[46] SB 933, Chapter 311, Statutes of 1998. See Appendix D for a summary of key concepts in SB 933. A complete copy of SB 933 can be accessed on the Official California Legislative Information Web site at http://www.leginfo.ca.gov/ (accessed October 1, 2012).

Agency Representative	Percentage of Counties with Representative	
	FY 2008–09	FY 2010–11
County Department of Social Services	99%	100%
Schools and District Offices	98%	100%
County Probation	96%	100%
County Mental Health	88%	95%
Independent Living Skills Programs	91%	93%
Group Home Providers	80%	84%
Colleges/Universities	82%	80%
Community-Based Organizations	84%	80%
Former and Current Foster Youth	79%	78%
Courts	75%	75%
County Public Health	71%	73%
Alcohol/Drug Programs	61%	67%
Foster Youth Advocacy Groups	59%	62%
County Employment Development Offices	54%	55%
Faith-Based Organizations	27%	38%
Tribal Organizations	21%	29%
Private Industry	27%	20%
Court Appointed Special Advocates	13%	16%
Foster Family Agencies	13%	13%
Foster Parents	16%	11%
Special Education Local Plan Areas	14%	13%

**Local Advisory Group Representatives for the
Foster Youth Services Countywide Programs**

The variance of agency representation on LAGs for the FYS CW Programs ranged from 4 to 30 representatives. Predictably, the larger counties had the greatest number of representatives from various agencies. The smaller counties having only four or five representatives in their LAGs included representatives from county social services, county mental health, county probation, and local educational agencies (LEAs). Overall, counties reported an increase in the number of advisory group representatives. Most notable since the 2010 FYS Program Report to the Legislature and the Governor (FYS Report) was issued, advisory group representation has increased among faith-based organizations by 11 percent, tribal organizations by 8 percent, county mental health by 7 percent, and alcohol and other drug programs by 6 percent. There was a 5 percent decline in the involvement of foster parents in the LAG. The overall data indicates increased involvement of local agencies, which indicates increased leveraged resources. In addition to these significant increases in advisory members, the gains made in LAG participation since the 2008 FYS Report remained the same, which has led to an increase in the number of Memorandums of Understanding (MOUs) for shared local resources. Eighty percent of programs indicate that the LAG has or is in the process of finalizing MOUs to share local resources and/or data.

Establishment of Collaborative Partners

Evidence of progress made in the establishment of collaborative partners to provide services to foster youth residing in county boundaries. (Services to be provided through collaborative partners include, but are not limited to, educational assessments, tutoring, mentoring, counseling, transition services, vocational education, emancipation/independent living services, transfer of health and education records, and training for LCI staff and partner agencies.)

One of the most vital aspects of the FYS CW Programs is the development of collaborations among social workers, probation officers, group home staff, school staff, and community service agencies to influence foster care placement and to enhance the academic success of foster youth. Specifically, AB 490 (Steinberg) Chapter 862, Statutes of 2004, requires collaboration between placing agencies, educators, care providers, and juvenile courts to ensure that foster youth: (1) have a meaningful opportunity to meet state academic achievement standards; (2) are able to maintain stable school placements; (3) are placed in the least restrictive care and educational environments; and (4) have access to the academic resources, services, and enrichment activities available to all other students. In addition, AB 490 also places a limit on the amount of time allowed for the transfer of health and education records and requires that foster youth be enrolled in school immediately, even without the requisite health and education records. To ensure accountability, AB 490 requires LEAs to

designate a staff person as a foster youth education liaison to ensure proper educational placement and timely transfer and enrollment.[47]

In addition to AB 490, on October 7, 2008, the federal government also recognized the importance of education for foster youth and passed Public Law 110-351, *Fostering Connections to Success and Increasing Adoptions Act of 2008* (Fostering Connections), which included provisions very similar to AB 490. An important change in federal law is the requirement for Child Welfare Agencies (CWAs) to work with their LEAs to develop case plans that support the "educational stability of a child while in foster care." This new mandate for CWAs has created a new opportunity to further strengthen existing collaborative focused on supporting positive educational outcomes for foster youth.

On November 3–4, 2011, The Children's Bureau, in partnership with the CDE, hosted a conference entitled *Child Welfare, Education, and the Courts: A Collaboration to Strengthen Educational Successes of Children and Youth in Foster Care* in Washington, D.C. This event brought together national, state, and local child welfare, education, and court leaders from across the nation to work together to develop workable solutions to improve education outcomes for all students in foster care. This meeting highlighted several of the positive outcomes of California's FYS Programs, as well as California's landmark legislation which supports the educational needs and achievements of students in foster care.

While the concept of collaboration is readily accepted as necessary in addressing the comprehensive needs of foster youth, the actual attainment of effective collaboratives has proven to be a challenge. Collaboratives are built and maintained through ongoing communication and interaction among collaborating agencies. Many agency directors and staff simply do not have adequate time to develop new collaborative relationships and responsibilities. As noted in a study by the American Institutes for Research, "Even among agencies with a history of successful interagency collaboration, no one reported it is an easy accomplishment."[48] A recurrent comment in the 2010–11 FYS CW Programs' YERs was the difficulty encountered in establishing and maintaining effective collaborations with partner agencies that often are underfunded, overworked, and understaffed, particularly in light of California's continued budget constraints.

Despite the difficulties of collaboration, the FYS CW Programs provided strong evidence of the development of effective collaborations throughout the state in service to foster youth. Common strategies used to facilitate the development of collaborative relationships with partner agencies are described as follows:

Co-location: Several counties, varying in size and demographic composition,

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[47] AB 490, Chapter 862, Statutes of 2003.

[48] *Education of Foster Group Home Children, Whose Responsibility is it Anyway? Study of the Educational Placement of Children Residing in Group Homes.* (American Institute for Research, SRA Associates, and the University of California at Berkeley Child Welfare Research Center, January 2001).

reported the establishment of the FYS CW Program service site at a location other than the COE. The most common co-location sites reported were school campuses, school district offices, and county health and human services offices. A primary benefit of co-location, as reported by FYS CW Program staff, is the increased interaction of FYS staff with their collaborative partners. The ability to interface on a daily basis helps build working relationships among collaborative partners. Co-location also makes the sharing of information more efficient, enhances the effectiveness of staff development training, maximizes the coordination of services, and results in overall cost savings. Several counties reported having co-located in order to collect and transfer the health and education records of foster youth more efficiently.

Interface with existing services: In addition to developing new collaboratives, FYS CW Programs also interface with existing programs to supplement support services provided to foster youth. These existing programs include Title I Neglected and Delinquent Youth, Healthy Start, Systems of Care, Special Education, Workforce Investment Act's School to Career Program, McKinney-Vento Homeless Education, and Independent Living Skills. In many instances the coordinators for the FYS CW Programs also manage the aforementioned programs for the COEs, further maximizing the coordination of services and leveraged resources.

Participation in county multidisciplinary team meetings and other interagency group meetings: A majority of the FYS CW Programs reported that their FYS Program coordinators or other FYS Program staff are members of multiple children's interagency councils or county multidisciplinary teams (MDTs). Examples of councils and interagency groups include the Juvenile Justice Commission, the Juvenile Justice Coordinating Council, Court Appointed Special Advocates, Children's Services Coordinating Council, Superintendents' Council, Schools Advisory Group, Health Advisory Council, Providers' Network, Transition Coalition, foster parents' associations, and tribal councils. A key role of the FYS representative is to alleviate the division between programs and systems by serving as a bridge between education, social services, law enforcement/courts, placing agencies, and care providers. The FYS representative acts as a liaison and provides a voice for foster youth in the team decision-making process to ensure that their holistic needs are addressed. In addition to these collaboratives, on August 15, 2008, the California Blue Ribbon Commission on Children in Foster Care submitted final recommendations to the Judicial Council which established Local Blue Ribbon Commissions (LBRCs) to focus on local collaboration with judicial leadership. Many of these LBRCs have chosen to have a focus on educational outcomes and have successfully engaged FYS Programs in developing implementation strategies. This is a unique collaborative because it is spearheaded by the courts and judiciary.

The following agencies and their respective services are reported by a majority of FYS

CW Programs to be commonly found in collaborative partnerships:

Collaborative Agencies	Services Provided
County Courts/ Local Blue Ribbon Commissions	Judicial guidance and leadership in regard to the case management challenges to support the health and well-being of youth in care, which include, but are not limited to, education
County Departments of Mental Health	Counseling, psychological evaluations, medication consultation, behavior management techniques, and assistance in completing health and education records
County Departments of Social Services/ Probation	Case management, counseling, monitoring, appropriate behavioral reinforcement, and assistance in completing health and education records
County Departments of Employment and Human Services	Employment training and assistance
County Public Health Departments	Health and education records, provision of public health services at schools, workshops for foster youth and group home staff, and funding for eyeglasses
County Probation Departments	Monitoring and reinforcement of appropriate behavior, meetings with family and school personnel, and information regarding placement changes for foster youth
Local Educational Agencies	Educational assessment to determine appropriate special education services and school placement, assistance through the School Attendance Review Board, tutoring services, and school attendance monitoring/truancy intervention
Colleges and Universities	Tutoring and mentoring services, counseling, financial aid information, and outside evaluations of FYS Programs
Family Resource Centers and Other Community-Based Organizations	Case management, training for group home providers, employment services (work experience, job skills, career assessments, and Regional Occupation Program credits, etc.), and funding for school clothes
Tribal Organizations	Leisure/recreational activities, family therapy, development of social skills, problem solving, team building, and cultural awareness
Independent Living Skills Programs	Career development services, life skills classes, transition and emancipation services, and vocational education
Churches and Private-Sector Organizations	Funding for extracurricular activities, toys, gift certificates for basic needs, and mentoring
Caregivers	Address the needs of foster youth in their care

