

HOUSE COMMITTEE ON CHILDREN AND FAMILIES

January 29, 1993  
- 12

Hearing Room F 1:30 p.m.

Tapes 11

MEMBERS PRESENT: Rep. John Meek, Chair Rep. Lisa Naito,  
Vice-Chair Rep. Ron Adams (Alternate) Rep. Patti Milne Rep. Gail Shibley

STAFF PRESENT: Annette Price, Committee Administrator Edward C.  
Klein, Committee Assistant

INFORMATIONAL MEETING: Overview of Children's Services  
Division

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These minutes contain materials which paraphrase and/or summarize statements made during this session. Only text enclosed in quotation marks report a speaker's exact words. For complete contents of the proceedings, please refer to the tapes. [--- Unable To Translate Graphic ---]

TAPE 11, SIDE A

003 CHAIRMAN MEEK: Calls the committee to order at 1:30 p.m.

ROLL CALL: PRESENT: Rep. Adams, Rep. Milne, Rep. Naito, Chairman  
Meek ABSENT: Rep. Shibley

CHAIRMAN MEEK: Discusses Committee business. -He discusses the Washington County Field Trip (EXHIBIT A).

Rep. Shibley enters at 1:36.

OVERVIEW OF CHILDREN'S SERVICES DIVISION -- EXHIBIT

Witnesses: Bill Carey, Bill Carey, Administrator, Children's Services Division (CSD) Benjamin de Hann, Deputy Administrator

048 BILL CAREY: Discusses the mission of CSD. -He discusses Juvenile Corrections. -He refers to a chart which illustrates the number of juveniles in closed custody. -He discusses the closed custody cap of 513.

093 CHAIRMAN MEEK: Would you comment on removing the cap?

CAREY: There has been a bill introduced to take the lid off of the cap. -The Governor's Recommended Budget still supports the 513 closed custody beds during 1993-1995. -We will continue to operate with the cap this biennium. -We will have difficulty, and will probably move some kids who aren't ready to go. -Our county partnerships are still strong. -He describes the additional public safety reserve beds, which don't count against the cap. -We don't think adding beds is the answer. As we plan for 1995-1997, we will probably suggest that we look at community

providers and juvenile

departments around the state in some sort of creative relationship. -At this time we haven't done that homework with our partners. -He discusses the county partnerships. -He discusses how they split the budget between both their missions. -He discusses McClaren and Hillcrest. -We know how many kids have been through the sex offender programs, how many have been back to the communities, how many have been revoked, how many have committed new sex crimes. -We recently took a look at the adult system to see how many of our juvenile sex offenders are in adult corrections. -He discusses the four camps they operate. -We'd like to see Juvenile Corrections regionalized over the next 10 years -He discusses HB 3438 (1991), and the Multnomah, Lane, and Josephine County pilot programs. -He discusses some of the counties that are interested in the regional

approach. -He discusses the reduction of 17 positions in the mandated budget. -He elaborates on the budget. -The policy issues in Juvenile Corrections are: -1. We have a hardening population. -2. There's no flexibility under the cap. -3. The strain on community partnerships to maintain the system is excessive. -4. Services to young women. -There has been a loss of capacity at Hillcrest for young women. -Young men present more of a safety issue to their communities. -Young women have personal safety issues that aren't met; they are more of a danger to themselves than they are to the community.

281 REP. MILNE: You discussed the proposed beer and wine tax to fund drug-alcohol programs. Are the drug and alcohol programs at McClaren and Hillcrest now being funded out of the General Fund?

CAREY: Correct. He responds.

299 REP. MILNE: Do you have any short-term or long-term plans for the young women who have been displaced, because the room is needed for males?

CAREY: We don't have a plan. -We put in a young women's transition plan at Hillcrest. -It's a partnership with private providers to help transition young women into community-based programs. REP. MILNE: Is concerned because young women are not getting any kind

of service.

CAREY: That's one of the major issues affecting children and families in the state. He has nothing in his budget to help that.

344 REP. SHIBLEY: Could you give us an overview of the impact of reducing Level 7 children on achieving benchmarks? -How does CSD's service provisions interface with the outcomes set up by the benchmarks?

