

Site Visit Report: California Partners for Permanency (CAPP)

<https://www.childwelfare.gov/topics/management/funding/funding-sources/federal-funding/cb-funding/cbreports/PII>

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PII OVERVIEW

In 2010, the Children's Bureau within the Administration for Children and Families of the U.S. Department of Health and Human Services published a funding opportunity announcement (FOA) for the Initiative to Reduce Long-Term Foster Care titled "Initiative to Reduce Long-Term Foster Care." The purpose of the FOA was to fund demonstration projects that support the implementation and test the effectiveness of innovative intervention strategies to improve permanency outcomes of subgroups of children who have the most serious barriers to permanency. Although the reform efforts in the Adoption and Safe Families Act of 1997 focused on moving children and youth to permanent families more quickly while maintaining children's safety, many jurisdictions struggle with a growing population of children who are aging out of foster care. These projects were to address site-specific issues in order to help children leave foster care in fewer than 3 years. All of the applicants had to identify local barriers to permanent placement and implement innovative intervention strategies that mitigate or eliminate those barriers throughout the continuum of services. The cooperative agreements allowed flexibility in identification of the target population and the design of the interventions.

Innovative intervention strategies and program models included, but were not limited to, reducing the number of children who enter care; intervening with the families of children who typically remain in care for lengthy periods of time at the point of entry; implementing a targeted assessment of children and/or families to determine their strengths, challenges, trauma history, and individualized service needs; intervening with children who have already experienced long stays in foster care; revising practices that impact child and family well-being to expedite achievement of permanency; reducing the length of stay for the foster care population with Tribal heritage through State/Tribal collaboration; using innovative interventions for populations of children and youth who have long stays in foster care; recruiting foster homes in communities with the highest rate of removal; or any combination of the above services.

The cooperative agreements funded activities that included the planning necessary to develop effective intervention strategies; collaborative planning to leverage other Federal, State, and local investments of existing funding streams into effective permanency achievement programs and practices; the range of activities and services needed to develop, adopt, implement, assess, and sustain effective permanency achievement programs; the services that address barriers to children's placement with permanent families outside of the foster care system; active participation in rigorous site-specific and cross-site evaluations that include process/implementation, outcome, and cost study components; and dissemination of information about grantee experiences.

The Children's Bureau entered into cooperative agreements with six grantees from across the country including the California Department of Social Services (CDSS), which, for the purposes of this cooperative agreement, comprised of a partnership of State, local, and nonprofit agencies in the four pilot counties of Fresno, Humboldt, Los Angeles, and Santa Clara to reduce long-term foster care (LTFC) for African-American and American Indian youth.

SITE VISIT OVERVIEW

The site visit occurred on March 16, 2015, at the Glendora Regional Office in Los Angeles. During the site visit, a panel interview was conducted with the following participants:

- Jennifer Buchholz, CDSS CAPP project director
- Aprille Flint, CAPP core team (community engagement liaison, Child and Family Policy Institute of California)
- Crystal Luffberry, CAPP core team, (integration director, Child and Family Policy Institute of California)
- Vevila Hussey, CDSS CAPP consultant
- Erin Thuston, CDSS CAPP research analyst
- Angel Rodriguez, LA CAPP project manager
- Angela Parks-Pyles, LA Pomona regional administrator
- Diquitha Aubrey, LA Pomona coach developer
- LaTrina Draper, children's services administrator I
- Ebony Armstrong, LA community partner
- Teri Gillams, children's services administrator III

Virtual site visit calls were conducted on February 24 and May 26, 2016, with Humboldt and Fresno County team members.

Additional information for the site visit report was obtained from various documents required by and submitted to the Children's Bureau by CAPP.

PROJECT SUMMARY

CAPP is led by CDSS in partnership with counties, parents, youth, caregivers, communities, and Tribes. The goal for its 5 years of Federal funding is to improve permanency outcomes for all children and reduce disparities in permanency outcomes for African-American and American Indian children in or entering LTFC. CAPP developed and is implementing its Child and Family Practice Model (PM) that includes culturally sensitive engagement; empowerment of family, Tribal, and community networks; and use of culturally based healing practices and practice adaptations.

Target Population

The focus of CAPP is on *all children being served by the child welfare system* with a targeted effort to help children who are in care the longest and experience the worst outcomes. According to statewide data, these populations include African-American and American Indian children.

Barriers to Permanency

The longer that children stay in the foster care system, the more likely it is they will face negative outcomes. Statewide data illustrate the disproportionate impact and disparate outcomes experienced by African-American and American Indian children. In addition, child welfare systems are not organized to adequately understand the unique strengths and needs of these families and do not consistently partner with families, communities, and Tribes to meet the needs of their children. Culturally based supports and services may not exist in sufficient supply and too often are not valued where they do exist.

Theory of Change

CAPP is engaging in a rigorous multi-pronged approach to systems change that has the following features:

- Centers on community engagement and partnership at all levels, building relationships with community and Tribal partners in order to more effectively serve and support their children and families
- Seeks to understand and address institutional and structural racism and other contributors to poor outcomes for children and families involved in the child welfare system
- Brings together community and Tribal perspectives and formal system reviews for ongoing assessment of system barriers to improved outcomes and action planning
- Creates a PM with partners rooted in humility as well as sensitivity and responsiveness to culture to guide all levels of the organization and system
- Employs implementation science and actively involves community and Tribal partners in supporting implementation, maintaining that outcomes will improve when practices and systems become responsive to culture and to the current and historical trauma that disproportionately represented children and their families are likely to have experienced

Intervention

The CAPP PM is a guide for public agencies and their partners to follow in addressing disparities in outcomes and improving the lives of *all* children, youth, and families in the child welfare system.

