



June 2016

# Using Linked Administrative Data to Impact Our Most Vulnerable Children:

## A Proof of Concept

Children's  
Data Network



Child Care  
Resource Center™

Quality · Support · Development · Education

## Acknowledgements

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## Executive Summary

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The US Department of Health and Human Services reports that in 2013 there were 679,000 confirmed cases of child maltreatment nationally. Research shows that early trauma such as abuse and neglect can have long-term negative consequences for brain, cognitive and social development. Some experts have suggested Early Care and Education (ECE) services may mitigate the effects of child maltreatment. Los Angeles County and California have seen recent policy work around connecting the ECE and child welfare systems. However, efficient and effective coordination of services in Los Angeles County (and throughout California) is hindered by the siloed nature of data collection systems. Although we know that children interact with many different public systems, there is little information on the timing or nature of cross-sector service encounters. This project was designed to provide proof of concept for how ECE records can be integrated across funding streams in a large non-profit agency in Northern Los Angeles County to determine the unique population of children served across ECE programs at the agency. These records can then be linked to external data systems to generate a more complete picture of those children and families served by multiple systems and their outcomes. This report shows the significant overlap (28.2%) in children served by both the child welfare and ECE systems<sup>1</sup> in the San Fernando, Santa Clarita and Antelope Valleys (Service Planning Areas 1 and 2) in Los Angeles County between 2011 and 2014. Of the children ages 0-5 served by both ECE<sup>2</sup> and child welfare:

- 1 in 5 children served through Early/Head Start were known to child welfare
- 1 in 3 children served through child care vouchers were known to child welfare
  - Of those served by child care vouchers:
    - 1 in 3 children served by TANF-based vouchers were known to child welfare
    - 1 in 4 children served by Alternative Payment vouchers were known to child welfare

The current study also found that of the children served in ECE and child welfare:

- 1 in 3 are served concurrently
- 3 in 4 are enrolled in ECE prior to participation in child welfare

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<sup>1</sup> Included in the ECE data are CCRC children served in CalWORKs Stage 2 and 3, Alternative Payment (AP), Family Child Care Home Education Network (FCCHEN), Early Head Start and Head Start. Those who were currently served through Stage 1 were not included. Additionally, CCRC did not have California Center-based (CCTR) or California State Preschool (CSPP) contracts at the time of the analyses and therefore children served through these contracts are not included. From the DCFS data it is likely that some of these children were served through AP from the DCFS contracts, but this was not tracked.

<sup>2</sup> TANF-based voucher programs include CalWORKs Stage 1, 2, and 3. Stage 1, 2, 3, AP, FCCHEN are voucher-based child care programs that generally serve families with children 0-12 who qualify for subsidized child care based on a number of different eligibility criteria including income, homelessness, and other factors. These families select their own provider (center, family child care home, or legally license-exempt provider), recertify their eligibility at minimum once/12 months and remain in the program as long as they are eligible and have a child care need. Within the Early/Head Start program, families of children 0-5 years qualify with a particular Head Start agency and are enrolled with that agency. Families do not need to recertify their need in Head Start – they maintain their status in the program for the time that program is open (usually 9 to 12 months).

- 15% have their ECE experience after the child welfare window has closed
- 10% have ECE experience start during the child welfare window

### Policy and System Implications

Given the significant overlap between systems serving the same children and families in these communities, the potential for targeted resource allocation and more effective collaboration between systems should be considered by system managers and policy makers. If many families in child welfare are already receiving ECE services, concerns that children in the child welfare system will take the spaces that would have gone to their low-income non-child welfare counterparts is less of an issue. Additionally, if the level of overlap is known, the amount of service gap (e.g., number or percent of children in child welfare who are unserved in ECE) can be more accurately estimated.

The timing of ECE and child welfare services have important system implications as well. If there are differential ECE service levels for children before, during, and after involvement with child welfare, better coordination across systems may be called for. With this knowledge the two systems can begin to work together to plan for improved services for children who interact with both systems.