Collaborative Agencies	Services Provided
Other Foster Youth Service Countywide Programs	Technical assistance, sharing of best practices, data collection procedures, and operational databases

The following items represent less common collaborative efforts, as reported by the FYS CW Programs, which are noteworthy for their ingenuity:

- An MOU or Memorandum of Agreement (MOA) between the county probation department and the county superintendent of schools focused on the development of a Web-based FYS Information System (FYIS) to store health, education, and placement information for foster youth on probation. A collaborative work group of representatives from the FYS Program, COE, Juvenile Court, Department of Health and Human Services, Probation Department, and County Technology Office was created to support implementation of the FYIS. (San Diego County, Riverside County)

- A collaboration with a COE and the California Department of Rehabilitation to leverage resources to develop a comprehensive program that has a focus on the employment transition needs of students in foster care with disabilities. (Contra Costa County)

- A collaboration between the COE and the local community college to address all of the transitional needs of students in foster care so that their transition to college is smooth. This collaboration also addresses the challenges of students to remain in school and leverage needed resources for students to have successful matriculation. (Placer County)

- A collaboration between the COE and the County Department of Human Services resulted in the initial creation and subsequent expansion of "Independent City," a simulated experience of life in a "real" city. Through this simulation, sixteen- and seventeen-year-old foster youth encounter what life is like outside of foster care by applying for jobs, renting apartments, buying cars, enrolling in college, and opening bank accounts. (Lake County)

- The FYS Programs and several COEs collaborated to implement the Community Service Program Grant, wherein AmeriCorps volunteers create meaningful community service opportunities for foster youth who participate in a combination of intervention and prevention programs. (San Francisco County, Santa Cruz County)

- A collaborative partnership among a FYS CW Program, the California Student Aid Commission, community colleges, universities, juvenile court community schools, health and human services agency representatives, and independent living skills contractors worked to create an FYS College Connection Advisory

Council to increase the number of foster youth who attend postsecondary education. (Placer County)

- A youth-focused collaborative which included FYS, social services, private industry, LEAs, local employment agencies, and local nonprofits developed a youth center to meet all of the comprehensive needs of youth. (Napa County, Sonoma County, Kern County)

- A specific local high school collaboration among school site staff with support from a Core Program increased school engagement and promoted student life and leadership among students in foster care, which included free entry into school sporting events and dances, prom dresses, and school supplies. This collaboration significantly increased attendance rates, decreased disciplinary actions, and increased grades for students who participated in this program. (Elk Grove USD)

The collaborative relationships developed by the FYS CW Programs have resulted in a substantive base of comprehensive services provided to foster youth. Services are provided primarily through referrals to partner agencies, with some instances of direct service provision.

The following table summarizes the FYS services provided statewide, either directly through FYS CW Programs or through referral to partner agencies, and the percentage of FYS CW Programs that provided the various services during the period of this report.

**Table 5: Services Provided through the
Foster Youth Services Countywide Programs in 2010–11**

Services Provided	Number of Direct Services	Number of Indirect Services	Number of Referred Services	Percent of Counties Providing Services Directly
Training (for LEAs, Social Services, Caregivers, and Other Agencies)	1,341	N/A	N/A	N/A
Advocacy and Consultation	5,513	7,150	2,187	85%
Educational Assessment	5,258	3,001	1,208	75%
Emancipation/Independent Living	5,150	6,569	3,408	69%
Postsecondary Preparation/ Higher Education Transition Support Services	4,469	3,649	1,899	84%
Academic Tutoring	3,314	931	1,426	85%
Vocational Education	3,195	3,746	1,333	73%
Academic Counseling	2,968	3,064	1,748	78%
Mentoring	2,724	1,924	1,736	71%
Link to Community Services	2,659	2,410	1,395	58%
School Based Behavioral Support Services	1,102	567	133	40%
Other	6,617	1,993	255	45%
TOTAL	**44,310**	**35,004**	**16,728**	**N/A**

Direct Services—indicates the number of students who received services provided by the FYS Program directly. Example: FYS staff or contractors were directly involved in tutoring, advocating, or doing educational case management.

Indirect Services—indicates the number of students who received services provided by the FYS Program in collaboration with local partners. Example: FYS staff provided a transfer of record.

Referred Services—indicates the number of students who were referred to other agencies or departments for services. Example: FYS staff have referred students for tutoring at a local school site. The indirect and referral services are often provided to foster youth in Kinship and Guardian placement because the 2010 Budget Act did not provide monies to serve youth in this type of placement. Kinship and Guardian placements represent 44 percent of the foster care population.[49]

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[49] CWS/CMS Dynamic Report System, October 2011. http://cssr.berkeley.edu/ucb_childwelfare/PIT.aspx (accessed December 27, 2011).

Transfer of Health and Education Records

Evidence of progress made in developing a mechanism for the efficient and timely transfer of health and education records.

According to AB 490, LEAs are required to transfer education information and other records to a foster student's next educational placement within two business days of receiving a transfer request. The information to be transferred includes determination of seat time, full or partial credits earned, classes, grades, immunizations, and individualized education programs (IEPs) for special education services. In addition, AB 490 stipulates that LEAs must designate a staff person to serve as the foster youth educational liaison to ensure the timely transfer of complete health and education records.

The Health and Education Passport (HEP) is the essential instrument used to ensure that the health and education records of FYS students are current. County placing agencies have the primary responsibility for completing the HEP. The health information for the HEP is most often completed by public health nurses, while the education information generally is completed by social workers for foster youth. Counties report that HEPs frequently are incomplete and that the length of time necessary to locate prior school records remains a common barrier.

Facilitation of the timely transfer of complete health and education records has been a principal goal of the FYS CW Program since its inception. Over the past 11 years, FYS coordinators have worked diligently to improve record transfers through collaboration with placing agencies, evaluation of administrative systems, and the bridging of communication and operational gaps between various agencies involved in the placement and education of foster youth. Several FYS coordinators report that their CW Programs have recently dedicated staff, co-located, or entered into an MOU or MOA to advance a more expeditious, accurate, and efficient record transfer process.

In FY 2010–11, all 57 FYS CW Programs reported having facilitated the transfer of more than 20,579 records to school districts throughout California to enroll foster youth in school. The number of records transferred has decreased by 1,150, or 5 percent, since the 2010 FYS Report. The majority of FYS Programs (95 percent) reported the range of days taken to transfer records was 1 to 3 days, with the average number of days to transfer records being 2.63 days, a slight decrease from the 2.75 average days reported in the 2010 FYS Report. The transfer of health and education records within a two-day period, as stipulated by AB 490, remains a top priority for the FYS CW Programs to ensure that students have appropriate placements in the absence of school stability.

Challenges in 2010–11

Description of the challenges reported by the 57 participating county offices of education in the implementation of various aspects of the Foster Youth Services Countywide Program

Many of the FYS CW Programs reported common challenges in implementing effective FYS Programs. The challenges listed in the following table were reported most frequently.

Challenge in Implementing Effective FYS Program	Percent Reporting Challenge
Funding/Budget Cuts	59%
Education Records Tracking/Collection	43%
Foster Youth Transiency	18%
Collaboration with Partner Agencies	18%
Enrollment Challenges	14%
Transportation to School of Origin	14%
Identifying Person with Education Rights	6%

Some of these challenges are described as follows:

Budget cuts/Funding decrease: This FY continued to be a fiscal challenge, given California's fiscal crisis. In FY 2007–08 FYS Programs received an unanticipated 15.4 percent reduction mid-year, which negatively impacted the ability of programs to serve students. In addition to this, the 2008 Budget Act further reduced FYS funding by 20.16 percent, and key collaborative partners such as child welfare, the courts, probation, and LEAs also received deep cuts to their budgets. These cuts were continued in the 2011 Budget Act. Though it is challenging to implement effective programs with drastic budget reductions, programs are looking at better leveraging existing dollars and resources, as well as looking to strengthen their public-private partnerships with the support of the private foundation sector. In addition to this, the CDE has put a greater emphasis on direct programming that has had a positive impact on student achievement.

Record sharing: Issues of confidentiality related to the Health Insurance Portability and Accountability Act (HIPAA) of 1996 and the Family Educational Rights and Privacy Act (FERPA) of 2000 have resulted in difficulty sharing foster youth records. Although the majority of counties have employed collaborative agreements, developed MOUs, or utilized standing court orders to address confidentiality issues related to the sharing of health and education records of foster youth among schools, social services, and probation, some counties

continue to report barriers in this area. These counties reported difficulties in acquiring health and, in some cases, education records for foster youth transferring into their districts. These difficulties are brought about by federal privacy standards under HIPAA and FERPA relative to protecting the confidentiality of health and education records. While both HIPAA and FERPA contain clauses that allow the sharing of health and education records with appropriate agencies, some agencies that possess health and education information have a conservative interpretation of HIPAA and FERPA in regard to sharing this information with schools and other agencies because of the potential legal ramifications of breaching compliance with HIPAA and/or FERPA regulations. The U.S. Department of Education's Family Policy Compliance Office recognized these challenges and released new FERPA regulations on December 2, 2011, which provided more clarity on how records may be shared, with specific discussion in regards to child welfare agencies. These regulations will be in effect on January 3, 2012, and can be found on the U.S. Department of Education's Family Policy Compliance Office Web page at http://www2.ed.gov/policy/gen/guid/fpco/index.html.