The model includes four elements that must come together to be effective:

1. A theoretical framework that provides the foundation for the model
2. A set of guiding values and principles for all actions
3. A front line practice approach that informs and guides all interaction with children and families
4. The development of organizational and system capacity to support the changes that are sought through the model

Grant Partnership

The CAPP effort created the practice model in partnership with communities and Tribes to build on the strengths, needs, and traditions of the communities served.

Community and Tribal partners are represented through a variety of formal and informal entities and were identified by counties as reflective of the communities they serve. Existing partnerships included cultural and community leaders and representatives, local parent advocate groups, community based organizations and Tribal councils. In some instances, sites identified ways to provide stipends to reimburse partners for their participation in this effort, and some sites established contracts with community and/or Tribal partners to support their participation in training or coaching roles.

As the effort has evolved so have the roles of the partners. CAPP seeks meaningful involvement of partners and ensures they have concrete, visible roles as part of the linked teaming structures that attend to executive, cross-agency and day-to-day functions of implementation. In partnership with communities and Tribes the CAPP work has resulted in a number of successful strategies, including the establishment of advisory committees, implementation teams, and leadership teams that have provided the guidance for implementing and assessing fidelity to the practice model, addressing and overcoming barriers, and coaching techniques that support staff in the delivery of the model.

The CAPP effort recognizes the important role community and Tribal partners have in creating, implementing, and sustaining a comprehensive and culturally responsive model of practice. Agencies and community partners are committed to continuing their work together to create hospitable, collaborative environments that enable the contexts that are critical for Practice Model implementation.

CAPP Counties Implementation

The PM is being implemented and evaluated in four California Counties: Fresno, Humboldt, Los Angeles (Pomona and Wateridge offices), and Santa Clara.

These counties are establishing meaningful partnerships with community and Tribal partners and are utilizing a variety of tools and creative strategies as they implement the PM. In addition they have designed a Fidelity Assessment Protocol which incorporates agency and community perspectives to determine if the practice model is being practiced as intended.

Although all are implementing the practice model each county's progress is unique and they each engage in some site-specific activities that support implementation. All sites will continue to engage their local partners in meaningful dialogue and in the creation of resources and processes throughout the stages of implementation of the practice model and evolving processes, including training, coaching, fidelity assessments, evaluation, and decision-making.

Staffing

Initially, numerous counties that had strong leadership and a proven track record of moving innovative practices forward locally were identified as potential participants. Many counties registered interest and ultimately counties were selected that adequately represented the geographical and cultural diversity of the State.

Once counties were selected, CAPP project managers from each county and the State were tasked with participating in the development of the intervention and in coordinating the implementation at the local level. This included participating on statewide project management teams, engaging local community and Tribal partners in project leadership or advisory teams, and preparing and supporting partners' participation in cross-site forums to develop the practice model and fidelity assessment processes. Leaders in CAPP counties took on the added responsibility of tracking and supporting the effort from inside the organization and addressing barriers to implementation. Staff at all levels report the CAPP effort was transformative in their work and shifted their perspectives, practice, and approach to working with children and families.

CAPP INTERVENTION

CAPP has developed an intervention, the PM which is a comprehensive and culturally responsive approach to both practice and system level change. The PM is being implemented and evaluated in four California counties: Fresno, Humboldt, Los Angeles (Pomona and Wateridge offices), and Santa Clara. Implementation science is being used by CAPP in a focused effort to reduce LTFC. CAPP has worked with State, county, community, and Tribal partners to address both the intervention that is needed as well as the implementation drivers that are necessary for its consistent and effective use.

Theoretical Framework

The theoretical framework of the PM is a departure from a more traditional framework and builds on broader cultural experiences and beliefs about families, communities, and Tribes. While consistent with theories of family-centered practice and solution-based casework, the theoretical framework acknowledges the impact of broad social, racial, and historical factors in the lives of African-American and American Indian families and the need for partnerships with supportive communities and Tribes to understand and meet the needs of their children. CAPP believes we can most effectively address disparities in outcomes and thereby achieve positive permanency outcomes for all children when the following occur:

- Acknowledgment of the history of racism and discrimination in our community; recognize its impact on institutions, communities, Tribes, families, and children; and actively address one's own biased or inaccurate assumptions about race, class, or sexual orientation to create visible change in our behaviors and interactions
- Movement from a medical/professionally driven model of helping, to one that recognizes the parents, children, youth, families, Tribes, and communities as true partners in developing solutions
- Recognition of issues of social justice and the unequal distribution of power and resources as service delivery is planned

- Consistent and repeated partnerships with the child or youth, birth parents, and entire extended maternal and paternal family and support to communities and Tribes in solution- and outcome-focused planning and decision-making
- Engagement of the broader community and Tribes in problem posing and solving rather than attempting to fix all problems alone

Guiding Values and Principles for All Actions

Foremost in the PM is the notion that community partnering begins and ends with humility and that both culture and humility matter. CAPP believes that culture is a powerful force that runs deep and governs perceptions of self, relationships and the world around us. When people and systems acknowledge culture as a source of spiritual strength and a wellspring of creative problem-solving, healers, organizations, and systems have better tools to support safety and well-being and be responsive to the current and historical trauma that children, families, and communities have experienced. Understanding the power of culture forces us to go beyond traditional notions of race and ethnicity to encompass things like familial hierarchy, notions of modesty, definitions of family, attitudes toward children, and more. That understanding also helps to model up and down the organization, from leadership to front-line practitioner, the kind of humility that communities deserve. This is articulated in the following eight values of the PM model, which is available at

<http://www.cfpic.org/sites/default/files/CFPM%20COMPONENTS.pdf>:

- Power of family
- Healing
- Community and collaboration
- Honesty, transparency, and trust
- Safety
- Fairness and equity
- Empowerment
- Accountability and results

Each of these values has corresponding principles that serve as guidance for caseworkers and others regarding all of their interactions with children, families, and Tribal and community members.