Finally, the differential overlap across various ECE funding streams has policy and system implications. There are fewer children served in the Alternative Payment (AP) program in Los Angeles County (estimated at less than 10,000) compared to the TANF-based programs (estimated to greater than 40,000) and overlap between AP and child welfare is much smaller than the overlap between TANF-based ECE programs and child welfare. Additionally, the large number of Early/Head Start (EHS/HS) spaces in Los Angeles County (almost 30,000) and the comprehensive set of services that come with the EHS/HS program suggest policy implications as well. Specifically, families who might qualify for TANF (“welfare”) would have categorical eligibility for child care and this as well as non-TANF based voucher programs (e.g., AP and FCCHEN) might offer more flexibility by allowing parents to choose their own provider, including a home-based provider that might be open evenings and weekends (an important resource for families who work non-traditional hours – many of whom are low-income). Also, TANF-based programs are larger than AP/FCCHEN programs and can serve many more children across the state. Additionally, EHS/HS is a holistic program that offers mental/physical/dental health, nutrition, disability, and other supportive services for families. These services would be critical for families in crisis. However, EHS/HS programs are often part-day, part-year and only serve children age 0-5 years. As such, different program funding streams have different supports to offer. Therefore, a critical component to helping families understand their eligibility for different ECE programs or funding streams, which programs might best suit their needs, as well as what program might have openings in their community, would include a designated staff person to help families navigate this complexity.

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## Background

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### Developmental Implications for Adverse Life Events

Research has shown that adversity in childhood is linked to poor outcomes across the lifespan (Duncan, Ziol-Guest, & Kalil, 2010; Melchoir, Moffitt, Milne, Poulton & Caspi, 2007; Miller & Chen, 2013, Schonkoff, Boyce, & McEwen, 2009). Adversity comes in many forms including poverty, neglect, and abuse. The effects of poverty are greatest when poverty is experienced in the first years of life (Brooks-Gunn & Duncan, 1997; Duncan, Ziol-Guest, & Kalil, 2010). Poverty has been found to be linked to negative outcomes in social-emotional and cognitive outcomes by age two and lags persist into the school years (Bradley & Corwyn, 2002; Brooks-Gunn & Duncan, 1997; Fernald, Marchman & Weisleder, 2013).

According to the US Department of Health and Human Services there were 679,000 confirmed cases of child maltreatment nationally in 2013. Young children, particularly those under the age of 1 year, are more likely to experience maltreatment, recurrence of maltreatment, and experience serious injuries or fatalities tied to maltreatment than older children (Administration for Children and Families, 2013; Child Welfare Information Gateway, 2013; Putnam-Hornstein, Cleves, Licht, & Needell, 2013). These early experiences influence brain development and architecture (Gunnar & Loman, 2011; Shonkoff, 2011) and starting life in the context of trauma can place infants and toddlers at risk developmentally (Schechter & Willheim, 2009; Osofsky & Osofsky, 2010; Osofsky, Osofsky, & Bocknek, 2010). Specifically, children who have been victims of abuse and/or neglect perform poorly in areas of cognition, neurological development and language (Aber, Allen, Carlson, & Cicchetti, 1989; Culp et al., 1991; Pears & Fisher, 2005a; Vondra, Barnett & Cicchetti, 1990) as well as socio-emotional domains (Cicchetti & Toth, 1995; Dozier, Stovall, Albus & Bates, 2001; Pears & Fisher, 2005b).

Children who experience multiple adverse events can face significant developmental and social challenges throughout their life. For example, children who experience child abuse and neglect also experience poverty at a higher rate than children in the general population (Barth, Wildfire, & Green, 2006; Pinderhughes, Harden & Guyer, 2007). Additionally, many of the children who experience high rates of exposure to violence are the youngest children from urban, low-income, high-crime communities (Ghosh Ippen,



#### Our Most Vulnerable Victims of Abuse and Neglect are Our Youngest Citizens

- Victimization rate was highest for children younger than 1 year (21.9 per 1,000 children)
  - More than one-quarter (26.8%) or 181,493 of victims were younger than 3 years
  - Twenty percent (19.9%) of victims were age 3-5 years
-

Harris, Van Horn, & Lieberman, 2011; Farver, Xu, Eppe, Fernandez, & Schwartz, 2005). Since most of the families whose children experience maltreatment face a number of economic and environmental risks, focusing on a single risk factor with the intention of improving the outcomes of the most vulnerable children is not sensible (Frazer, Kirby, & Smokowski, 2004; National Research Council and Institute of Medicine, 2009; Sameroff, Gutman, & Peck, 2003; Sandler, Ayers, Suter, Schultz, & Twohey-Jacobs, 2004; Trentacosta, Hyde, Saw, Dishion, Gardner, & Wilson, November 2008; Wright, & Masten, 2006). Understanding that vulnerable children likely face such profound cumulative risks over their lifetime naturally leads to the question of how to mitigate the potential harm, particularly from interacting in environments where there are multiple risks.