Data collection: A challenge for all FYS CW Programs is the high mobility rate of foster youth. Fostering Connections and AB 490 are designed to reduce the mobility rate of foster youth by requiring placing agencies to consider placements that promote educational stability. Though much progress has been made to reduce the number of school placements for youth, many programs still indicate that there are significant numbers of youth who experience multiple moves within a school year. The high mobility of foster students makes tracking the success of services provided and data collection difficult.

Implementation of AB 490: Immediate enrollment, transportation to school of origin, and appropriate educational placement have been increasing challenges as school districts have inconsistent interpretations of immediate enrollment, and the funding for transportation to a student's school of origin is largely undefined in state statute. Federal statute under the Individuals with Disabilities Education Act (IDEA) and Fostering Connections does provide some guidance and some access to federal funds for transportation to the school of origin, but the development of state regulations is still in process. In addition, the identification of education rights holders has been inconsistent in education records for students in foster care who have special education needs. This lack of identification has prevented several students immediate access to the special education services that they are entitled to in their IEPs.

Significant accomplishments reported by the Foster Youth Service Countywide Programs

FYS outcomes: The FYS CW Programs have worked diligently to establish measurable outcomes that demonstrate the significant impact of the services they provide to foster youth. In August 2005, the FYS Program coordinators collaboratively developed four FYS Program outcomes. The coordinators have subsequently assessed the most appropriate performance indicators and measures that will be used to collect data and report on each outcome. The FYS CW Programs are extremely diverse in size, resources, method of service provision, and collaborative partnerships. Therefore, to a certain degree, the way in which services are provided in each program will determine the most appropriate measures of performance. The agreed-upon FYS Program outcomes are as follows:

- Foster youth will experience successful transition to independent living or higher education.

- Foster youth will advocate for their own needs.

- Foster youth will experience timely and appropriate school placement.

- Foster youth will successfully complete their educational programs.

The following are additional accomplishments reported by FYS CW Programs:

Academic tutoring: In an effort to meet the significant academic tutoring needs of foster youth, many counties reported increased use of contracts/agreements/MOUs for the provision of: (1) tutoring services, (2) credentialed teachers, (3) AmeriCorps volunteers, (4) teachers in training through local universities, and (5) federal Title I Neglected or Delinquent funding to offset tutoring costs. As a result of these efforts, at least 7,705 foster youth benefited from academic tutoring in FY 2010–11, either through direct service from the FYS CW Programs or through referral to a partner agency. Several programs indicate that students who are participating with tutoring programs administered by CW Programs have seen significant academic gains. One program developed a strong partnership with Achievement Via Individual Determination and experienced such success that the COE will be expanding this tutoring model to other programs.

Collaborative agreements: Approximately 80 percent of FYS CW Programs report the increased development of collaborative partnerships, interagency agreements, and MOUs as their most significant accomplishments in 2010–11 to address the educational support needs of foster youth. This represents a 17 percent increase from the 2008 FYS Report. Fifty-three percent of FYS Programs have increased formal collaboration in regard to data sharing education records between social services and LEAs. This represents a 7 percent increase from the 2010 FYS Report.

Educational advocacy: Virtually all FYS Programs (85 percent) devote a substantial amount of time to educational advocacy on behalf of foster youth. In the 2010–11 program year, most FYS CW Programs have provided AB 490 training to multiagency representatives, several have created FYS Program and educational rights pamphlets for school site distribution, and several programs have developed and distributed AB 490 and FYS educational binders to partner agencies. The success of this work by FYS Programs has a profound statewide impact. The FosterEd Connect Web site was developed to increase the access to resources that focus on the education of students in foster care with a community forum feature. This resource can be accessed on the Foster Ed Connect Web site at http://fosteredconnect.org/.

Emancipation services: Emancipation services provide a critical link that assists foster youth in becoming productive and self-supporting adults. Several studies over the last 15 years have found that by two to four years after leaving foster care, only half of all the youth studied were regularly employed; over half the young women had given birth to a child and were dependent on welfare support; nearly half the population had experienced arrest; and a quarter had been homeless.[50]

Given the significance of emancipation services for foster youth, a number of FYS CW Programs report substantial increases in the scope and quality of these services as an important accomplishment. A sampling of these programs and services designed to support foster youth in a successful transition to independent living was provided in 2006 to Assembly Speaker Karen Bass, the former Chairperson of the Assembly Select Committee on Foster Youth; this list of programs and services is included in this report as Appendix G.

Accessing additional funding sources: A number of FYS CW Programs reported increased utilization of additional funding sources, such as Title I Neglected or Delinquent funds and the Workforce Investment Act's School to Career funds, to provide tutoring and other services. Several programs have also applied for and received various public and private grants for the provision of services to foster youth in their CW Program. One such accomplishment is the award given by the U.S. Department of Health and Human Services to the Solano COE to support increased collaboration among agencies to support the educational needs of students in foster care.

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[50] Michael Wald and Tia Martinez, *Connected by 25: Improving the Life Chances of the Country's Most Vulnerable 14–24 Year Olds* (William and Flora Hewlett Foundation Working Paper, November 2003): 11.

Reported Goals and Objectives for 2010–11

The FYS CW Programs have made significant progress on the goals and objectives identified in the 2010 FYS Report. The evidence of this progress is found in the increased data that is provided in this report. Despite this progress, the four goals identified in the 2010 FYS Report continue to be priorities for the FYS CW Programs. The following list includes their primary goals and objectives for FY 2011–12:

- **FYS outcomes:** Determine appropriate performance measures and collect outcome data for the four FYS outcomes described above in this report (under the heading "Significant accomplishments reported by the Foster Youth Service Countywide Programs" on page 34).

- **Health and education records:** Improve the accuracy, efficiency, and timely transfer of health and education records for foster youth who experience a change in school placement.

- **Collaboration with partner agencies:** Further develop collaborative relationships with partner agencies to facilitate the sharing of records, ensure appropriate school placements, and more effectively meet the holistic needs of foster youth.

- **Provision of services:** Increase the provision of services (tutoring, counseling, mentoring, transition and emancipation services) to ensure that foster youth receive comprehensive support services.

- **Data collection:** Expand automated foster youth data collection systems to track service delivery and to document program outcomes.

Part III—Foster Youth Services Juvenile Detention Programs Report

This section will describe an overview of the issues facing foster youth in JD as they pertain to education, and report on progress made by the FYS Programs in developing JD Programs as outlined in *EC* Section 42921 to address these challenges. It will also describe FYS JD Program challenges, accomplishments, and goals and objectives for 2011–12.

While research-based literature and data on educational outcomes for foster youth are fairly accessible, the same is not true for a particular sub-group of foster youth: those who enter JD Programs. Therefore, educational conclusions regarding foster youth who enter JD Programs can best be drawn indirectly through analyzing literature and data regarding foster youth education and juvenile correctional education. Since discussion of foster youth and education has previously been reviewed, this section will focus on county-based juvenile correctional education in order to develop theories about educational outcomes and best practices for foster youth who enter JD Programs.

Youth can be incarcerated in a county-based detention center or a state administered facility such as the California Youth Authority. When foster youth enter a county facility the provision of educational services may be determined by the county board of supervisors.[51] Often, youth are held in detention centers because they have been arrested and are awaiting trial; others are incarcerated in secure congregate care facilities because they have been sentenced for a crime.[52] In these instances, *California Welfare and Institutions Code* (*WIC*) Section 850 mandates that the board of supervisors in every county shall provide and maintain at the expense of the county "... a suitable house or place for the detention of wards and dependent children of the juvenile court and of persons alleged to come within the jurisdiction of the juvenile court." This type of facility is more commonly known as the county "juvenile hall." In addition to this, county governments are responsible for the provision of local services for juveniles who are detained. Employment, health, education, and economic development services are critical services that are to be offered to incarcerated youth.[53] Research has shown that almost all youth who enter juvenile custody are at significant risk of failure when they exit.[54]

Other studies indicate that confined youth lose daily contact with their families and community lose valuable school time, and are unlikely to have their health and mental

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[51] *Welfare and Institutions Code* Section 856 states, "The board of supervisors may provide for the establishment of a public elementary school and of a public secondary school in connection with any juvenile hall, juvenile house, day center, juvenile ranch, or juvenile camp, or residential or nonresidential boot camp for the education of the children in those facilities."

[52] *KIDS COUNT Data Book* (Baltimore, MD: Annie E. Casey Foundation, 2008). http://www.kidscount.org/sld/databook.jsp (accessed October 25, 2008).

[53] S. Nadel-Haynes and D. Macallair, *Restructuring Juvenile Corrections in California: A Report to the Legislature* (San Francisco, CA: Center on Juvenile and Criminal Justice, 2005).

[54] *KIDS COUNT Data Book* (Baltimore, MD: Annie E. Casey Foundation, 2008). http://www.kidscount.org/sld/databook.jsp (accessed October 25, 2009).

health needs met. They become much more at risk of being susceptible to negative influences and have increased odds of negative adult outcomes. For adolescents, incarceration jump-starts a downward spiral of life choices that causes the adolescent to end up in the adult criminal system.[55] These factors often are compounded for youth who are in the foster care system because historically there has not been a concrete method to determine exactly how many foster youth have "crossed over" to the criminal justice jurisdiction.

The recent expansion of FYS to include transition services to foster youth in JD Programs has presented a great opportunity to address some of the needs of foster youth in JD.

The statewide average stay for a youth in a JD facility is 27 days.[56] In addition to this, their educational progress is further compromised because school districts are often reluctant to re-enroll youth upon their release and often refuse to accept any academic credits that they may have earned while incarcerated.[57] According to Herz and Ryan, collaboration with educational providers (i.e., schools) was extremely weak, based on the findings of an anonymous survey conducted among several stakeholders.[58] Due to the many challenges faced by youth transitioning from JD to school communities, many of the FYS JD strategies have focused on the transition services needed to ensure that youth are re-enrolled and appropriately placed in school communities in a timely manner.

