Report to the Legislature

Racial Disproportionality and Disparity in Washington State

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Table of Contents

Introduction and Executive Summary ................................................................. 1
Measuring Progress ............................................................................................... 3

Recommendations from the Washington State Racial Disproportionality Remediation Plan

A. Compliance with Indian Child Welfare Act (ICWA) ........................................ 10
B. Assessment of Children's Administration ....................................................... 11
C. Implement Racial Equity Impact Tool ............................................................. 13
D. In-Home Community-Based Services ............................................................ 14
E. Increased Recruitment and Licensing of Caregivers of Color ..................... 15
F. Increased Documentation of Racial, Ethnic, and Tribal Affiliation Data .......... 16
G. Elimination of Long-Term Foster Care as a Permanent Plan ....................... 17
H. Mandatory Disproportionality Awareness Training .................................... 18

A current list of Washington State Racial Disproportionality Advisory Committee Members can be found at http://www.dshs.wa.gov/ca/about/disproportionbios.asp.
Introduction

This is the sixth annual update, as required by the Washington Legislature in SHB 1472, regarding the efforts of the Department of Social and Health Services to remediate racial disproportionality in the Washington state child welfare system.

This report describes and reflects the thoughtful work of a network of DSHS leaders, staff, tribes, stakeholders, state partners and DSHS Children’s Administration philanthropic partners, such as Casey Family Programs, to reduce disparate outcomes for children of color in the child welfare system.

Racial disproportionality is defined as the overrepresentation of children of color in the child welfare system compared to their numbers in the general population in Washington state. Across the country, children of color enter and remain in the child welfare system at rates greater than their proportions in the population. Racial disparity in the child welfare system refers to the treatment and services provided to children of color compared to White children. Nationally, children of color in the child welfare system do not have equitable access to culturally appropriate services and supports delivered by culturally competent and sensitive staff and service providers.

The results of a 2008 study conducted by the Washington State Institute for Public Policy found racial disproportionality exists for Native American, Black and Hispanic children in the Washington state child welfare system. In response to these findings, the Washington State Racial Disproportionality Advisory Committee (WSRDAC) developed recommendations for remediation and Children’s Administration began work to implement them.

In 2014, DSHS continued to address ways to safely reduce racial disproportionality. DSHS administrations convened staff trainings and workshops to educate and help staff address racial disproportionality and disparity more directly at an organizational level.

That work will continue into 2015 and beyond with the Washington State Racial Disproportionality Advisory Committee playing a critical advisory role.

Accomplishments this year include:

- In February, Children’s Administration and the Alliance for Child Welfare Excellence, the University of Washington training partnership with CA, contracted with the National Coalition Building Institute to train individuals on how to conduct the Prejudice Reduction Workshop, which is mandatory training for all Children’s Administration employees.
- Children’s Administration developed a Racial Disproportionality Strategic Plan and presented it to community organizations, the Indian Policy Advisory

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1We use the term Black in this report to be inclusive of all African populations around the world, which include Sub-equatorial African, African American, Afro-Caribbean, Afro-Latin American and Black Canadian
Committee and to Regional Leadership Teams for feedback and comments. Children’s is now developing training around the plan.

- Children’s Administration with consultation from WSRDAC decided to begin using the Racial Equity Analysis Tool, created by a subcommittee of the WSRDAC and the King County Coalition on Disproportionality in 2015.
- As a result of a WSRDAC request to report consistent monthly data, the Children’s Administration Technological Services produced regional monthly disproportionality data, which was presented at the Committee’s June 2014 Annual Workshop.
- As part of the effort to identify meaningful metrics, the University of Washington Partners for Our Children (POC), in partnership with Children’s Administration, is producing regional data by race for specific decision points that can be accessed by community stakeholders, partners and CA staff on POC’s Data Portal System.

The Disproportionality Program Manager provided disproportionality training with the Family Assessment Response (FAR) team to ensure disproportionality is a part of the implementation process of FAR. FAR is a Child Protective Services alternative to investigations of low to moderate risk screened-in reports of child maltreatment. Disproportionality data and cultural competency information will be included in the FAR trainings, community presentations and the evaluation process.