### **Supportive Environments for Children Known to Child Welfare**

Given the importance of the early years, it is critical that policies and programs be designed to buffer these children from adverse experiences. Research shows that there are environmental supports that can mitigate these early adverse life events.

A strong and comprehensive approach to ensuring that all children, including our most vulnerable children are supported is the Strengthening Families Approach and the Protective Factors Framework (Harper Brown, September, 2014). Research on the five Protective Factors shows that when these factors are in place within a family, the likelihood of child abuse and neglect diminishes (Harper Brown, September 2014). The five Protective Factors include: 1) Parental Resilience, 2) Social Connections, 3) Concrete Support in Times of Need, 4) Knowledge of Parenting and Child Development and 5) Social and Emotional Competence of Children. Parental Resilience is the ability for parents to effectively deal with the challenges of life, build trusting relationships with their children, and know when to reach out for help. Having Social Connections allows parents to have networks of support in times of need and also allows them to be the needed resource to others, thus building self-esteem. When families have Concrete Support in Times of Need they have access to basic material supports for survival such as food, clothing, shelter, and health care but also have adequate services available to them in times of need. No parent has all of the information needed to effectively parent and so Knowledge of Parenting and Child Development allows parents to understand appropriate expectations for children of various ages and have effective strategies for parenting. This information needs to be “just in time” – at the right moment when the parent needs to understand their own children. The final Protective Factor is Social and Emotional Competence of Children. Programs are often built on the premise of a single direction of influence (adult to child) but the child’s behavior can also influence the quality of interactions and relationships. Children’s ability to self-regulate and interact with others has an impact on the quality of their relationships. By identifying challenging behaviors and delayed development early on and providing early intervention for both

children and adults, children can be supported to ensure their social and emotional competence.

The theory of change of this approach suggests that in order to make a difference in the lives of families and children, action must occur in all domains of social ecology – individual, family and relational, community, societal, and policy. One of the foundational ideas of the Strengthening Families Approach that is central to the prevention of child maltreatment is that of a two-generational approach. Too many programs focus either on the child or the parent. Unless both generations are addressed by a program, policy, or intervention, only part of the “equation” is changed or impacted. This concept is exemplified in a quote by the National Scientific Council on the Developing Child (2012a):

Because young children’s emotional well-being is tied so closely to the mental health of their parents and non-family member caregivers, the emotional and behavioral needs of infants, toddlers, and preschoolers are best met through coordinated services that focus on their full environment of relationships. (p. 7)

By focusing on children’s full environment of relationships multiple protective factors can be established. Research has shown that the presence of multiple protective factors has cumulative positive effects (Carr, & Vandiver, 2001; Fraser, Kirby, & Smokowski, 2004; Jessor, Van Den Bos, Vanderryn, Costa, & Turbin, 1995; Turner, Hartman, Exum, & Cullen, 2007; Wright, & Masten, 2006). The central relationship on which to build protective factors is the parent-child relationship. For children who experience adverse childhood events, positive and responsive parental caregiving can act as a buffer against poor child outcomes (Belsky & Fearnon, 2002; Gunnar & Quevedo, 2007; Sroufe, Egeland, Carlson, & Collins, 2005; Thompson, 2008). Given the positive outcomes for protective factors in the parent-child relationship, protective factors within other environments (e.g., ECE or Early Care and Education; a list of terms and definitions can be found in Appendix A) will create an added mechanism of protection for children who have experienced adverse life events. In fact the group that developed the Protective Factors framework (Center for the Study of Social Policy or CSSP) suggests a strategic policy lever to support the framework is to have states contract with their Child Care Resource and Referral Network to provide training, technical assistance, and coaching to programs on the Strengthening Families approach (Center for the Study of Social Policy, n.d.). As part of the development of the Strengthening Families and Protective Factors framework, high quality ECE programs were observed and tools developed to help programs assess how to enhance their ability to support and strengthen families and conducted a study to understand how the Strengthening Families approach can be implemented in home-based child care settings and revised the self-assessment tool to be relevant to this context. Finally, CSSP states that one of

the hallmarks for implementation is that ECE and child welfare systems build stronger, mutually beneficial relationships.