Frontline Practice Approach

Acknowledging that existing frontline practice has been deficient at meeting the needs of disproportionately represented children and their families, CAPP sought to develop four essential practices (Exploration and Engagement, Power of Family, Circle of Support, and Healing Trauma) that addressed the systemic issues identified in child welfare.

Systemic Issues		PM: Frontline Practice Approach
<p>1. Weak and Insufficient Engagement Practices</p> <ul style="list-style-type: none"> • Social workers, lawyers, judges, and other practitioners are not effectively organized in ways that prioritize supports and enhance engagement and support of families, youth, and caregivers. • There are inadequate systems of accountability and support for a culturally sensitive, respectful, and strength-based approach with families. 	<p>L E A N I N</p>	<p>1. Exploration & Engagement</p> <p>Five practice behaviors that support effective <i>exploration and engagement</i> with families and involve skillful use of appreciative inquiry, honest and respectful interactions with families, and actively listening to and learning from families and communities so that their strengths, perspectives, and underlying needs become central in the work of child welfare agencies and partners.</p>
<p>2. Lack of Family Voice and Urgent Sustained Permanency Focus</p> <ul style="list-style-type: none"> • There are too few opportunities for family and youth voices in decision making and information from the family, their caregivers, and Tribes is limited or missing in assessments, reports, or other critical decision points. • Staff, resources, and partnerships are not organized to maximize opportunities for safe and timely permanency, resulting in an inadequate and irregular focus on permanency for children, particularly older youth. 	<p>L I F T U P</p>	<p>2. Power of Family</p> <p>Six practice behaviors that recognize and support the <i>power of family</i> and involve seeking out, strengthening, affirming and incorporating the voice of the child and family in all casework and documentation. The family is actively involved in assessing, finding solutions, planning, and decisions about their lives. There is linkage to and coordination with formal and informal advocates and peer supports (parent partners, attorneys, CASAs, community and Tribal representatives, cultural brokers, etc.)</p>
<p>3. Lack of Relevant, Timely, Well-Coordinated Services</p> <ul style="list-style-type: none"> • There is a lack of system coordination and meaningful involvement of families, communities, and Tribes to effectively identify and address underlying family needs. • There are poor systems of accountability to determine which services families that tracks progress and case plans adjusted/cases closed. 	<p>C O N N E C T</p>	<p>3. Circle of Support</p> <p>Seven practice behaviors that establish, bring together, and support a child and family team or <i>circle of support</i>. The team includes natural family and cultural/community supports and is facilitated by critical thinking and discussion about child safety, family and cultural strengths, underlying needs, and the roles team members will play over time—including after permanency—to ensure child safety and family support.</p>

<p>4. Lack of Accurate Understanding of Family Strengths and Needs</p> <ul style="list-style-type: none"> • Problematic administrative protocols and practices do not focus on strengths and underlying needs of families and casework tools and processes do not take into account personal histories of trauma, the trauma of child welfare interventions on parents and child and historical trauma. • Resources to support parents and caregivers in their ability to heal and raise children are inadequate. 	<p>C U L T U R E</p>	<p>4. Healing Trauma</p> <p>Five practice behaviors that focus on <i>healing trauma</i> and involve partnerships with families and their communities and Tribes to understand and meet the underlying needs of children and their families. These practices identify, advocate for, and support the use of culturally responsive, community-based supports and services that are sensitive to current and historical trauma, in order to address child safety, cultural relationships and health, wholeness, healing, recovery, and well-being of the child and family.</p>
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The frontline practice approach also includes eight core elements that are essential in interactions with children and families: inquiry; engagement; self-advocacy; advocacy; teaming; shared commitment and accountability; well-being partnerships; and recovery, safety and well-being. These are aligned with 23 practice behaviors. Practice behaviors are behaviorally specific actions for agency staff and partners to consistently and effectively use in their interactions with children and families. A practice model packet with the model's values, frontline practice approach, and 23 practice behaviors can be found in the CAPP Materials section of the project's website (www.reducefostercarenow.org).

Coaching to the PM helps the child welfare organization and its staff and partners to routinely and effectively utilize the model's core elements and 23 practice behaviors in various roles and situations. The coaching approach, called "coaching for competence," encourages observation, positive and constructive feedback, and self-reflection to assist staff to become confident and competent in using the PM in diverse cultures, contexts, and situations. It also provides staff with opportunities and support in exploring and finding their own answers to situations in which there is more than one possible solution. This type of coaching is core to the implementation of the PM and supporting consistent interactions with children, families, communities and Tribes—from service providers, social workers, and case aides to leadership and administration—that reflect high-fidelity use of the PM and an organizational culture of partnership, shared learning, and continuous improvement.

Development of Organizational and System Capacity

CAPP believes that leadership plays a central role in building organizational and system capacity. Leadership and "leaning in and staying in" are important components to ensure all parts of the organization and system are working in concert to support the necessary changes at both practice and system levels.