A key component to the provision of these services is a strong collaboration with their local partners and service providers.

Evidence of progress made in the establishment of a local advisory group of collaborative partners in each participating county to plan the Foster Youth Services Juvenile Detention Program, to advise on the direction of program services, and to collaborate on providing those services

Eighty-nine percent of the FYS JD Programs in 2010–11 who submitted FYS JD reports to the CDE reported the existence of a LAG that serves as a steering committee for their JD Programs. Many programs utilized their existing FYS CW collaboratives to satisfy the LAG function to develop a more streamlined continuum of services focused on various needs of foster youth in the JD system.

The table that follows shows a breakdown of LAG representatives for the FYS JD Programs and the percentages of counties that include these representatives in their LAGs.

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[55] Ibid.

[56] Ibid.

[57] Ibid.

[58] D. Herz, and J. Ryan, *Building Multisystem Approaches in Child Welfare and Juvenile Justice* (2008) http://cjjr.georgetown.edu/pdfs/wingspreadpart3.pdf (19.64 MB) (accessed October 25, 2009).

**Local Advisory Group Representatives for the
Foster Youth Services Juvenile Detention Programs**

Agency Representative	Percentage of Counties with Agency Representative	
	FY 2008–09	FY 2010–11
County Probation	100%	100%
County Department of Social Services	100%	100%
Schools and District Offices	100%	100%
Independent Living Skills Programs	89%	100%
County Mental Health	89%	92%
Colleges/Universities	86%	88%
Group Home Providers	86%	84%
Community-based Organizations	89%	84%
Courts	68%	80%
County Public Health	71%	76%
Foster Youth Advocacy Groups	57%	72%
Former and Current Foster Youth	75%	68%
Alcohol/Drug Programs	57%	60%
County Employment Development Offices	50%	48%
Faith-based Organizations	36%	44%
Private Industry	25%	32%
Tribal Organizations	29%	24%

There has been significant progress in collaboration since the 2010 FYS Report was issued. Some of the most notable increases are as follows: advisory group representation has increased among Foster Youth Advocacy Groups by 15 percent, Independent Living Skills Programs by 11 percent, Courts by 12 percent, Faith-based Organizations by 8 percent, and Private Industry by 7 percent. In addition to these gains, there were no significant decreases in advisory group representation for the JD LAG with the exception of a 7 percent decline in the participation of former and/or current foster youth.

Evidence of progress made in the establishment of collaborative partners to provide services to foster youth in Juvenile Detention facilities

The following table summarizes the FYS services provided statewide, either directly through FYS JD Programs or through referral to partner agencies, and the percentage of FYS JD Programs that provided the various services during the period of this report.

Table 6: Services Provided through the
Foster Youth Services Juvenile Detention Programs in 2010–11

Services Provided	Number of Direct Services	Number of Indirect Services	Number of Referred Services	Percentage of Counties Providing Services Directly
Emancipation/Independent Living	2,783	3,913	327	72%
Educational Assessment	2,570	1,816	548	68%
Academic Counseling	2,264	1,504	902	76%
Advocacy and Consultation	1,810	2,182	1,430	76%
Academic Tutoring	1,616	266	919	72%
Post-Secondary Preparation/Higher Education Transition Support Services	1,486	2,216	728	80%
Mentoring	1,372	673	1,403	52%
Link to Community Services	1,291	1,662	206	60%
Vocational Education	1,049	2,179	738	68%
School Based Behavioral Support Services	849	80	19	24%
Other	1,816	1,080	79	40%
TOTAL	18,906	17,571	7,299	N/A

Direct Services—indicates the number of students who received services provided by the FYS Program directly. Example: FYS staff or contractors were directly involved in tutoring, advocating, or doing educational case management.

Indirect Services—indicates the number of students who received services provided by the FYS Program in collaboration with local partners. Example: FYS staff provided a transfer of records.

Referred Services—indicates the number of students who were referred to other agencies or departments for services. Example: FYS staff have referred students for tutoring at a local school site.

In addition to these services, 5,689 education records were transferred for foster youth in JD in an average of 2.36 days. This data indicates a .17-day decrease in the amount of time it takes to transfer records since the 2010 FYS Report. Given the short time frame in which youth are in JD, some programs report only an average of a 14-day stay. It is a significant accomplishment that FYS Programs are able to gather and transfer records in a prompt manner to ensure that the educational needs of foster

youth are prioritized during their stay in JD.

Description of the challenges reported by the participating county offices of education in the implementation of various aspects of the Foster Youth Services Juvenile Detention Program

There has been progress in the development of infrastructure for JD FYS Programs since the 2010 FYS Report. In the 2010 FYS Report, programs described the lack of infrastructure and existing protocols that interface with education systems and child welfare systems. These challenges were not as common in FY 2011–12. The most common challenge described by 50 percent of programs was the records collection and transfer process. Several programs described challenges in locating a school for a student to transfer to after exit from JD, with 29 percent reporting enrollment challenges. The second most common challenge described by 38 percent of programs was the budget challenge faced by all agencies. Another challenge described by 29 percent of programs was collaboration with partners in an effort to deliver services. This type of challenge indicates that many of the programs have a foundation in their collaboration with probation and that the current challenges are in regard to building effective services. Many of the challenges are described in the chart below.

Challenge in Implementing Effective JD FYS Program	Percent Reporting Challenge
Records Collection	50%
Funding/Budget Cuts	38%
Insufficient collaboration with partner agencies	29%
Enrollment Challenges	29%
Foster Youth Transiency	17%
Identifying Crossover Youth	8%
Transportation	8%

Significant accomplishments reported by the Foster Youth Services Juvenile Detention Programs

Seventy-five percent of JD FYS Programs have indicated that their most significant accomplishment in FY 2011–12 is collaboration. Sixty-eight percent are in the process or have developed a formal MOU with key partners. Fifty-four percent describe significant progress in program implementation and effective service delivery. Also, there has been significant progress made in data sharing and records transfer. Many of the challenges in regard to data sharing that are experienced by CW Programs are not the same for JD FYS Programs because in FERPA there is an exception that does not exist for child welfare agencies, for probation to receive education records. The JD FYS Programs were established to increase educational support for crossover youth in JD.

Due to the success of JD FYS Programs in establishing strong relationships with probation, the CDE has combined the CW and JD Programs for the 2011–14 program years to enhance many of the services developed by the JD FYS Programs.

Part IV—Recommendations Regarding Foster Youth Services Programs

Recommendations regarding the continuation of services

- **FYS Core, CW, and JD Programs unanimously recommend a continuation of the FYS Program.**

- **FYS Programs further recommend allocation of an adequate level of funding to support continuation of those programs.**

  The FYS Program coordinators report that FYS Programs are unique and critically needed in that they address the educational and psychosocial needs of foster youth. These programs have been instrumental in providing services that improve the academic achievement and quality of life for foster youth throughout California. While AB 490 has helped broaden services to all foster youth, it has provided no additional funding for the services. Funding constraints, at both the county and state levels, have made the expansion and continued development of the FYS Programs challenging. The FYS CW Programs report that the existing funding model, wherein allocations fluctuate on the basis of a point-in-time count of foster youth placed in specified placements, makes long-term program planning difficult. In addition to this, with the statewide movement to focus more on Kinship placement and permanency, the funding structure for FYS will be greatly impacted, because FYS Programs are not currently funded to provide services to foster youth in Kinship and Guardian placements. Given that many of the issues faced by foster youth do not end once they are reunited with family members or find permanent placement, FYS Program coordinators recommend the exploration of a more stable funding structure.

  CDE Response: The CDE recommends a continuation of the FYS Core, CW, and JD Programs. The CDE recognizes the inequity and instability in a per pupil funding formula that is based on a dynamic data system that is controlled by the California Department of Social Services. The CDE also acknowledges the high mobility of students across county lines, which has contributed to a funding formula that supports a system where some counties are significantly underfunded compared to others. The CDE has attempted to address the discrepancies in funding in the 2011–14 grant, with a more static funding formula that was developed by reviewing all of the submitted FYS YERs.

Recommendation regarding the effectiveness of services

- **The FYS Program coordinators recommend that a statewide database for sharing foster youth health and education information and for collecting outcome data be developed.**

The FYS Programs, particularly those in operation over a number of years, report substantial progress in the establishment of database systems to manage health and education records for foster youth. Despite this progress, a large number of FYS Programs must rely on data systems developed and maintained by collaborative agencies. These programs report ongoing difficulties with importing and consolidating information from multiple data systems that often are incompatible with FYS Program needs. The FYS Programs report that the mobility of foster youth is too great to be tracked by counties that cannot share data in a timely manner, and they recommend the creation of a statewide database capable of linking all school districts and placement agencies with the same data for foster youth.

CDE Response: The CDE recognizes the need for FYS Programs to have access to a uniform database containing up-to-date health and education information on foster youth. Such a statewide system is not currently available, nor is there funding for one. The Child Welfare Services/Case Management System (CWS/CMS) is the system currently utilized for foster youth health and education information. However, FYS Program staff, for the most part, do not have access to this system. Allowing FYS Program staff, or other appropriately designated school personnel, access to the health and education portions of the CWS/CMS would be a cost-efficient means of addressing this challenge in the short term.