Another area that strongly suggests the important role ECE can play for children in child welfare is through the provision of trauma-informed services (Harden, 2015; Phillips, Fox, & Gunnar, 2011). High quality ECE is consistently but modestly related to improved cognitive and language outcomes even into elementary school and even after controlling for child and family characteristics (Belsky et al., 2007; NICHD ECCRN, 2000, 2002, 2005; NICHD Early Child Care Research Network & Duncan, 2003). Additionally, stronger positive effects of ECE quality are found for at-risk children, particularly with regards to domains related to school readiness (Campbell, Ramey Pungello, Sparling, & Miller-Johnson, 2002; Gormley, Phillips, & Gayer, 2008; Gormley, Phillips, Newmark, Welti, & Adelstein, 2011; Reynolds, Rolnick, Englund, & Temple, 2010; Schweinhart, Barnes, & Weikart, 1993).

Children under child welfare protection may have additional challenges and needs that do not exist for their low-income peers who are not under child welfare protection (National Scientific Council on the Developing Child, 2012b). However, because of a limited research on the impact of ECE on children under child protection, assumptions have to be made about the impact of ECE based on studies of low-income children (for exceptions see Dinehart, Manfra, Katz, & Hartman, 2012; Kovan, Mishra, Susman-Stillman, Piescher, & LaLiberte, 2014; Lipscomb, Pratt, Schmitt, Pears, & Kim, 2013).

The research that does exist is mixed. In one study by Kovan et al. (2014), children were assessed before and after participating in high quality ECE programs. Prior to participation in ECE, children with child protection involvement scored lower than low-income peers on measures of receptive vocabulary, math reasoning, anger/aggression, and anxiety withdrawal, but not in social competence. Growth after ECE involvement was seen for all children in receptive vocabulary and social competence. Children with child protection involvement continued to manifest difficulties in domains of academic and social competence even after participation in high quality ECE programs.

However other studies have shown that high quality ECE programs have a positive effect on at-risk children and children with child protection involvement (Yoshikawa et al., 2013). Children with involvement in child protection who participated in accredited ECE programs performed better at the end of preschool on measures of language, cognition, and fine motor skills than children who were in ECE programs that were not accredited (Dinehart, Manfra, Katz, & Hartman, 2012; Meloy & Phillips, 2012a). Similarly, children in foster care who participated in Head Start showed improvements in pre-academic skills and behavior problems (Lipscomb et al., 2013). These effects can be long-term. For example, participation in ECE intervention programs in the Chicago

Longitudinal Study (Chicago Child Parent Centers) was found to be linked to lower rates of court petitions of maltreatment by age 17 (Reynolds & Robertson, 2003).

What has not been assessed is the level of trauma-informed care provided by the ECE workforce. For trauma-informed care to be implemented, the ECE workforce needs to be cognizant of the child's and parent's trauma history, how that trauma relates to present behaviors and circumstances, and how to provide trauma-informed care and trauma-focused services/referrals (Chaffin, & Friedrich, 2004; Klain, & White, November, 2013; Taylor & Siegfried, 2005). It is unclear if even the highest quality programs (as measured by accreditation or ratings in a QRIS) have provided the ECE teachers and/or providers with training in topics such as trauma-informed care that is needed to support these vulnerable children (Cooper, Banghart, & Aratani, 2010; Dinehart, Katz, Manfra, & Ullery, 2013). Certain programs such as Early Head Start, Head Start, and Early-Head Start-Child Care Partnerships might be more equipped to provide trauma-informed care because of their holistic nature of service including physical, mental, dental, employment, and parent engagement services that are offered to the family. Because of this possibility it is important to consider the type of ECE environment into which a child is placed. Specifically, are Head Start-based programs or other similar programs that have the potential for holistic approaches to family support more likely to have the relationship with child welfare offices that is suggested by the Center for the Study of Social Policy and the potential for trauma-informed care compared with other ECE programs (e.g., voucher-based funded programs or even community based centers and homes with private-pay families)? For the children in both systems (ECE and child welfare), are there different outcomes based on program model (Head Start, voucher-based, private pay, etc.)?

### **Use of Subsidized Care by Foster Families**

While high quality ECE services may act as a buffer against traumatic life events, it is important to recognize that most of the child care available to poor families does not necessarily meet the criteria for high quality care. According to the ECE Landscape report, many of the programs assessed for quality in LA County's QRIS (Quality Rating and Improvement Scale) received high quality ratings. However, there are limitations. First, those that meet ratings for high quality often serve preschool-age children rather than infants and toddlers. In addition, the small number of programs rated (due to funding limitations) does not allow for a full picture of the quality of care in Los Angeles County. Additionally, quality standards within the rating matrix do not specifically address parent engagement or Strengthening Families Approach. This is addressed in the optional Continuous Quality Improvement Pathways document. Because this is in the optional document, it is not part of the formal rating for quality.