Adopting the PM as the central framework for local work with children and families lets professionals use their leadership skills to commit to the values, principles, and frontline practice approach in the model and translates this into action with staff, partners, youth families, communities, and Tribes. By using the following actions continuously, leaders communicate their commitment to the PM at all levels of the organization and system:

- **Lean in:** Listening with respect, engaging community and Tribal partners, and exploring for deeper understanding
- **Lift up:** Strengthening systems, affirming contributions and competency, and developing opportunities for meaningful involvement
- **Connect:** Organizing feedback loops with staff and partners, energizing teamwork by resourcing teams, and supporting team decisions
- **Culture:** Promoting healing relationships by creating opportunities to address injustices and supporting cultural sensitivities and the use of cultural practices and traditions

Ultimately, system and organization leaders play a critical role in developing and supporting an organizational culture of coaching, continuous learning and development. Thoughtful, flexible, and sustained leadership is an essential element of change and is key to ensuring success.

CAPP IMPLEMENTATION AND IMPLEMENTATION SCIENCE

PII Implementation Science and Evaluation

PII purposefully combines implementation science and rigorous evaluation. For more information about PII and its implementation process, visit Permanency Innovations Initiative (PII) Project Resources at <http://www.acf.hhs.gov/cb/resource/pii-project-resources> and PII Approach: Building Implementation and Evaluation Capacity in Child Welfare at <http://www.acf.hhs.gov/cb/resource/pii-approach> on the Children's Bureau website. For more information, visit the PII Training and Technical Assistance Project overview on the Children's Bureau website at <http://www.acf.hhs.gov/programs/cb/resource/ttap-pii-contractor-profile>.

CAPP and Implementation Science: Resources, Readiness, and Building Capacity

Implementation science is being used by CAPP in a focused effort to reduce LTFC. CAPP is working with State, county, community, and Tribal partners to address both the intervention that is needed as well as the implementation drivers that are necessary for its consistent and effective use.

CAPP is a top priority for all four counties, and existing county resources have been dedicated to project management, data collection and analysis, community outreach and engagement, and, ultimately, installation and implementation of the PM.

Training, usability testing, and installation of the PM was delivered in a phased rollout, leveraging existing training and coaching capacities of local sites and their local and regional training partners in order to ensure readiness for implementation.

CAPP recognizes that child and family practice will need to continually evolve to ensure that services are in line with the practice model and that organizations and systems will need to continue to build the capacity and internal structure to support those practices.

Community and Tribal partners continue to play meaningful roles in implementing the practice model they helped to create, such as coming together as trainers, coaches, and key advisors to local child welfare leadership to ensure cultural values and experiences are incorporated into practice and system changes. Consistent support and effective implementation of the model ensures that the implementation drivers are strong at the State, regional, and local levels. Activities to support the practice model in each implementation site are also being informed by local analyses that have identified organizational and system barriers that stand in the way of success.

Fidelity Assessments

The CAPP Fidelity Assessment Protocol was designed with community and Tribal partners to determine if the practice model is being practiced as intended. A fidelity assessment team, comprised of a community partner and a practice coach, directly observes staff interactions with a family and its circle of support during a team meeting. These observations help determine if the PM is being effectively and consistently implemented and resulting in the desired experiences. The process strengthens the organization's and system's ability to detect challenges and improve system supports and represents a shift in accountability as it seeks to understand the degree to which the system is supporting social workers to implement the practice and address barriers in their work with children and families. Fidelity assessment allows CAPP to undertake the following:

- Develop and refine the PM
- Ensure consistent use of core elements and practice behaviors
- Strengthen and align system resources
- Build skills to use the model effectively

CAPP fidelity assessment processes center on observation of a team meeting involving the family and its network of support. The observation occurs on a randomly selected case on a social worker's caseload at approximately 6 and 12 months after initial CAPP training and then annually. There is coordination with the social worker to identify an upcoming meeting on the selected case and to obtain the parent's permission for the observation to occur. If a parent does not agree to an observation, his/her decision for privacy is respected and another case is randomly selected.

The Fidelity Assessment Team includes two observers—an agency representative and a community partner—who observe the meeting and provide independent ratings for nine observation questions that align closely with the elements and behaviors in the practice model. Below is an example of an observation question and the associated scoring profile, which observers may use as a scaling guide. In addition, meeting participants are surveyed at the end of the meeting about the plan developed to support the family.

The information gleaned from the fidelity assessments assists with the following:

- Informing improvements to support coaching, training, and skill building
- Identifying necessary system changes to support the practice model at all levels
- Continually ensuring the practice model remains consistent and effective

The following is an example of an observation question and the associated scoring profile that is being tested and refined.

PROJECT HIGHLIGHTS

1. To what extent have you observed the family and its team discuss supporting and sustaining relationships with people the child has shared are important to him/her or that others are aware are important to the child?				
5	4	3	2	1
The family and team's discussion included planning and/or coordination of <i>specific</i> activities supporting MOST or ALL of the child or youth's important relationships, including MOST or ALL important relationships on <i>both</i> maternal and paternal sides of the family, if available.	The family and team's discussion included planning and/or coordination of <i>specific</i> activities supporting MANY of the child or youth's important relationships, including MANY relationships on <i>both</i> maternal and paternal sides of the family, if available.	The family and team's discussion considered SOME important relationships of the child/youth, including SOME relationships on <i>both</i> maternal and paternal sides of the family if available.	The family and team's discussion focused on VERY FEW important relationships OR discussion focused on supporting the child/youth's relationships on only <i>one</i> side of the family.	The family and team did NOT discuss important relationships of the child/youth OR the team was <i>discouraged</i> from discussing and/or supporting the child/youth's important relationships.
General Guidelines for Bold/Italicized Words:				
All/Always = 100% Most/Usually = 80-99% Many/Often = 50-79%				
Some/Somewhat/Sometimes =20-49% Very Few/Occasionally = 1-19% Not/Never/None = 0%				