CAREY: We've built our packages towards benchmarks. -There are performance measures on all parts of our budget. -He is not sure if they have an assessment on the impact of not serving Level 7 children. -Nothing positive could happen by cutting services to Level 7 kids.

377 REP. SHIBLEY: What about basic health and school work for children in the institutions? -How are these benchmarks achieved in the institutions?

CAREY: Responds. -The number of handicapped learners in the system is

extremely high.

REP. SHIBLEY: Is there a preponderance of learning disabilities?

407 CAREY: All combinations of disabilities. -We have programs geared to meet the needs of those young people. -In McClaren and Hillcrest, 213 out of 350 students are handicapped learners. -We're moving towards the benchmarks in the institutions, but he's not

sure how well we do when we transition kids back to the community.

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018 REP. SHIBLEY: It seems unjust that an individual in our society has no access to health care, housing or other basics in every day life, until they are placed in a state institution. -She doesn't fault the institutions. It is a fault of our society.

034 CAREY: In order to impact delinquency you have to impact child abuse. -He presents some statistics on abuse and neglect.

056 REP. ADAMS: The kids you have do not necessarily have learning disabilities, but are behind some how; they come from abusive backgrounds. -The mosaic we keep creating goes way back to prenatal and parenting skills, etc. -We need to be able to make sense of the issues and attempt to prioritize the expenditures. -We seem to prioritize the problems. -He doesn't like the conclusion of abandoning the 14 to 18 year olds and get to the prenatal, but in the real world we have to have early intervention in order to solve the problems of the 14 to 18 year olds. -Do you have any answers.

086 CAREY: A major part of our child welfare budget is prioritizing some

kids out of service in order to serve some kids that have been severely damaged. -It doesn't go as far as your suggesting. -If he had another dollar to spend, it would be on prevention. -CSD is prioritizing towards younger kids. -There are a lot of serious policy issues involved in prioritizing.

110 REP. ADAMS: He wasn't suggesting we abandon those kids, he was weighing.

CAREY: We've gone through that kind of weighing and it's lousy social policy.

REP. ADAMS: Are those actual numbers on the first chart?

CAREY: Yes.

REP. ADAMS: It doesn't look like the totals are much higher than they were in 1985.

CAREY: Exactly. The system is capped at the same number. -It's managing a capped resource, which is serving more and more dangerous individuals. -He gives the statistical breakdown of the handicapped children in the

system.

139 REP. NAITO: If we take more away from the women's programs, we're going to have more and more babies. -One of the problems is the complexity of these issues.

148 REP. SHIBLEY: Believes the statistics mirror the percentages in the adult institutions.

159 CAREY: He discusses the program for pregnant women operated by Ecumenical Ministries in Portland. -This is a program that has a tremendous payoff. -He discusses Child Welfare. -The trend is on more contracting of services. -You'll find stronger local partnerships. -We've broken our budget down to the local branches. -There will be more accountability for casework decisions. -You'll see greater teamwork with our foster parents. -We're trying to reduce the number of paperwork by using PCs. -He discusses the major Child Welfare programs. -We've divided in-home and out-of-home services. -He refers to page 59, DHR, 1993-95 Governor's Budget (See EXHIBIT A, 1-27-93). -He discusses recent studies of CSD and some of the results of those studies. -He returns to the chart on page 59 of the budget document. -He refers to page 60. -He refers to CSD, Child Welfare Services 1991-93 estimated (EXHIBIT B).

294 CHAIRMAN MEEK: Are the 1 - 7 numbers part of the 1991 prioritization?

CAREY: Yes. That was based on risk assessment and we're trying to be more descriptive in this presentation. -This is the alternative we came up with in order to operate a budget within the resource level we have. -He discusses the extensive community process they went through while they built their budget.

325 REP. SHIBLEY: Presents a hypothetical profile. -Where would that woman fit on your scale?

CAREY: Believes it would be Level 6.

349 REP. SHIBLEY: She discusses a pregnant, homeless 14 year-old, who claims she was let go in downtown Portland by a CSD worker. -What's it take to get the resources to help someone other than a Level 7?

380 BENJAMIN de HANN, Deputy Administrator: There are many children like

the one you describe. -We used to place children in the downtown Portland shelter, which may

be what she is referring to. -You can give me more specifics.