As new programs, practices and policies continue to emerge, we always work to place a “disproportionality lens” on all we plan and do. This is evident in administrative and leadership support, training and education of staff and community stakeholders, collaboration with tribes, community, partner agencies, service providers, caregivers and others, because this work cannot be done alone.

### Measuring Progress

#### Summary & Status:
The Department of Social and Health Services (DSHS) Children’s Administration (CA) monitors the progress and impact of implementation of the remediation plan. This fifth report to the legislature highlights changes in disproportionality rates from 2006 - 2013.

The table below lists each remediation activity and its current status, including the four supplemental remediation initiatives whose efforts began in 2012.

As used in the chart, “completed,” means the initiative has been developed and is being implemented. It does not mean implementation is completed, because implementation is often a multi-year process.
In 2011, Children’s Administration modified the performance metrics used to measure changes in racial disproportionality. CA continues to measure trends in key decision points, and measures that relate to the types and stability of out-of-home placements.

CA began collecting information in 2009 on intakes screened in for investigation and those screened out by race. Including the screened out intakes affects the number and disproportionality of total intakes from 2009 forward. Figure 1 shows the effects of including these intakes. Intake rates for all racial groups except Hispanic children have increased from 2009, when we began to implement strategies to reduce disproportionality in the child welfare system, to 2013.
Changes to Disproportionality Index After Referral (DIAR)
The DIAR is the ratio of a racial/ethnic group compared to Whites, which controls for disproportionality at the referral stage. FamLink, CA’s data system, changed the term “referral” to “intake.” Therefore, the statistic used in this report is the Disproportionality Index After Intake (DIAI). The DIAI measures any increase in disproportionality after a CPS intake. The meaning of the statistic is the same as in previous reports; values greater than one (1.0) indicate disproportionality; values less than one (1.0) indicate underrepresentation.

Racial Groups
Beginning with the January 2012 report, for measures based on children in CA care, we separated the multiracial group into three categories: Multiracial Native American, Multiracial Black and Multiracial Other. When we separate the multiracial category into these subcategories for children in care, the results show different rates of disproportionality for these three groups. These additional multiracial categories are used for performance measures based on the child welfare population. However, we cannot calculate these new race categories for measures that use the state population estimates, so for those measures we used the original multiracial category (Figures 1, 2, and 3).
Results
Overall, the results are promising for current efforts to reduce disproportionality in the child welfare system. Since 2009, when we began our efforts to reduce racial disproportionality, the rate of disproportionality in intakes has decreased for all, except for multiracial children, even though the overall number of intakes has increased. Stability in placement has increased for most groups. Rates of reunification within 12 months of placement for most racial groups are higher than White children.

Detailed Findings
Racial disproportionality in all intakes (Figure 2) and screened in intakes (Figure 3) decreased from 2009 when we began implementing strategies to reduce disproportionality, to 2013 for all groups except multiracial children.

Figure 2. DI of All Intakes (Screened Out or Screened-In)

Source: FamLink Data Warehouse
For screened in intakes, there is very little disproportionality for any racial group. This finding has been consistent since CY 2006. (Figure 4)
Disproportionality in placement within 12 months of CPS intake from 2009 to 2012 decreased for Asian and Black children and increased for Hispanic and multiracial Black children. (Figure 5)

For children in care over 2 years, disproportionality decreased from 2009 to 2013 for Native American, Asian and Black children and increased for Hispanic, multiracial Black and multiracial other children. (Figure 6)
Placement Measures
From 2009 to 2013, White children were more likely to be placed with relatives during initial placement than other groups. This disproportionality decreased or stayed about the same from 2012 to 2013. (Figure 7)

Source: FamLink Data Warehouse

From 2009 to 2012, disproportionality in placement stability during the first 12 months of placement decreased for all except Hispanic and multiracial Black children. (Figure 8)

Source: FamLink Data Warehouse
From 2009 to 2012, Native American, Hispanic, Multiracial Native American and Multiracial other children were more likely than White children to be reunited within 12 months of placement. Multiracial Black children, while decreasing, are still above rates of White children. Asian and Black children were reunified at rates slightly below those of White children. (Figure 9)

*For this indicator, values above 1 are positive, indicating that children are more likely to be reunified within 12 months

Source: FamLink Data Warehouse

From 2009 to 2013, when in care two years or more, multiracial Native American and multiracial Black children were more than two times more likely than White children to have moved within the last year. Disproportionality has decreased or stayed about the same for all except Hispanic and Multiracial Black children. (Figure 10)
Recommendation A: Compliance with Indian Child Welfare Act

Recommendation from the Washington State Racial Disproportionality Advisory Committee Remediation Plan, dated December 2008:

“DSHS should comply with ICWA. The Indian Child Welfare Case Review Model developed in collaboration with Tribal partners and the Indian Policy Advisory Committee (IPAC) should be the anchor for an enhanced ICW quality improvement/compliance measurement system.”