Meaningful Partnerships and Cultural Responsiveness

The CAPP counties, as well as system and community partners, all recognize how vital ongoing, intentional, and systematic efforts at developing meaningful partnerships with communities and Tribes is to practice and system improvements. CAPP partners play a key role in presentations, conferences, and symposiums throughout the State and county, bringing unique cultural and community contributions and perspectives to guide child welfare agencies in the journey to improving outcomes. CAPP sites have broadened and deepened their engagement with communities and Tribes to develop more effective relationships, and partners are learning together from their shared successes as well as their challenges and setbacks. This deepening of local partnerships supports a more humble, inclusive, and transparent process of improving the system and frontline practice and is helping to embed partnership, culture, and humility into the everyday work of serving children and families.

The following are important steps when developing partnerships:

- Find space and time to come together and build relationships
- Understand and interpret local data together
- Establish shared goals and outcomes
- Explore system barriers to improve outcomes for local children and families
- Craft solutions and strategies together

Approaches, Tools and Strategies

Parent Partners and Cultural Brokers

Parent partner and cultural broker practices are used in several counties in California. In those jurisdictions, these practices have shown promise in improving engagement of parents in reunification services and in improving the provision of individualized community-based and culturally appropriate services and supports. These peer, cultural, and community advocacy services ensure the family's voice is heard and that collaborative decisions are based on family and community strengths. In addition, these practices promote family reunification and child well-being by drawing upon a wide range of culturally congruent resources.

These practices are designed to promote the following:

- Early inclusion of family, extended family, and Tribal representatives in a case to provide a greater opportunity to explore the use of relatives as a placement or permanency option for children
- Parental involvement, which is linked to quicker reunification and other forms of permanency
- Collaborative work between caseworkers, families/Tribes in order to better identify a family's unique needs and develop relevant and culturally appropriate service plans that address underlying needs, build on family/Tribal resources and strengths, and draw from cultural and community supports

Parent partner programs provide paraprofessionals who have similar experiences in life as the clients in order to serve as advocates; participate in teaming processes; and provide families involved in reunification services with information, support, and guidance as they negotiate the system. Similarly, cultural broker programs link families with a member of the community who is the same culture as the family or has extensive knowledge of the family's culture. They provide early engagement, advocate, help families navigate the child welfare system, and help the child welfare agency meet the specific needs of the family in culturally congruent ways. Although not called cultural brokers, child welfare professionals who are American Indians can represent the interests of the Tribe with whom the child is enrolled or eligible for enrollment (as outlined in the Indian Child Welfare Act) and advocate with the system to provide active efforts in services and supports for children and families. American Indian child welfare professionals share cultural parenting practices, history, and traditions; link with extended family and culturally responsive services and supports; and team to support, guide, and ensure children are safe and connected with their Tribe and community.

The following scenario helps illustrate how cultural and community perspectives assist CAPP practitioners to deepen their practice around issues of culture and trauma:

The social worker knocks on the family's door and has a cultural broker or community partner with her. The mother greets them at the door, having already told her son to quickly run out the back door and go to a nearby location and not return until the social worker is gone. The social worker's initial assessment is that the mother is avoiding them and putting her son at risk by sending him out the back door. The cultural/community partner then helps the worker consider that the mother may, in her view, be protecting her son from harm that the mother and others in her family and culture have experienced from involvement with the system in the past. This helps the social worker consider the mother's past experiences and trauma and thus changes how the social worker is engaging with and responding to the family. The social worker is now able to acknowledge the mother's desire to be protective of her son and is taking steps to explore with the mother past hurtful or harmful experiences and how they may be impacting the family now.

While strategies differ across CAPP sites for how to strengthen staff and system responsiveness to culture and trauma, all CAPP sites are actively engaged in this work. Several CAPP sites have parent partners, cultural brokers, and/or American Indian child welfare professionals who accompany the social worker and bring an alternative perspective.

Sustaining partnerships is central to the success of the project. CAPP believes that in order to do this effectively, partners must continually take the following steps:

- Deepen focus on partner relationships, slow down and reflect together, and recognize it may get worse before it gets better
- Take time to acknowledge and work through historical issues of anger and mistrust and consider how current system interactions may be contributing
- Recognize that problems are complex, the process is messy, and child welfare professionals and systems do not have all the answers (i.e., be humble, learn from others, and craft solutions together)
- Reaffirm the purpose of the partnership and what each partner can and is doing to reach shared goals and outcomes

Racial Impact Assessment Tool

To assist with assessment and accountability, CDSS has explored using a racial impact assessment (RIA) tool while building statewide infrastructure within the department in order to address disproportionality, disparity, and implicit bias. Using the RIA tool is an opportunity to make the presence of racism explicit and, by doing so, increases the awareness of decision-makers and their staff regarding the impact of potential bias in both policy and practice. Use of the RIA tool can increase the likelihood that new policies and practices can overcome implicit bias, systemic racism, and discrimination in the decision-making process.

The RIA seeks to add transparency to the scope and magnitude of the impact (either positive or negative) for the target population and/or unintended consequences for racial and ethnic populations and asks the user to consider whether the proposed policy, service, strategy, or recommendation could have a disproportionate or unique impact on culturally, linguistically, racially, and ethnically diverse populations and, if so, whether revisions are needed.