REP. SHIBLEY: She only wants to bring this up as a profile of an important issue.

de HANN: In this prioritization there will be a number of older age children--a significant number who will be girls--who won't receive services. -This is not a policy we advocate, but one of the necessary actions we

have to take.

CAREY: Between 25% and 40% of the Level 7 kids not served will be young women.

416 REP. NAITO: Are the Level 7 kids getting anything right now?

CAREY: Responds. -CSD has a statute which gives courts wide latitude on who can be placed with CSD.

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017 CHAIRMAN MEEK: The comment has been made that a disproportionate number of Level 7 girls are not being served. -He wants to make this clear for the record.

024 CAREY: Between 25% and 40% of the Level 7 kids will be young women. -In the rest of our purchase care system, about 25% of our beds are for young women. -He thinks a disproportionate number of young women will be affected in this cut.

029 CHAIRMAN MEEK: Does that percentage continue as we move up to Levels 3 to 1? -Is treatment given equally to boys and girls in Levels 1 through 4? -He keeps hearing more girls aren't being served. That's not by choice, that's by vulnerability risk.

043 de HANN: Generally, as you move down the vulnerability scale, the children in the categories above are weeded out. -You'll find that Level 7 is largely comprised of conduct disordered children. -Boys' anti-social behavior is more overt and aggressive and the get adjudicated more frequently. -Level 7 doesn't include any adjudicated children. Girls are less frequently adjudicated and would not appear in any of the higher priorities. -There are upper levels, which include a higher representation of females in the sex abuse victim category. -It's the nature of the groups of children that drive the gender differences.

057 REP. NAITO: What we're saying is a 15 year old girl who slits her wrists won't get any help, but if she shoplifts, she'll move to another level and be served by the system.

CAREY: She'd fall into Juvenile Corrections and can then access resources. -The women who won't get served are the chronic runners, the drug infected young women that refuse to be controlled. -A lot of kids don't commit delinquent acts, but are still a danger to

themselves. -A girl that attempts suicide will get service in the mental health system.

084 REP. NAITO: Referred to the Children's Care Team case study process. -She got the impression that there wouldn't be help for women of this nature.

de HANN: You could get that reaction in certain parts of the state. -We believe that every child on this list should be served. -This paper (EXHIBIT B) should not be taken as a diagnostic tool; this

is for purposes of discussion. -We've found tremendous variation throughout the state. -It's important to understand that 60% of our workload is in Levels 1 through 3. -Eighty percent of the children we serve are committed to us by the courts.

112 CAREY: We wouldn't serve a child who comes to us voluntarily.

117 CHAIRMAN MEEK: This is an important discussion in terms of what we'll be dealing with in the upcoming weeks.

130 CAREY: He discusses the allocation process they've just completed to

reshuffle staff throughout the state. -There will be a loss of casework capacity in many more communities than there will be capacity added.

163 de HANN: The reason this is such an important issue is that given infinite need and finite resources, the number of caseworkers in a given location defines what level of service exists in that community. -This is a painful, but rational transition.

173 REP. SHIBLEY: Would it be useful to break out some of these numbers by county to give us an idea where your services are provided?

178 de HANN: Believes we already have that information available; if we don't, we can get it for you.

CAREY: We just completed a study in every county to help us decide where the most serious cases were.

184 CHAIRMAN MEEK: You can get that information to the committee staff.

de HANN: You are interested in the distribution of clients by level system by county?

REP. SHIBLEY: Yes.

190 CAREY: He discusses changing child welfare services in the state. -He describes the Family Unity Model. -We're refocusing our services on the front end to try to keep as many

children in their homes as safely as possible. -Oregon is one of four or five states that is not showing a growth pattern in foster care. -We're building our systems to keep careful track so we know how efficient and effective we are in our number one mission of protecting

children, but also of supporting families. -He describes other components of their staff reorganization.

273 CHAIRMAN MEEK: How far down the matrix are you talking about?

CAREY: Down through Level 6. -He continues describing staff reorganization. -He describes the flexible services they've added for Levels 5 and 6. -He discusses outcomes for Foster Care.