Status:

Children’s Administration (CA) values the government-to-government relationship with the 29 federally recognized tribes in Washington state. CA continues to collaborate with tribes and Recognized American Indian Organizations (RAIOs) in administering the Indian Child Welfare (ICW) Case Review. CA has convened three ICW Case Reviews in 2007, 2009 and 2012. The next statewide ICW case review will occur in late summer 2015. CA is beginning to plan and coordinate the reviews with regional offices and tribes and RAIOs will be invited to participate. We anticipate revision of the tool and training will begin in June or July, 2015.

In 2014, the following activities occurred:

- Some field offices chose to complete local ICW case reviews as part of their agreements with local Tribes.
- CA partnered with Casey Family Programs (Casey), the Office of Indian Policy, Administrative Office of the Courts, and the Alliance for Child Welfare Excellence on the statewide Indian Child Welfare Summit. This Summit
brought together tribes, RAIOs, CA employees, AAGs, and other external stakeholders for a one and a half day event. The focus of the Summit was to improve overall compliance with federal and state Indian Child Welfare Acts.

- CA partnered with Casey to host the second annual Local Indian Child Welfare Advisory Committee member recognition event. This event brought together volunteer members from across the state to discuss the work they do in helping CA staff develop case plans for Native American children.

- CA continues to coordinate with the Alliance and tribes to build on the Regional Core Trainings given to new workers that address ICWA and ICW in general. The Alliance and the National Indian Child Welfare Association (NICWA) are considering providing an advanced training to supervisors and area administrators.

- The Alliance is recruiting an Indian Child Welfare Education and Training Coordinator. This position will work with CA and tribes to develop, maintain, and deliver ICW training competencies and curriculum for direct line social workers, supervisors at CA, and tribal social workers.

- The Alliance is recruiting tribal social workers into social work education programs, developing agreements with tribes for graduates to return to work after graduation, and tracking this information over time.

- CA continues to coordinate with tribes to update the Memorandums of Understanding (MOU) and plans to have all 29 MOUs updated by July, 2015.

- CA is reviewing and correcting data in FamLink on cases which have a pending status related to membership inquiry. Clean-up of these data will allow CA to accurately identify who is a member and meets the federal and state definition of Indian Child for the purposes of ICWA.

- CA centralized the inquiry process in an effort to improve performance.

**Timeline:**

In 2015, CA will continue to implement the Continuous Quality Improvement Plan for Indian Child Welfare. The CQI plan focuses on the three following goals:

- Increase identification of native children
- Increase notification of intakes to Tribes
- Increase the number of cases with active family engagement efforts

**Recommendation B: Assessment of Children’s Administration**

Recommendation from the Washington State Racial Disproportionality Advisory Committee Remediation Plan, dated December 2008:

“CA, its service providers, and child placing agencies should assess their organizational cultural competency and commitment to the elimination of racial disproportionality for children of color. The National Association of Public Child
Welfare Administrators (NAPCWA) Disproportionality Diagnostic Tool should be used to conduct the assessments. This tool is used to evaluate social, systemic, and individual factors that may be contributing to disparate treatment of children of color in the child welfare system.”

Status:
In January 2012, Children’s Administration (CA) released the results of the NAPCWA assessment that was distributed to all CA staff, the WSRDAC, and the Children, Youth, and Family Services Advisory Committee. A prominent theme was the disparity between how CA management staff viewed efforts to reduce racial disproportionality compared with field staff. The findings showed that management staff had the most knowledge about racial disproportionality efforts in the administration, followed by program managers, social work supervisors, social workers and finally administrative, clerical and other non-social work staff who had the least knowledge.