Community Engagement Toolkit

In addition to the practice and principles of CAPP living on in emerging initiatives in California, the effort is developing a Community Engagement Toolkit. The project is documenting resources, tools, and strategies that have helped CAPP sites deepen cultural humility, partner meaningfully with communities and Tribes in supporting the practice, and create a continuum of supports and services most relevant to the children and families being served. This toolkit will serve as an important foundation for the CAPP project manual and support replication of the practice model by other jurisdictions.

Commitment to Practice Model

System alignment and support of the PM means embedding active implementation and scaling functions within the organization. Leadership teams must be able to organize and energize teamwork at all levels and with external partners in order to effectively support implementation and sustain momentum. At varying points during implementation, sites have experienced critical incidents and organizational crises; responding in ways that are consistent with the values and principles of the PM has been critical.

Development of Leadership as Coaches

Sites work to develop their executive leaders and managers as coaches that effectively model the values and leadership behaviors in the PM and provide the needed implementation supports to staff. There is focused work with supervisory teams to build their capacity to support staff on issues of culture, humility, and healing. Supervisors are an important resource for providing ongoing coaching to their staff in using the 23 practice behaviors with children and families. Contracted cultural coaches have also proven to be an effective resource in several sites, helping staff and supervisors to identify tribally traditional supports and other culturally responsive services.

Partnership in Guiding Local Practice and System Changes

Partnerships with local communities and Tribes have been strengthened by intentional engagement where relationships develop first with common agreements on how to work together. Partners work together to guide local practice and system changes in the following ways:

- Reviewing and analyzing local systems to identify barriers to improved outcomes for children and families
- Planning to address system barriers
- Establishing pathways to culturally relevant supports and services
- Supporting implementation of a practice model that is culturally responsive and sensitive to trauma

- Implementing activities that promote system change and alignment to support full and effective use of the practice by all partners

SITE SPECIFIC CAPP ACTIVITIES

All of the CAPP sites have continued to make progress with implementation, system alignment, and sustainability of the PM. Factors that affect the numbers of children and youth being served by the PM have fluctuated over time due to staffing turnover and transitions in each CAPP site. Given these dynamics, the project defines a site to be fully "rolled-out" when at least 85 percent of case-carrying social workers in the site had been trained in the PM. Youth in foster care being served by CAPP-trained workers are likely to include youth over 18 who are receiving extended foster care services.

Fresno County CAPP

Fresno County completed the rollout of the PM to all case carrying staff in the summer of 2013 and fidelity assessments have been ongoing since early 2014. Prior to the development of the PM, the site completed an institutional analysis and established local partnerships with key advisers in its African-American community. Since then, the site has been strengthening partnerships with Tribes in order to address system barriers and improve outcomes.

Fresno County has created a small sustainable team of local trainers and coaches who are strengthening the coaching competency of local supervisors and managers and providing ongoing system coaching and support. In addition, active system alignment activities—including the development and implementation of a local model of parent/child visitation—are strengthening responsiveness to trauma.

The sustainability of the PM remains a priority and is a central element in the county child welfare services strategic plan. Communication and feedback loops with staff, coaches, and community partners are embedded in the organization's leadership team meetings and are integrated through ongoing review of data and continuous quality improvement processes to ensure success.

Humboldt County CAPP

Humboldt County completed the full rollout of the PM in January 2016 and is working closely with the local mental health agency to embed the PM as the central model of practice for children and families being served within those systems.

Early in PM implementation, the county developed a Tribal advisory group that partnered to develop the local approach to PM training and coaching and continues to actively partner with local leadership to design and guide local practice and system changes. Currently, a small team of practice and cultural coaches are providing ongoing system coaching, coaching staff in a culturally responsive approach to the practice. The team also is building the capacity of supervisors and managers to provide ongoing coaching to staff in how to use the practice model in a culturally sensitive manner with local children and families.

In partnership with the Tribal advisory group and NICWA, a local system review is being completed to assess local strengths and barriers to serving American Indian and Alaska Native children and families. A team of strong adaptive leaders and managers committed to the PM is actively addressing system alignment and organizational capacity to support and sustain the practice.

Los Angeles County CAPP

As of fall 2014, Los Angeles County fully rolled out the practice model in both the Pomona and Wateridge offices. Community partners have provided guidance to the process and the evolution of implementation. Currently, there is a director's council of community partners working on organizational alignment. In addition, there is a Parents in Partnership program, as well as a cultural broker program, that is providing additional community-based perspectives and support for the practice.

Coaching has evolved over time and is a system-wide priority for implementing the practice. Coaching capacity has increased by moving team decision-making facilitators into coach facilitator positions, and there are coach developers for every office.

Implementation teams are working actively in the Pomona and Wateridge offices to support and sustain the practice. In addition, a central implementation team has been developed at the department level to support the spread of the practice.

Unique to Los Angeles County is the existence of RISE, another PII-supported practice developed to improve permanency outcomes for lesbian, gay, bisexual, transgender, and questioning youth in foster care. Currently, there are targeted and strategic efforts to integrate the RISE work with the CAPP practice model work to create a uniform service delivery model for all Los Angeles County offices.

Santa Clara County CAPP

Santa Clara County completed the rollout of the PM to all case-carrying staff in April 2014. Fidelity assessments are ongoing, and data from these assessments combined with other training, coaching, and survey data inform continuous learning and improvement efforts.

The county has developed strong implementation partnerships with its African-American community and has recently expanded to include its Latino community as well. Community partners are active participants in the ongoing implementation of the PM with regular opportunities to provide insight and guidance.