Related to this issue is language contained in AB 1858 (Steinberg), Chapter 914, Statutes of 2004, which added *EC* Section 49085, which states: "The department shall ensure that the California School Information Services system meets the needs of pupils in foster care and includes disaggregated data on pupils in foster care." Unfortunately, AB 1858 did not provide specific mandated authority for the CDE to actually collect the data, and the California School Information Services system does not currently have the capability to provide disaggregated data for foster youth. Discussions are currently underway with the Department of Social Services to explore a feasible means by which to share data collected by both departments.

The CDE also recognizes that in the absence of a statewide database, local communities have developed local agreements and developed local educational case management data systems to support the educational needs of students in foster care. The CDE commends local programs for their ingenuity and continues to acknowledge and support local efforts to meet the gaps in the educational records keeping of students in foster care.

Recommendations regarding broadening the application of services

- **FYS Programs strongly recommend that FYS CW Programs be expanded to include all foster youth, including youth in Kinship and Guardian placement.**

- **FYS Programs further recommend that additional funding be provided to support an expansion of services.**

Data from the CWS/CMS show that as of October 1, 2011, approximately 56,000 children and youth were in the foster care system in California.[59] Of those 56,000 children and youth, approximately 19,000 school-age children and youth, or 33 percent, reside in Foster Homes, Foster Family Agencies, Group Homes, and Court Specified Placements. In addition, approximately 14,000, or 25 percent, are under age four and 10,000 are considered preschool ages (two to four).

The FYS CW Programs identified approximately 34,000 eligible youth living in their county boundaries;[60] the six FYS Core Programs serve an estimated additional 3,800 children and youth who attend schools in their districts each school year; and the 28 FYS JD Programs served approximately 3,700 identified foster youth in JD.

Even with the expansion of monies, approximately 23,000, or 55 percent, of school-aged students in foster care are currently not receiving the counseling, tutoring, mentoring, and other vital services provided through the FYS Programs. These youth are often placed in Kinship and Relative Guardian placement. The graph below summarizes this information.

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[59] CWS/CMS does not track the number of foster youth in JD. Some research indicates that 20 percent of the JD populations are foster youth.

[60] Some of the numbers may be duplicate cases because many foster youth are often moved between county lines and served by multiple county FYS Programs.

2010–11 Foster Youth Services Programs Statewide
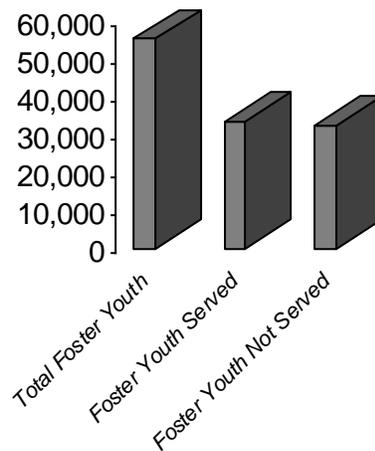
- The CWS/CMS shows an estimated 56,000 foster children and youth in California.
- FYS Core Programs served approximately 3,800 foster youth.
- FYS CW Programs identify approximately 34,000 foster youth.
- Fifty-five percent of California's school-aged children and youth in foster care do not receive services through the FYS Programs.
- Approximately 10,000 preschool aged children do not receive services through the FYS Programs.

CDE Response: The CDE recognizes that 55 percent of California's students in foster care are not directly receiving FYS Program services at this time and supports the recommendation for an expansion of services. The CDE also acknowledges that with statewide support for permanency and family settings, more support for transition to Kinship and Guardian placements must be provided to help promote the academic success of foster youth. The CDE also recognizes that a portion of the foster youth not currently participating in a FYS Program do receive services through Title I Neglected or Delinquent programs, special education, remedial education, and other programs provided by their local schools. Therefore, the CDE recommends increasing foster youth access to existing services through their local school districts.

The CDE recognizes that there has been a significant reduction of students in foster care since the 2010 FYS Report to the Governor and Legislature. The CDE further recommends that the Legislature and Governor consider increasing funding to support foster youth in all placement types and/or expand FYS to support all students in foster care to ensure that there is a streamlined continuum of support services focused on academic success from cradle to college and career.

Part V—Conclusion

Education has the potential to provide foster youth the necessary academic, vocational, and life skills to counterbalance the separation and impermanence experienced by youth in out-of-home care. Positive school experiences: (1) enhance foster youth attitudes toward school, their confidence about learning, and their educational aspirations; and (2) increase foster youth opportunities for economic self-sufficiency. The FYS Programs are designed to provide support services that help reduce the trauma of transition and displacement from family and schools.

Specifically, FYS Programs help to:

1. Obtain health and school records to determine appropriate school placements and coordinate instruction.

2. Provide direct service and referrals for counseling, tutoring, mentoring, vocational training, emancipation services, and training for independent living.

3. Facilitate education advocacy, training, and collaboration among partner agencies and systems.

While many foster youth are at increased risk of failure in school, the services provided through the FYS Programs offset this risk and increase foster youth opportunities for success in school. Evidence of the positive impact of these services is found in the outcome data on academic gains, expulsion rates, and attendance rates, all of which surpassed the identified targets reflected in Part I of this report.

The number of counties currently participating in FYS CW Programs has grown to 57, all of which have provided YERs for 2010–11. It has expanded to 28 FYS JD Programs, 89 percent of which have provided YERs for 2010–11. These FYS Programs have demonstrated substantial progress in building collaborative relationships between various agencies and systems that interface with the lives of foster youth. Interagency agreements and MOUs have been used with increasing frequency to formalize and document agreements between partner agencies. The collaborative relationships developed by the FYS CW Programs have resulted in substantive comprehensive services being provided to foster youth. In addition, the FYS CW and JD Programs' ability to transfer more than 26,268 student records in an average of 2.50 days during 2010–11 is, in part at least, a result of cooperation with partner agencies.

The FYS Programs continue to face many challenges, including:

1. Incomplete or untimely transfer of health and education records
2. Inadequate funding
3. Transportation to remain in school of origin
4. Confidentiality issues related to the sharing of records

5. Mobility of foster youth
6. Resistance to immediate enrollment

Despite these challenges, FYS Programs have made significant accomplishments and contributions to ensure that students in foster care have the opportunity to meet state academic achievement standards and have access to the academic resources, services, and enrichment activities available to other students. The development of FYS Program outcomes is an important accomplishment that will lead to performance measures that will demonstrate the impact of the services provided to foster youth in 2011–12. These outcomes address the transition to independent living and higher education, self-advocacy, timely and appropriate school placements, and completion of the students' educational programs. Additional noteworthy accomplishments include increases in academic tutoring, education advocacy and training, collaborative agreements, and transition/emancipation services.

In closing, evidence shows that the FYS Core and CW Programs have continued to provide essential academic and support services that significantly enhance the ability of foster youth to achieve academic standards and to access resources, support services, and enrichment activities; and the JD Programs show much promise in providing comprehensive transition services for foster youth from JD back to local school districts.

In addition, these programs support foster youth in experiencing a sense of school "connectedness," completing their education programs, and making a smooth transition to adult life.

However, the funding that is currently provided for FYS Programs only allows for services to approximately 45 percent of California's students in foster care. At least 55 percent of students in foster care, the majority of whom are living in Kinship and Guardian placements, do not receive these services.

Ensuring that **all** foster children have the same access to educational resources and future economic opportunities as other children is one of the state's greatest challenges. Responsible leadership requires California to meet its obligation to care for and nurture all foster children by investing the resources necessary to promote their success. Failure to do so will result in greater fiscal and human costs in terms of increased poverty, unemployment, homelessness, incarceration, and welfare dependency.

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California *Education Code* sections 42920–42925

42920. (a) The Legislature finds as follows:

  (1) It is essential to recognize, identify and plan for the critical and unique needs of children residing in licensed community care facilities.

  (2) A high percentage of these foster children are working substantially below grade level, are being retained at least one year in the same grade level, and become school dropouts.

  (3) Without programs specifically designed to meet their individual needs, foster children are frequently dysfunctional human beings at great penal and welfare costs.

  (b) The Legislature further finds and declares that the instruction, counseling, tutoring, and related services for foster children that provide program effectiveness and potential cost savings shall be a state priority. Funding for that purpose is hereby provided to the following unified school districts and consortia that have successfully operated foster children services program sites: Elk Grove, Mount Diablo, Sacramento City, San Juan, and Paramount, and the Placer-Nevada consortium.

42920.5. (a) Commencing with fiscal year 1982-83, and each fiscal year thereafter, each of the six program sites specified in subdivision (b) of Section 42920 shall receive, in addition to the base revenue limit, an allowance from the amount annually transferred

to Section A of the State School Fund equal to the amount the district spent on foster children service programs in fiscal year 1981-82, adjusted to reflect cost-of-living increases by the total percentage increase received by all categorical education programs. In no event shall this cost-of-living adjustment exceed the inflation adjustment provided pursuant to Section 42238.

  This allowance shall be used exclusively for foster children services.

  The six program sites may continue to record revenue received pursuant to this subdivision in the same manner used to record revenue received for foster children services in the 1981-82 fiscal year.

  The six program sites shall maintain their foster children services programs in fiscal year 1995-96 and each subsequent fiscal year at a program level comparable to that at which they administered those programs in fiscal year 1994-95.

  (b) Commencing with fiscal year 1982-83, the base revenue of each of the six school districts specified in subdivision (b) of Section 42920 shall be permanently reduced in an amount equal to the amount spent on foster children services in fiscal year 1981-82.