The NAPCWA survey was administered again to all CA staff in early 2013 to determine if regional staff had increased their knowledge of, and the administration’s efforts to, reduce racial disproportionality. This survey had a very low response rate; therefore, CA is wary of comparing these responses to the earlier survey.

When reviewing the results of both surveys, there does not appear to be a significant change in CA staff’s awareness of disproportionality nor of their use of a disproportionality lens in their social work practice. Despite the low response rate, it is clear that we need to continue to educate and train our staff about disproportionality – specifically, supervisors and social workers who provide direct service to clients. In addition, we should ensure that staff understand how their actions both negatively and positively impact disproportionality.

The CA Leadership team, after reviewing the survey results, asked the Disproportionality Program Manager about other possible surveys to conduct. The WSRDAC and the Disproportionality Program Manager will research other surveys to use in order to establish a new cultural competency and disproportionality knowledge baseline for CA staff. Once a new baseline is established, subsequent surveys will be conducted to measure the individual, social, and systemic factors affecting disproportionality.

Timeline:
The targeted date for initiating a new disproportionality assessment/survey is CY 2015.
Recommendation C: Implement a Racial Equity Impact Analysis Tool

Recommendation from the Washington State Racial Disproportionality Advisory Committee Remediation Plan, dated December 2008:

“DSHS, Office of Superintendent of Public Instruction (OSPI), relevant legislative committees and staff, relevant judicial committees and staff should use this tool to review all policies and practices. The policy staff of legislative, judicial, and executive branch agencies, including DSHS, should be trained in the use of a tool that assesses the racial disproportionality impact of legislation, administrative policies, practices and procedures. These agencies should be required to apply the tool. The Applied Research Center has developed an analysis tool that is currently used in the child welfare system in Ramsey County, Minnesota.”

Status:
Early in 2013, WSRDAC formed a subcommittee of CA staff and community members to develop a Race Equity Analysis (REA) Tool to help assess whether policy, programs or practice are negatively impacting disproportionality. After studying and reviewing four different analysis tools, the subcommittee developed and presented a draft tool at the WSRDAC 2013 Disproportionality Annual Workshop.

The subcommittee acted upon the recommendation from WSRDAC to test the tool, invite our partners and stakeholders to participate, and report back to the committee. As a result of testing the tool, the subcommittee received feedback to clarify how to use the tool and found the tool to be effective in testing the policy. In early 2014, WSRDAC presented the REA Tool to the CA Leadership Team who approved the use of the REA Tool to assess all new policies, budgets, practices and procedures.

A training and implementation plan is being developed for CA staff. To explain why the REA tool is needed, the Disproportionality Program Manager provided a series of three trainings to Program & Policy staff examining race, power, and privilege through the history of the U.S., focusing on the underlying causes of racial disparities.

In September, Program & Policy staff attended two race equity trainings sponsored by the King County Coalition on Disproportionality. The first training focused on race equity analysis and an introduction to the REA Tool. The second training dealt with how to use the REA Tool on an actual policy. Additional trainings were offered by the Coalition open to anyone interested in being race equity analysis coaches for their place of employment.

CA staff will use the tool to assess bills for the 2015 legislative session and to assess new policies as they are developed.
Timeline:
CA staff will use the REA Tool to assess new bills for the 2015 legislative session and also to use during policy development.

**Recommendation D: In-Home Community Based Services**

Recommendation from the Washington State Racial Disproportionality Advisory Committee Remediation Plan, dated December 2008:

“Explore Implementation of in-home, community based services that will keep children safe and reduce the need for out-of home placement.”

**Status:**
Children’s Administration believes for some families, implementing in-home community based services is best practice and plans to use the implementation of Family Support and Related Services to increase in-home services for the children and families we serve.

In June 2012, E2SHB 2264 was enacted and required CA to implement performance-based contracts with Network Administrators for Family Support and Related Services by the end of 2013. This legislation was amended in 2013 and extended the timeline to fully implement these contracts to July 2015.

The Children’s Administration released and widely distributed a Request for Information (RFI) on January 29, 2014 as required by E2SHB 2264 (RCW 74.13B.020). The purpose of the RFI was to gauge the interest of qualified applicants to serve as a Network Administrator to partner with CA in managing the implementation of Performance-Based Contracts for Family Support and Related Services in Spokane and neighboring counties. Any contract developed will have a very strong emphasis and requirements related to compliance with the Indian Child Welfare Act, the Washington State Centennial Accord and Cultural Competency. The RFI Responses were due to CA by March 26, 2014.