Intensive leadership and implementation team work has enhanced organizational capacity to coordinate, support, and sustain the practice and related implementation functions and drivers. The coaching service delivery plan that was developed reflects their commitment to coaching at all levels of the organization. External coaches are building the capacity of supervisors and managers so they can implement the plan and sustain coaching.

County leadership is leveraging local capacity to support PM implementation in their title IV-E waiver work and thereby strengthening sustainability of the PM going forward.

LESSONS LEARNED

CAPP has learned how actively involved community partnerships can elevate both practice and implementation and influence and illuminate the pathway as partners work together to address system barriers and improve the lives and outcomes of children and families. The project has learned how organizational capacity is a key factor in supporting and sustaining implementation and how important of a role implementation supports play in providing ongoing assistance in addressing the challenges and barriers inherent in the implementation of a practice model. CAPP's journey with partners has created a deep understanding of the critical role Tribal and community partners play in sustaining change and of the need for systems to attend to culture and trauma in ways that are respectful and responsive.

True, authentic, and transparent community partner relationships have played a significant role in changing community perceptions about the vision, mission, desired outcomes, and spirit of family-centered social work practice that is at the heart of the child welfare system. Where the public has generally not been fully aware of the inner workings of the system and has lacked clear understanding of some of child welfare's unique practice and service delivery challenges, the actively involved community partnerships in CAPP sites have created a rich opportunity for communities and Tribes to actually be involved in the work, such as teaming to provide training, coaching, assessing fidelity, and reviewing and interpreting data for improvement. This has greatly increased system transparency and accountability, providing partners with a much clearer and more realistic picture of the child welfare system in action. Many community partners have entered into partner relationships with the system being hesitant to trust that anything about the interaction would yield a positive result. However, those partners are now presenting as some of the system's biggest advocates and supporters in the challenging work of serving children and families in crisis. The transformative nature of these community partnerships on both child welfare practice and systems has made a deep impact.

Challenges around organizational capacity, worker turnover, and sustainability remain common and are actively discussed with internal and external partners.

Current policy and practice reforms have created opportunities for integration of key elements of the PM.

Community and Tribal Partnerships

CAPP staff believe external perspectives and pressures are necessary for systems to effectively attend to culture and trauma. Community and Tribal partners and cultural representatives play essential roles in the following:

- Ensuring the system becomes aware of and more sensitively interprets the cultural values and traditions of families being served as strengths
- Ensuring access to and supported use of well-being and healing practices that are relevant and meaningful to the family and its culture

While CAPP has found strategies like these to be important in improving responsiveness to culture and trauma, it has also found that public child welfare systems often need to develop or adapt internal business processes and fiscal mechanisms to actually provide some of the more culturally responsive supports that are needed to heal.

Organizational Capacity

CAPP acknowledges that even when an intervention is well-operationalized, supporting systemwide implementation of the intervention across jurisdictions or offices involves working with different organizational structures, leadership capacities, and implementation strengths and resources.

Given the system alignment and continuum of culturally responsive and trauma-informed services required for effective implementation of the clear and strategic system change activities by agency leaders is critical. However, even with strong leadership and commitment to the issues, there have been many factors that have significantly impacted the local implementation, capacity, and timelines of the CAPP sites. Some of these factors include agency budgets, caseloads, staff turnover, the local economy, and the availability and accessibility of community supports.

CAPP has learned that child welfare systems need sufficient, stable staffing resources to train, coach, and effectively deliver evidence-based or informed practices in order for those practices to take root and positively impact child and family outcomes.

Implementation Supports

Implementation-focused technical assistance (TA) that has assisted leadership teams to understand and apply implementation science has been very important in adaptively responding to challenges and barriers encountered in the implementation of the PM. Technical assistance and support has been extremely valuable in building the capacity of leadership teams; however, it cannot fill the resource gap of a dedicated implementation team to handle all of the day-to-day functions of PM implementation.

Although evidence supports the use of implementation teams linked with local leadership teams, the reality is that these implementation supports and structures will only happen in systems that are adequately resourced. Federal efforts to ensure child welfare has the resources and infrastructure for implementation teams, coaching, and fidelity assessment are critical if the teams are to support and sustain evidence-based or informed interventions in public child welfare systems.

In summary, it is the blend of external perspective and pressure by cultural and community partners along with strong proactive leadership, resourcing of implementation teams, and facilitative administration within the organization that has been found to be the necessary ingredients in ensuring that the most effective and culturally relevant supports and services are consistently identified and provided to each child and family being served.

Sustainability

Ongoing development and broadened engagement of community, system, and implementation partnerships has truly become a cornerstone of the CAPP project. The CAPP sites have used every opportunity to convey to the field how important these partnerships are in implementing effective sustainable practice and system changes to improve outcomes in the field of child welfare. Ongoing sustainability strategies include the following:

- Advisory committees and other listening circles that help to guide local system change and alignment
- Involvement of partners in the creation and delivery of CAPP-related trainings
- Practice and cultural coaching to staff, supervisors, and leadership that is aimed at fidelity to the 23 practice behaviors and at sensitizing the workforce and system to the experiences and underlying needs of the children, families, and communities served
- Fidelity assessment observer teams, which include community partners
- Participation in regular TA sessions and site visits where partners collaborate, provide input, and add important external perspective to help guide local implementation and vision for sustainability of the work
- Joint review and interpretation of data with partners to improve implementation supports, strengthen system alignment, and reinforce the importance of transparency between the system and community as it relates to child and family outcomes
- Exploration of current linked teaming structures, non-grant related resources, and potential future opportunities to continue the partnership work in implementing new initiatives and other system and practice changes

To support integration of initiatives and sustainability of the PM, CAPP sites have embedded the PM in their ongoing organizational processes and structures, such as making the model central in the local strategic plan, system improvement plan, or title IV-E waiver. This has resulted in greater strategic alignment of system partnerships to include probation, mental health, and/or other partners key to local system initiatives.