42921. (a) In addition to the six program sites specified in Section 42920, any county office of education, or consortium of county offices of education, may elect to apply to the Superintendent of Public Instruction for grant funding, to the extent funds are available, to operate an education-based foster youth services program to provide

educational and support services for foster children who reside in a licensed foster home or county-operated juvenile detention facility. The provision of educational and support services to foster youth in licensed foster homes shall also apply to foster youth services programs in operation as of July 1, 2006, and receiving grant funding.

(b) Each foster youth services program operated pursuant to this chapter, if sufficient funds are available, shall have at least one person identified as the foster youth educational services coordinator. The foster youth educational services coordinator shall facilitate the provision of educational services pursuant to subdivision (d) to any foster child in the county who is either under the jurisdiction of the juvenile court pursuant to Section 300 of the Welfare and Institutions Code or under the jurisdiction of the juvenile court pursuant to Section 601 or 602 of the Welfare and Institutions Code who is placed in a licensed foster home or county-operated juvenile detention facility. A program operated pursuant to this chapter may prescribe the methodology for determining which children may be served. Applicable methodologies may include, but are not limited to, serving specific age groups, serving children in specific geographic areas with the highest concentration of foster children or serving the children with the greatest academic need. It is the intent of the Legislature that children with the greatest need for services be identified as the first priority for foster youth services.

(c) The responsibilities of the foster youth educational services coordinator shall include, but shall not be limited to, all of the following:

(1) Working with the child welfare agency to minimize changes in school placement.

(2) Facilitating the prompt transfer of educational records, including the health and education passport, between educational institutions when placement changes are necessary.

(3) Providing education-related information to the child welfare agency to assist the child welfare agency to deliver services to foster children, including, but not limited to, educational status and progress information required for inclusion in court reports by Section 16010 of the Welfare and Institutions Code.

(4) Responding to requests from the juvenile court for information and working with the court to ensure the delivery or coordination of necessary educational services.

(5) Working to obtain and identify, and link children to, mentoring, tutoring, vocational training, and other services designed to enhance the educational prospects of foster children.

(6) Facilitating communication between the foster care provider, the teacher, and any other school staff or education service providers for the child.

(7) Sharing information with the foster care provider regarding available training programs that address education issues for children in foster care.

(8) Referring caregivers of foster youth who have special education needs to special education programs and services.

(d) Each foster youth services program operated pursuant to this chapter shall include guiding principles that establish a hierarchy of services, in accordance with the following order:

(1) Provide, or arrange for the referral to, tutoring services for foster youth.

(2) Provide, or arrange for the referral to, services that meet local needs identified through collaborative relationships and local advisory groups, which may include, but shall not be limited to, all of the following:
  (A) Mentoring.
  (B) Counseling.
  (C) Transitioning services
(D) Emancipation services
  (3) Facilitation of timely individualized education programs, in accordance with the Individuals with Disabilities Education Act (20 U.S.C. Sec. 1400 et seq.), and of all special education services.
  (4) Establishing collaborative relationships and local advisory groups.
  (5) Establishing a mechanism for the efficient and expeditious transfer of health and education records and the health and education passport.
  (e) For purposes of this section, "licensed foster home" means a licensed foster family home, certified foster family agency home, court-specified home, or licensed care institution (group home).

42922. Any school district which provides educational services for foster children pursuant to Section 42921 shall receive funding in any fiscal year for those services only by such sums as may be specifically appropriated by the annual Budget Act of the Legislature for that fiscal year for support of those school-centered foster children services which provide program effectiveness and potential cost savings to the state.
  The Legislature may appropriate moneys from the General Fund for this purpose, or, if sufficient funds are available, from the Foster Children and Parent Training Fund pursuant to the provisions of Section 903.7 of the Welfare and Institutions Code.

42923. (a) Each school district providing foster children services pursuant to this chapter shall, by January 1 of each even-numbered year, report to the Superintendent of Public Instruction any information as may be required by the Superintendent of Public Instruction for the purpose of subdivision (b).
  (b) The Superintendent of Public Instruction shall, by February 15 of each even-numbered year, report to the Legislature and the Governor on the foster children services provided by school districts. The report shall be prepared with the advice and assistance of providers of foster children services and shall include, but not be limited to, the following:
  (1) Recommendations regarding the continuation of services.
  (2) Recommendations regarding the effectiveness of the services, unless program effectiveness is assessed in any other report covering the same time period.
  (3) Recommendations regarding the broadening of the application of those services.
  (4) Information which shall be sufficient to determine, at a minimum, whether these services have resulted in a major quantitative improvement or deterioration in any of the following indicators:
  (A) Pupil academic achievement.
  (B) The incidence of pupil discipline problems or juvenile delinquency.

(C) Pupil dropout rates or truancy rates.

(5) A discussion of the meaning and implications of the indicators contained in paragraph (4).

42924. Any funds allocated to school districts for foster children services pursuant to subdivision (c) of Section 42920 or Section 42922 shall be used only for foster children services and any funds not used by districts for those services shall revert to the state General Fund.

42925. (a) The Superintendent of Public Instruction shall form an advisory committee to make recommendations regarding the allocation of available funds to school districts applying to receive funding for foster children programs pursuant to subdivision (b). The advisory committee shall include, but not be limited to, representatives from the Department of the Youth Authority, from the State Department of Social Services, and from foster children services programs. Members of the advisory committee shall serve without compensation, including travel and per diem.

(b) Any school district which chooses to provide foster children services programs pursuant to Section 42921 may apply to the Superintendent of Public Instruction and to the advisory committee for funding for those programs.

(c) On or before November 1 of each year, the Superintendent of Public Instruction shall provide the Governor with a proposed sum to be included in the Governor's budget for the ensuing fiscal year for allocation to school districts wishing to provide foster children services programs pursuant to Section 42921. Recommendations regarding the specific programs to be funded and the amount to be allocated to each shall be included with the proposed sum.

1998 Budget Act Item 6110–121–0001
Foster Youth Programs (Proposition 98)
Program 20.40.060

Provisions

The funds appropriated in this item are provided to annualize funding for the Foster Youth Services Program to children residing in licensed children's institutions (LCIs), pursuant to Chapter 11 (commencing with Section 42920) of part 24 of the California *Education Code* and guidelines developed by the State Department of Education. These funds shall be allocated on the basis of the number of pupils residing in LCIs in each county, and shall be used to supplement, and not supplant services currently provided to students residing in LCIs through this program.

Assembly Bill 1808, Chapter 75, Statutes of 2006
Amending California *Education Code* Section 42921

SEC. 4. Section 42921 of the California *Education Code* is amended to read:

42921. (a) In addition to the six program sites specified in Section 42920, any county office of education, or consortium of county offices of education, may elect to apply to the Superintendent of Public Instruction for grant funding, to the extent funds are available, to operate an education-based foster youth services program to provide educational and support services for foster children who reside in a licensed foster home or county-operated juvenile detention facility. The provision of educational and support services to foster youth in licensed foster homes shall also apply to foster youth services programs in operation as of July 1, 2006, and receiving grant funding.

(b) Each foster youth services program operated pursuant to this chapter, if sufficient funds are available, shall have at least one person identified as the foster youth educational services coordinator. The foster youth educational services coordinator shall facilitate the provision of educational services pursuant to subdivision (d) to any foster child in the county who is either under the jurisdiction of the juvenile court pursuant to Section 300 of the *Welfare and Institutions Code* or under the jurisdiction of the juvenile court pursuant to Section 601 or 602 of the *Welfare and Institutions Code* who is placed in a licensed foster home or county-operated juvenile detention facility.

A program operated pursuant to this chapter may prescribe the methodology for determining which children may be served. Applicable methodologies may include, but are not limited to, serving specific age groups, serving children in specific geographic areas with the highest concentration of foster children or serving the children with the greatest academic need. It is the intent of the Legislature that children with the greatest need for services be identified as the first priority for foster youth services.

(c) The responsibilities of the foster youth educational services coordinator shall include, but shall not be limited to, all of the following:

(1) Working with the child welfare agency to minimize changes in school placement.

(2) Facilitating the prompt transfer of educational records, including the health and education passport, between educational institutions when placement changes are necessary.

(3) Providing education-related information to the child welfare agency to assist the child welfare agency to deliver services to foster children, including, but not limited to, educational status and progress information required for inclusion in court reports by Section 16010 of the *Welfare and Institutions Code*.

(4) Responding to requests from the juvenile court for information and working with the court to ensure the delivery or coordination of necessary educational services.

(5) Working to obtain and identify, and link children to, mentoring, tutoring, vocational training, and other services designed to enhance the educational prospects of foster children.

(6) Facilitating communication between the foster care provider, the teacher, and any other school staff or education service providers for the child.

(7) Sharing information with the foster care provider regarding available training programs that address education issues for children in foster care.

(8) Referring caregivers of foster youth who have special education needs to special education programs and services.

(d) Each foster youth services program operated pursuant to this chapter shall include guiding principles that establish a hierarchy of services, in accordance with the following order:

(1) Provide, or arrange for the referral to, tutoring services for foster youth.

(2) Provide, or arrange for the referral to, services that meet local needs identified through collaborative relationships and local advisory groups, which may include, but shall not be limited to, all of the following:

(A) Mentoring.

(B) Counseling.

(C) Transitioning services.

(D) Emancipation services.

(3) Facilitation of timely individualized education programs, in accordance with the Individuals with Disabilities Education Act (20 U.S.C. Sec. 1400 et seq.), and of all special education services.

(4) Establishing collaborative relationships and local advisory groups.

(5) Establishing a mechanism for the efficient and expeditious transfer of health and education records and the health and education passport.

(e) For purposes of this section, "licensed foster home" means " licensed foster family home, certified foster family agency home, court-specified home, or licensed care institution (group home).