348 REP. SHIBLEY: Thanks him for his commitment for getting all kinds of

Oregonians to become foster parents. -What is the rate of reimbursement for foster parents and is there any

federal funds that can be leveraged?

363 CAREY: Responds. -About 40% of the children in foster care have special rates, which buys specific services. -He discusses federal funding for foster care.

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009 CHAIRMAN MEEK: Who applies for the federal dollars?

CAREY: That happens through a centralized budget system.

019 REP. SHIBLEY: Have you begun to discuss any changes to see if the average length of stay for out-of-home placements is appropriate?

031 CAREY: Rep. Shibley is referring to the fact that 60% of the children that come into foster care go home in the first two months. -We think we'll be able to reduce some of those placements with the Family Unity Model.

039 CHAIRMAN MEEK: That's good to hear.

REP. SHIBLEY: Can't believe something will fundamentally change in 30 to 60 days to allow a child to go back to their home.

CAREY: This is the toughest work we can do. -We want to err on side of the children.

058 de HANN: Length of stay and removal rates tell only part of the story. -Re-abuse rates are as important as the threshold for removal. -We're tracking both of those.

065 REP. MILNE: What are your guidelines for referring cases to law enforcement? -We want to keep families together, but we want to keep the children safe.

075 CAREY: We invite police officers with us when we think there is a violation of the law. -The support from law enforcement has been excellent.

086 REP. MILNE: Relates a situation that she's been involved with in her

neighborhood. -How and where do you draw the line?

097 CAREY: You've documented the difficulty of this issue. -Many times we know a child might be in danger, but we can't do anything until there's some physical evidence that will stand up in a court hearing. -What makes the area of children's services so explosive is that we all have our own values for parenting and children. -Out-of-home is not the solution, the solution is changing the family situation for the child.

112 REP. MILNE: There would be a different solution if that boy were a neighbor or and not a brother.

123 REP. ADAMS: What is your supervisor to caseworker span of control and where are you headed?

CAREY: It's currently 1 supervisor to every 10+ caseworkers. -The Child Welfare League standard is 1:5. -He discusses span of control. -We're proposing 1:6 for the Child Welfare Services.

138 REP. ADAMS: We tend to smother some of the most qualified people with bureaucracy. It seems like so much of it is just to avoid

publicity. -Every business is hiring the best people they can, training them and then letting them do the best job they can. -Why are there these recommendations in regards to supervision?

160 CAREY: Responds. -If we don't make the best decisions we can we'll have children going into foster care that shouldn't.

175 CHAIRMAN MEEK: There were very strong recommendations in the report. -He thanks the presenters.

184 REP. SHIBLEY: Do you think it would be helpful for us to go into a particular community and watch CSD workers do their job?

CAREY: Would be pleased to set up an experience for you.

CHAIRMAN MEEK: That's available to any member of the committee. -He asks the committee members to get in touch with Mr. Carey.

206 CAREY: Can not recall a biennium where they have had so many changes. -He discusses the pilot project they have in Douglas County where they

are implementing all of the concepts found in their budget. -We have a management layoff policy based 90% on performance and 10% on seniority. -We expect our managers to hold our staff accountable.

CHAIRMAN MEEK: Asks if anyone else would like to testify.

235 ELLEN LOWE, Ecumenical Ministries of Oregon: Would like to present you with more information at another time.

246 REP. ADAMS: What's your state funding?

LOWE: Thinks it's 70%.

REP. ADAMS: What about your six months waiting list? -What happens to these mothers if they don't get into your program?

255 LOWE: Can't answer. -They go to other resources; often there's no resources. -One of our real concerns is transitional drug free housing, and then permanent housing, and making sure they have a similar kind of nurturing and care from the community after they leave our program.

269 REP. SHIBLEY: As successful and unassuming as this program is, it has not come about without significant controversy. -None of this would have happened without the work of the Ecumenical Ministries of Portland.

CHAIRMAN MEEK: Adjourns at 3:19 p.m.

Submitted by,

Reviewed by,

Edward C. Klein,

Annette Price, Committee Assistant  
Committee Administrator



EXHIBIT LOG:

A - Washington County Itinerary - Staff - 1 page B - Child Welfare Services 1991-93 estimated - Bill Carey - 1 page