California's Child Welfare Core Practice Model (CPM)

The development of the California Child Welfare Core Practice Model (CPM) is an example of how CAPP's outreach efforts have influenced practice in the State. The CPM is a project of the County Welfare Directors Association of California with support from the CDSS, the Child and Family Policy Institute of California, California Social Work Education Center, and the Regional Training Academies.

The model was built by integrating CAPP elements as well as other existing initiatives and proven practices with extensive feedback from county representatives, Tribal partners, youth, young adults, caregivers, parent partners, service providers, and other stakeholders from across the State.

The CPM is a set of practices and principles for children and youth served by both the child welfare and the mental health system that promotes a set of values, principles, and practices that is meant to be shared by all who seek to support children, youth, and families involved in the child welfare system. The CPM is intended as a framework to achieve the following:

- Outlining how services should be developed and delivered
- Supporting consistent implementation of child welfare practice statewide
- Allowing child welfare professionals to be more effective in their roles
- Improving accountability and outcomes for children and families

For more information on the CPM, visit

<http://calswec.berkeley.edu/california-child-welfare-core-practice-model-background-materials>.

Dissemination

Dissemination activities for this project are part of an intentional process to move new information relevant to policy, practice, and research from CAPP to a well-defined child welfare audience for a particular purpose. Over the course of the project, CAPP has developed numerous written materials and attended many conferences and local gatherings across the partner sites, communities, and systems.

Highlights of dissemination activities include the following:

Presentations

- Global Implementation Science Conference 2015
 - Community Partnering in Real Time All the Time
- National Indian Child Welfare Act Conference 2015
 - Circles of Healing
- Partnerships for Wellbeing Institute, June 2014
 - Circles of Support: Partnerships in Practice
- Global Implementation Science Conference 2013
 - A Journey Toward Fidelity
- Beyond the Bench 2013
 - Justice for All: *A Culturally Responsive Approach to Practice and System Changes Involving Community and Tribal Partners*
- National Child Abuse and Neglect Conference 2014
 - Developing Innovations to Create Permanence for LGBTQ, African-American, and American Indian Children in Foster Care
- California Alliance of Child and Family Services Conference 2014
 - A Child and Family Practice Model: A Culturally Responsive Approach to Practice and System Changes Involving Community and Tribal Partners

Publications

- CAPP: A Comprehensive and Culturally Responsive Approach to Practice and System Change, Northern California Training Academy Publication 2013
 - An article from a newsletter produced by University of California, Davis' Center for Human Services giving a broad overview of the program.

- <https://humanservices.ucdavis.edu/sites/default/files/124%20130%20REACHING%20OUT%20FINAL.pdf>
- Re-CAPP
 - Regular bulletins providing updates and key information about CAPP and its collaborative work to reduce LTFC.
 - www.reducefostercarenow.org
- CAPP Website
 - An Internet presence containing history of effort as well as all relevant materials and information regarding the development and implementation of the intervention
 - www.reducefostercarenow.org

Public Education and Outreach Activities

- Participated in meetings with key leaders and decision-makers on the development of the CPM

EVALUATION

The PII evaluation approach uses two evaluative processes to examine the implementation and effectiveness of each of the PII projects: site-specific evaluations and the cross-site evaluation. The site-specific evaluations consist of two phases: formative evaluation and the summative evaluation. Each project conducted a formative evaluation for monitoring relationships between program outputs and short-term outcomes, specifically if the interventions selected by the grantees were resulting in the expected outcomes. When the formative evaluation shows that program outputs and short-term outcomes are trending in the right direction, the grantees proceeded to the summative evaluation. The summative evaluation, a rigorous evaluation of the long-term effects of the interventions, determines whether long-term outcomes are achieved and the extent to which these outcomes can be attributed to the intervention. To learn more about CAPP's evaluation process, visit the CAPP page on the Children's Bureau website at <http://www.acf.hhs.gov/cb/resource/capp-pii-grantee-profile>. Evaluation findings will be published there as they become available.

The cross-site evaluation is a mixed-method approach that includes an administrative data study, an implementation study, and a cost study. The administrative data study looks at information from the Adoption and Foster Care Analysis and Reporting System (AFCARS), the National Child Abuse and Neglect Data System (NCANDS), and State data systems. The implementation study examines key implementation activities, and the cost study examines the costs of implementing the PII interventions. Additionally, a cross-site case study was conducted to examine key implementation activities and the context in which the programs operate.¹ To learn more about the PII evaluation process, visit the PII - Evaluation Team page on the Children's Bureau website at <http://www.acf.hhs.gov/programs/cb/resource/pii-et>.

¹ The University of Kansas Center for Research, Inc. (2014). *PII Evaluation Overview Kansas Intensive Permanency Project (KIPP)*. Retrieved from http://www.acf.hhs.gov/sites/default/files/cb/pii_evaluation_overview_kipp.pdf.

CAPP MATERIALS

The PII CAPP grantees have produced numerous products related to their projects, evaluations, and technical assistance. They can be found at

<http://www.acf.hhs.gov/programs/cb/resource/pii-project-resources> and
<http://reducefostercarenow.org/>.



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