**Key Educational Concepts of Senate Bill 933
(Thompson, Chapter 311, Statutes of 1998)**

Senate Bill 933 set into motion a number of activities and concepts at the state and local levels that directly involve participants in the FYS CW Program. Many of these legal mandates are intended to ensure a coordinated effort to protect foster youth and secure appropriate, stable placements. A number of California code sections reinforce the importance of this collaborative effort and provide an avenue for service delivery and coordination for foster youth in group home care.

Educational Options for Foster Youth

California WIC Section 48850 mandates that every county office of education shall make available to agencies that place children in LCIs information on educational options for children residing in LCIs within the jurisdiction of the county office of education for use by the placing agencies in assisting parents and foster children to choose educational placements.

Placement Notification of Local Educational Agency

The *WIC* Section 48852 mandates that every agency that places a child in an LCI shall notify the local educational agency at the time a pupil is placed in an LCI. As part of that notification, the placing agency shall provide any available information on immediate past educational placements to facilitate prompt transfer of records and appropriate educational placement. Nothing in this section shall be construed to prohibit prompt educational placement prior to notification.

County Multidisciplinary Teams

California *Family Code* Section 7911.1 mandates that the State Department of Social Services or its designee shall investigate any threat to the health and safety of children placed by a California county social services agency or probation department in an out-of-state group home pursuant to the provisions of the Interstate Compact on the Placement of Children. This shall include the authority to interview children or staff in private or review their file at the out-of-state facility or wherever the child or files may be at the time of the investigation. Notwithstanding any other provisions of law, the

State Department of Social Services or its designee shall require certified out-of-state group homes to comply with the reporting requirements applicable to group homes licensed in California pursuant to the *California Code of Regulations* Title 22 for each child in care, regardless of whether he or she is a California placement, by submitting a copy of the required reports to the Compact Administrator within regulatory timeframes. The Compact Administrator, within one business day of receiving a serious events report, shall verbally notify the appropriate placement agencies and, within five working days of receiving a written report from the out-of-state group home, forward a copy of the written report to the appropriate placement agencies.

Mental Health Services

The *WIC* Section 5867.5 mandates that county mental health departments that receive full system of care funding, as determined by the State Department of Mental Health in consultation with counties, shall provide to children served by county social services and probation departments mental health screening, assessment, participation in multidisciplinary placement teams, and specialty mental health treatment services for children placed out of home in group care, for those children who meet the definition of medical necessity, to the extent resources are available. These counties shall give first priority to children currently receiving psychoactive medication.

Collaborative Efforts

The *WIC* Section 18987.6 (a) permits all counties to provide children with service alternatives to group home care through the development of expanded family-based services programs and to expand the capacity of group homes to provide services appropriate to the changing needs of children in their care; (b) encourages collaboration among persons and entities including, but not limited to, parents, county welfare departments, county mental health departments, county probation departments, county health departments, special education local planning agencies, school districts, and private service providers for the purpose of planning and providing individualized services for children and their birth or substitute families; (c) ensures local community participation in the development of innovative delivery of services by county placing agencies and service providers and the use of the service resources and expertise of nonprofit providers to develop family-based and community-based service alternatives.

Statewide Collaboration

Section 72 of SB 933 also mandates that:

> (a) The State Department of Social Services shall convene a working

group of representatives of County Welfare Directors, the Chief Probation Officers, foster and former foster youth, group home providers, and other interested parties convene a working group to develop protocols outlining the roles and responsibilities of placing agencies and group homes regarding emergency and nonemergency placements of foster children in group homes . . .

(c) The model protocols shall at a minimum address all of the following:

(1) Relevant information regarding the child and family that placement workers shall provide to group homes, including health, mental health, and education information pursuant to Section 16010 of the Welfare and Institutions Code.

(2) Appropriate orientations to be provided by group homes for foster children and, if appropriate, their families, after a decision to place has been made.

(3) County and provider responsibilities in ensuring the child receives timely access to treatment and services to the extent they are available identified in the child's case plan and treatment plan, including multidisciplinary assessments provided in counties involved in the Systems of Care Program under Part 4 (commencing with Section 5850) of Division 5 of the Welfare and Institutions Code.

(4) County and provider responsibilities in the periodic monitoring of foster children to ensure the continued appropriateness of the placements and the continued progress toward achieving the case plan and treatment plan goals.

(5) Appropriate mechanisms, timelines, and information sharing regarding discharge planning.

Health and Education Passport

EC Section 49069.5 responds to the disruption of the educational experience for pupils in foster care that results from a high level of mobility. Whenever an LEA in which a pupil in foster care has most recently been enrolled is informed of the pupil's next educational placement, that LEA must cooperate with the county social services or probation department to ensure that educational background information for the pupil's health and education record is transferred to the receiving LEA in a timely manner.

This information must include, at a minimum, the following:

- Location of the pupil's records

- Pupil's last school and teacher

- Pupil's current grade level

- Any information deemed necessary to enable enrollment at the receiving school, to the extent allowable under state and federal law

Notice of a new education placement of a pupil in foster care must be made within five working days, and information must be transferred within five working days of receipt of the notification.

Recommendations to the Judicial Council

SB 933 recommends that the Judicial Council adopt appropriate rules, standards, and forms regarding the education placement of children in foster care. The purpose of the recommendation is to ensure that state courts routinely indicate the party that is to maintain or assume the education rights of a child placed in foster care to facilitate the child's prompt education placement. When the parent maintains educational authority for the child, the parent also has the right to designate another person or entity to maintain educational authority. The Judicial Council is also encouraged to ensure that state courts consistently authorize the agencies that place children in foster care to receive the children's records.

Assembly Bill 490 Overview

Effective January 1, 2004, Assembly Bill 490 (Steinberg), Chapter 862, Statutes of 2004, imposed new duties and rights related to the education of youth in foster care (wards and dependents). The key provisions of the legislation are as follows:

- Established legislative intent that foster youth shall be ensured the **same opportunities as those provided to other students** to meet the academic achievement standards to which all students are held

- Established that **stable school placements** shall be maintained

- Established that foster youth shall be placed in the **least restrictive education placement**

- Established that foster youth shall have **access to the same academic resources, services, and extracurricular and enrichment activities as all other students**

- Established that **education and school placement decisions** shall be dictated by the **best interest of the child**

- Created **school stability** for foster children by allowing them to remain in their school of origin for the duration of the school year when their **placement changes** and when remaining in the same school is in the child's best interest

- Required county placing agencies to promote educational stability by **considering the child's school attendance area in placement decisions**

- Required LEAs to designate a staff person as a **foster care education liaison** to ensure proper placement, transfer, and enrollment in school for foster youth

- Made LEAs and county social workers or probation officers jointly responsible

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for the **timely transfer of students and their records** when a change of schools is in the child's best interest

- Required that a **comprehensive public school** be considered the **first school placement option** for foster youth

- Provided a foster child **the right to remain enrolled in and attend his or her school of origin** pending resolution of school placement **disputes**

- Required a foster child to be **immediately enrolled in school** even if all typically required school records, immunizations, or school uniforms are not available

- Required school districts to calculate and accept **credit for full or partial coursework satisfactorily completed by the student** and earned during attendance at a public school, juvenile court school, or nonpublic, nonsectarian school

- Authorized the **release of education records of foster youth to county placing agency**, for the purposes of compliance with *WIC* Section 16010, case management responsibilities required by the juvenile court or law, or assistance with the transfer or enrollment of a pupil, without the consent of a parent or a court order

- Ensured that foster youth **will not be penalized for absences caused by placement changes, court appearances, or related court-ordered activities**

**California Department of Education Foster Youth Services
List of Coordinators**

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**Model Foster Youth
Educational and Support Programs and Services
Focused on Youth Emancipation**

The foster youth programs and services described in this Appendix are provided through county offices of education (COEs) or Foster Youth Services (FYS) Core District (CD) Programs that receive FYS funding through the California Department of Education (CDE). Typical services provided to foster youth through FYS Programs include educational assessments, tutoring, mentoring, counseling, and transition services. These services are provided either directly or through collaborative partnerships. The following small sampling represents model educational programs and services being provided throughout the state to support California's foster youth in successful transitions to independent living.

Alameda County Office of Education

Emancipation Specialist Program: The Alameda County Office of Education (ACOE) FYS Program provides for emancipation services through the First Place Fund for Youth, a nonprofit organization that operates the Emancipation Specialist Program (ESP). The ESP serves approximately 70 foster youth per year. The program provides discharge planning and weekly case management for youth who are within one year of discharge. Emancipation specialists consider the psychological needs of youth in helping them to develop plans, emancipation goals, and community linkages in the areas of housing, education, and employment. These specialists are trained clinicians who deliver therapeutic case management services in nontraditional settings. In addition to the ESP, First Place Fund for Youth also operates an Emancipation Training Center, which provides training and assistance to approximately 450 current and former foster youth annually, and a Supported Housing Program, which provides affordable housing and a wide range of services and supports.

Alameda County Foster Youth Alliance: The ACOE FYS is a member of this coalition of foster youth service agencies, providers, and citizens whose goal is to improve services (e.g., housing, education, mental health, independent living, higher education, and employment) for current and former foster youth.

Glenn County Office of Education

Independent Living Program Team Approach: The Glenn County Office of Education (GCOE) FYS Program participates as a collaborative member of the

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Independent Living Program (ILP) team with the social services ILP coordinator, WorkAbility, and a representative from the Workforce Investment Act (WIA) of 1998. **Emancipation Conferencing:** The GCOE FYS Program participates in emancipation conferencing for foster youth in their senior year of high school. The emancipation meetings are youth-led and provide an opportunity for youth to discuss their feelings about what will happen after their emancipation hearing. Other members of the emancipation conference team include foster parents, relatives, or adults who may be support persons for the youth; a WIA representative; and social workers. The team develops a plan to ensure that foster youth have a support system in place when they leave the foster care system. The plan includes strategies to address living arrangements, continuing or higher education, career plans, adult connections, and the building of a support network.