There was one response to the RFI. The response was from a collaboration of entities that included the American Indian Community Center, Catholic Charities, Children’s Home Society, Emberhope, and others, facilitated by the Empire Health Foundation. CA is working with the Empire Health Foundation and others to implement Performance-Based Contracting in the Spokane area, with a target for implementation by early 2015.

**Timeline:**
CA will determine the best approach to move forward to implement HB 2264 by July 2015 and include strategies that address disproportionality.
Recommendation E: Increased Recruitment and Licensing of Foster Caregivers of Color

Supplemental Recommendation from the Washington State Racial Disproportionality Advisory Committee, dated October 2011:

“The Department of Social and Health Services (DSHS) Children’s Administration (CA) should increase the number of Native American caregivers, caregivers of African descent, and mixed race caregivers by 10% by January 2013 through evidence informed, culturally focused recruitment and licensing efforts. To support this endeavor, DSHS CA should ensure that by January 2013 all recruitment and licensing materials, along with training tools are culturally appropriate and mirror the language of the potential caregivers.”

Status:
In CY 2014, Children’s Administration continued foster parent recruitment and retention work with Olive Crest. Olive Crest continues to reach out to local communities and faith based organizations to encourage families of color to consider becoming foster parents. Olive Crest Liaisons in partnership with foster parents who are members of local churches are sharing the need for foster families and targeting information about the need for foster families of diverse backgrounds. The invitations to present at local churches are steadily increasing.

Olive Crest offers assistance and partnership with tribes to support recruitment of foster families. Disbursement of concrete goods (drop ladders, fire extinguishers, smoke alarms, etc.) needed by foster families to meet licensure requirements have been distributed to the tribes by the Olive Crest staff.

Spanish radio broadcasts began in CY 2014 through the efforts of Olive Crest, Children’s Administration, Northwest Resources, the Commission on Hispanic Affairs, and local staff from the Division of Licensed Resources (DLR). Thirty-minute radio programs were developed and broadcast live from Wenatchee to provide basic information to the Spanish speaking audience on the need for Hispanic foster families across the state. Since broadcasting these programs, CA has seen a significant increase in Spanish speaking families inquiring about becoming foster parents. Families who inquire are supported by Olive Crest liaisons, Northwest Resources Associates staff, and Spanish speaking DLR staff as they begin training to become foster parents. Interpreters for training and licensure are obtained if needed. This program will continue into CY 2015.

FamLink data shows small increases in the number of newly licensed Native American, African American, and Hispanic families across the state. Performance incentives were earned in each region for the demonstrated increases. Retention of foster families of all backgrounds remains an area where the state is challenged, as many foster parents are becoming licensed for shorter periods of time, to care for a
specific child, or ultimately to become the permanent home for the child through adoption or guardianship. These families then leave the foster care system.

### Recommendation F: Increased Documentation of Racial, Ethnic, and Tribal Affiliation Data in FamLink

Supplemental Recommendation from the Washington State Racial Disproportionality Advisory Committee, dated October 2011:

“DSHS CA should increase documentation of the ethnic and racial background and tribal affiliation of the children and families it serves as well as the caregivers and service providers it uses by 10% by January 2013. This ethnic, racial, and tribal data should be entered, confirmed and/or documented in FamLink and other appropriate information systems and databases throughout the life of a case.

DSHS CA should develop and implement a process to ensure that the tribal affiliation of each child served by CA is identified and documented in FamLink.”

**Status:**
Children’s Administration continues to make diligent efforts to increase documentation of racial, ethnic, and tribal affiliation in FamLink. The regions reported at the June 2014 WSRDAC Annual Workshop that documentation of unknown or missing race category was minimal compared to the unknown or missing documentation of a child’s ethnicity, which was almost twice as high in comparison to the race category. Documenting ethnicity is more time consuming than documenting race because of more steps to move through in FamLink. However, race and ethnicity data is also gathered from the AFCARS report in FamLink, which only counts children in care and those missing from care. The CA Data Management System is in the process of including all children in the Washington child welfare system, not just those in care. This will increase the accuracy of documentation for race and ethnicity of all children in the system.