Youth Transition Action Team: The Youth Transition Action Team (YTAT) applies the "All Youth-One System" principles of providing an integrated set of services across systems that include four core elements: academic excellence, career preparation, youth development and support, and youth leadership. The team consists of foster parents, community members, and representatives of WIA, law enforcement, the probation department, the board of supervisors, the ILP, child welfare, community colleges, mental health, California Youth Connection, former foster youth, GCOE FYS, WorkAbility, and youth employment services. The YTAT meets monthly and focuses on successful transitions for foster youth. The YTAT is developing a mentoring program to provide every foster youth in the county with a supportive, caring, and consistently available adult.

Lake County Office of Education

All Youth-One System: This model used by the Lake County Office of Education (LCOE) FYS Program promotes effective transitions for foster youth in Lake County. This model uses a four-pronged approach:

1. Youth development is addressed through such activities as "Independent City," in which the LCOE FYS Program participates each year in partnership with Child Protective Services. In addition, FYS offers a curriculum called "Personal Development for Teens" which focuses on supporting resiliency factors that make youth successful.

2. Youth leadership is addressed by connecting youth to "Leadership Summits" and other opportunities for students to develop and showcase their leadership skills.

3. Academic excellence begins the moment a foster youth enters care through the services coordinated by the FYS Program. During the summer between the eighth and ninth grades, FYS assists the youth in developing an

academic plan, helping to ensure that every foster youth is given the opportunity to earn a diploma and to stay in a stable school placement. Follow-up meetings are conducted to address barriers, assess how the plan is working, and revise the plan as necessary.

4. Career preparation is addressed through an extensive process of assessment; referral to such partners as WIA and Transition Partnership Programs for job development and career placement; and exploration of trade schools and colleges. Independent living and related skills necessary for employment are addressed through "Life on my Own," a program developed in collaboration with Child Protective Services. This program is offered to foster youth in high schools. Youth are also connected to regional occupational programs and community college classes that align with their career goals.

Mount Diablo Unified School District

Fostering Readers Project: Fostering Readers is a new project developed by a collaborative partnership composed of the Mount Diablo Unified School District (USD), the West Contra Costa County USD, the Contra Costa County Department of Social Services, the Contra Costa COE, and the Independent Living Skills Program. Fostering Readers aims to improve the reading skills of foster youth in Contra Costa County by at least one grade level. The goal is that if a child remains in the county for the duration of the school year and receives tutoring from the beginning of the school year, she or he will advance two levels. The project utilizes AmeriCorps members to provide remediation (tutoring) to promote literacy among the county's foster youth.

Placer County Office of Education

Kaleidoscope of Employment for Youth Success: Kaleidoscope of Employment for Youth Success (KEYS) is a collaborative effort between the Placer County Office of Education (PCOE) FYS Program, Pride Industries, and the California Department of Rehabilitation. The KEYS provides employment services to sixteen- through nineteen-year-old foster youth who face significant barriers to employment and are in out-of-home placement.

Employment services include enhanced skills development in the following areas: comprehensive vocational assessment, paid community work experience, job placement, job search techniques, job specific tours, linkage to community resources, résumé writing, interviewing techniques, money management, peer support, and job retention. Youth have an opportunity to be placed in an External

Situational Assessment, a five- to ten-day paid community-based work experience in an identified area of interest.

Supplemental Instruction in the Arts, Humanities, and Language Arts: Supplemental educational activities and programs are provided for foster youth in out-of-home care to ensure that they have the same well-rounded educational experiences as do their peers who live in more stable environments. Involvement in performing arts stimulates the brain in many ways and contributes to learning by improving a student's self-discipline, attention, emotional expression, creativity, interpersonal relationships, overall well-being, ability to memorize, and ability to handle stress. Over the past year and a half, the PCOE FYS Program has provided supplemental instruction and activities in the following areas: wildlife animal art lessons, stained glass workshop, film and theatre experiences, summer day camp experiences through the Roseville Science and Technology Access Center, drum making, and guitar lessons. In coordination with local music studios and instructors, the PCOE FYS has provided 25 foster youth with guitar lessons, supplying each youth with a new guitar, guitar case, and instruction book.

San Diego County Office of Education

College Connection: College Connection is composed of a FYS College Connection Advisory Council, with representatives from community colleges, universities, health and human services agencies, community service agencies, and others working together to create a seamless approach to increasing awareness of available opportunities to further education for foster youth. This program provides opportunities for foster youth to experience college and university campuses through College Connection Day events designed to optimize real-life higher education experiences. A typical event involves upward of 75 foster youth who spend a day on a college campus. Students may simulate applying to the college, registering for classes, attending mock classes, or participating in a variety of other activities. To date, nine College Connection events have been hosted by six campuses in San Diego County. Three events are scheduled in spring 2012, and two new partner universities are joining the program.

Tutor Connection: Tutor Connection is a unique collaboration between the San Diego County Office of Education (SDCOE) FYS Program, Casey Family Programs, the California State University San Marcos (CSUSM), San Diego County Health and Human Services, and Child Welfare Services. Casey Family Programs provides a standard curriculum to future teachers enrolled in the prerequisite course, Pluralism in Schools, within the College of Education at CSUSM. In turn, the future teachers provide one-on-one tutoring to youth in foster care as a community service learning project. More than 675 future teachers have participated in the program to date. More than 800 foster youth have received tutoring services through this program and have demonstrated academic growth in as little as 12

weeks. The SDCOE FYS Program serves as a referral source to the Tutor Connection, acts as an intermediary to ensure that substitute caregivers allow for service provision, provides a curriculum to CSUSM students that is specific to foster youth legislation and mandates, and plans to replicate the Tutor Connection model at another university in San Diego County.

Tulare County Office of Education

Tulare County Permanency Team: The Tulare County Permanency Team has been in operation since December 2004. It includes a coalition of agencies and nonprofit organizations focused on improving services provided to Tulare County foster youth to support them in achieving permanency following emancipation. Critical issues identified by the team include living skills development, transitional housing, regard for foster children as valued assets, mentoring, and promotion of foster youth's awareness of their rights. Members of the team include representatives from the Tulare County Office of Education FYS Program; Court Appointed Special Advocates of Tulare County; College of the Sequoias; Foster Care and Kinship Education Community; Community Services and Employment Training, Inc.; juvenile court attorneys in private practice; Tulare County Child Welfare Services/Independent Living Program; Tulare County Foster Youth Advisory Council, Tulare County Housing Authority; Tulare County Juvenile Court; Tulare County Probation Department; Tulare County Public Defender (Juvenile Division); and Youth Development Zone.

Foster Youth Services Program Sites

Core District Program Sites

Elk Grove Unified School District
Mount Diablo Unified School District
Paramount Unified School District

Placer/Nevada County Offices of Education
Sacramento City Unified School District
San Juan Unified School District

Countywide Program Sites

Alameda County Office of Education
Alpine County Office of Education
Amador County Office of Education
Butte County Office of Education
Calaveras County Office of Education
Colusa County Office of Education
Contra Costa County Office of Education
Del Norte County Office of Education
El Dorado County Office of Education
Fresno County Office of Education
Glenn County Office of Education
Humboldt County Office of Education
Imperial County Office of Education
Inyo County Office of Education
Kern County Office of Education
Kings County Office of Education
Lake County Office of Education
Lassen County Office of Education
Los Angeles County Office of Education
Madera County Office of Education
Marin County Office of Education
Mariposa County Office of Education
Mendocino County Office of Education
Merced County Office of Education
Modoc County Office of Education
Mono County Office of Education
Monterey County Office of Education
Napa County Office of Education
Nevada County Office of Education

Orange County Office of Education
Placer County Office of Education
Plumas County Office of Education
Riverside County Office of Education
Sacramento County Office of Education
San Benito County Office of Education
San Bernardino County Office of Education
San Diego County Office of Education
San Francisco County Office of Education
San Joaquin County Office of Education
San Luis Obispo County Office of Education
San Mateo County Office of Education
Santa Barbara County Office of Education
Santa Clara County Office of Education
Santa Cruz County Office of Education
Shasta County Office of Education
Sierra County Office of Education
Siskiyou County Office of Education
Solano County Office of Education
Sonoma County Office of Education
Stanislaus County Office of Education
Sutter County Office of Education
Tehama County Office of Education
Trinity County Office of Education
Tulare County Office of Education
Ventura County Office of Education
Yolo County Office of Education
Yuba County Office of Education

Foster Youth Services Program Sites

Juvenile Detention Program Sites

Alameda County Office of Education
Butte County Office of Education
Colusa County Office of Education
Contra Costa County Office of Education
Del Norte County Office of Education
Fresno County Office of Education
Glenn County Office of Education
Inyo County Office of Education
Lake County Office of Education
Los Angeles County Office of Education
Madera County Office of Education
Monterey County Office of Education
Orange County Office of Education
Placer County Office of Education

Riverside County Office of Education
Sacramento County Office of Education
San Benito County Office of Education
San Bernardino County Office of Education
San Diego County Office of Education
San Francisco County Office of Education
San Luis Obispo County Office of Education
Santa Barbara County Office of Education
Santa Clara County Office of Education
Siskiyou County Office of Education
Stanislaus County Office of Education
Tehama County Office of Education
Trinity County Office of Education
Ventura County Office of Education