In 2014, CA centralized the Native American Inquiry process. The focus of the centralized unit is to implement a consistent statewide process to improve compliance, efficiency, and permanency. Dedicated staff have built strong working relationships with area administrators, ICW social service specialists and supervisors, LICWAC facilitators, Program & Policy staff, and tribes to create a system which meets federal and state requirements.

We anticipate the pending inquiry clean-up, which will begin in late fall 2014, will also provide improved data on tribal affiliation.
**Timeline:**
CA Disproportionality and Data Management staff will continue to work to improve the documentation of Hispanic ethnicity in CY 2015. CA will have statewide data to continue tracking the documentation of ethnicity, racial background, and tribal affiliation and will keep WSRDAC abreast of this information in CY 2015.

**Recommendation G: Elimination of Long-Term Foster Care for children 12+ years**

Supplemental Recommendation from the Washington State Racial Disproportionality Advisory Committee, dated October 2011:

“DSHS CA should eliminate the use of long-term foster care as a permanency goal for children of color age 12 or older (and for all children). In addition, long-term foster care as a permanency goal should be eliminated. In order to assess progress toward this recommendation, current children of color with this permanency plan should be identified and staffed. This will be the baseline discussed at the February 2012 WSRDAC meeting.”

**Status:**
Children’s Administration does not favor long-term foster care as a permanent plan. However, CA allows the use of long-term foster care when no permanent plan such as adoption, reunification or guardianship is available. Each child’s case must be reviewed and approved by a regional administrator for those where long-term foster care is the permanent plan. This includes cases where the courts have approved long term foster care as a plan.

At each WSRDAC meeting in 2014, the Regional Administrator or Regional Disproportionality Lead reported on progress with this initiative. At the WSRDAC 2014 Annual Workshop, the Regional Data Reports showed a decrease in using long-term foster care as an identified plan statewide for children of color.

CA continued to convene Permanency Round Tables (PRTs) in 2014, which focus on achieving legal permanency for children in out-of-home care, attempting to decrease the number of long-term foster care plans. Although CA will not continue PRTs in 2015, CA will continue its focus on permanency.

CA created a Statewide CFWS/Permanency Leads group which meets monthly to provide a forum for training, communication, policy reviews, and best practice to be disseminated to the regions. These meetings will help keep a focus on permanency efforts for children in long-term foster care.

CA Headquarters Permanency Planning Unit is collaborating with the Alliance to develop a “Supervising for Permanency” training. This training will address legal
permanency planning including issues with using long term foster care as a long term plan and decreasing its use as a viable plan.

**Timeline:**
Children’s Administration will continue its work of eliminating long-term foster care and will track the results to see if the above strategies are working.

**Recommendation H: Mandatory disproportionality awareness training**

Supplemental Recommendation from the Washington State Racial Disproportionality Advisory Committee, dated October 2011:

“To increase awareness of the issues underpinning overrepresentation of children of color in the child welfare system, all CA staff should be required to attend disproportionality awareness training, such as a Prejudice Reduction Workshop (formerly known as Building Bridges), Knowing Who You Are, or other identified training.

In order to assess progress toward this recommendation, staff that have completed training should be identified to establish a baseline.”

**Status:**
In February 2014, Children’s Administration and the Alliance contracted with the National Coalition Building Institute to conduct a Train the Trainers training for the Prejudice Reduction Workshop, which is a mandatory training for all CA employees. After this training, a lead trainer was appointed in each region to coordinate monthly meetings with all trainers in their region to continue to build their skills by reviewing and practicing the different components of the training. The regional lead trainer also coordinates regional trainings for their staff.

Prejudice Reduction Workshop trainings are occurring statewide in every region during CY2014. Two trainings were held at CA Headquarters to ensure headquarters staff were also able to participate in the training.

In August, the Disproportionality Team met with Alliance staff to discuss transitioning the training to the Alliance to include as part of CA’s mandatory trainings. CA and the Alliance are collaborating to develop teaching plans for all involved trainers and for employees.

**Timeline:**
CA will continue providing the Prejudice Reduction Training to employees until the Alliance is ready to conduct the training in CY 2015.