In Los Angeles County, the lack of easily available child care for foster parents has been a persistent issue for foster family agencies (FFAs) and the Department of Children and Family Services (DCFS). An October 2015 survey of Foster Family Agencies in Los Angeles County conducted by the Association of Community Human Service Agencies (ACHSA) found that two-thirds of participating agencies reported that a lack of reliable child care had led potential foster parents to be unable to accept children into their care (Ludenback, April 2016). Even among current foster parents, nearly 70 percent described child care as a factor that had discouraged their willingness to accept children, particularly younger children.

One barrier to access is affordability. In Los Angeles County the average cost of infant care is \$14,309 per year in a licensed child care center and \$9,186 per year in a licensed family child care home (California Resource and Referral Network, 2015). Given the total monthly stipend of \$803 for foster families to pay for food, transportation to court-appointed meetings, clothing, supplies (e.g., diapers), etc., there is little remaining to cover the costs of child care. Child care of any quality can average \$765.50-\$1256.21 per month for one infant (based on the above prices).

A seemingly obvious solution to this barrier would be more active collaboration between child welfare and the system of providers and intermediary agencies that provide subsidized child care services. However, the funding landscape in California is extremely complex to navigate. In California, the subsidized child care system relies on a blend of federal and state funding in both Proposition 98 and State General Fund. Federal contributions are found in directly Federal Contracted Head Start and Early Head Start Programs, and infused throughout the California child care system in CalWORKs Stage 1 through TANF funds administered through the California Department of Social Services. The balance of the subsidized child care system is administered through the California Department of Education, which infuses federal funds from the Child Care and Development Block Grant into CalWORKs Stage 2 and 3, Alternative Payment and General Child Care. Programs such as Head Start and California State Preschool have funded spaces. As one child leaves the program another child is pulled from a waiting list to fill that space. Other programs are voucher-based where parents who qualify for the program are allowed to “purchase” a space in a child care facility that meets their needs. This could be a licensed center, a licensed home, or a legally license-exempt home. The parent might have a full-time or a part-time need due to employment or training. They may have an infant, toddler, preschooler, or school age child. The variations result in multiple possible costs with a different voucher amount. For example an infant who needs full time care is much more expensive than a school-age child who needs part-time care. This voucher-based system is how programs such as Stage 1, Stage 2, Stage 3, Alternative Payment programs operate.

By statute, California allows priority eligibility for subsidized child care for children in the child protection system or at risk of child maltreatment, and thus it is important to understand why foster families access subsidized child care at such low rates. Specifically, in Education Code section 8263(b)(1), for non-TANF (Temporary Assistance for Needy Families) families:

- “First priority shall be given to neglected or abused children who are recipients of child protective services, or children who are at risk of being neglected or abused, upon written referral from a legal, medical, or social services agency.”
- “Within the first priority for services stated in Education Code section 8263(b)(1), children receiving protective services through the local county welfare department shall be enrolled before children identified as at risk of being neglected or abused.”

The low rate of subsidized child care uptake may be partly due to a lack of understanding and inadequate collaboration between the ECE and child welfare systems. Recent surveys in LA county found that child welfare workers do not understand child care eligibility rules and ECE workers are uncertain about these regulations as well (Alvarado, et al., March 2016).

Even if there was an understanding of the priorities within the subsidized child care system, the process for accessing services is cumbersome and time consuming, and the inability to immediately access child care may limit uptake among resource families (relatives and non-related foster parents) who already face a number of challenges in taking these children into their homes (i.e., transportation to court or required services, arranging monitored visits for families, etc.).

Space limitations for non-TANF families further complicate access to care. Between 2007-08 and 2015 California has cut funding for subsidized child care programs by more than \$1 billion, reducing access to services for many of the state’s low-income families (California Budget & Policy Center, 2015). Recent reinvestments have not brought access back to pre-recession, 2007 levels. Between 2005 and 2010 each county maintained a Centralized Eligibility List (CEL) to track the number of children waiting for child care (the CEL was defunded in 2011). At that point there were 193,000 were waiting for care and 63% of them were ages 0-5 years (California Department of Education, 2011). The Legislative Analyst’s Office (February, 2016) states that most counties in California serve fewer than 20% of eligible families. As a result, non-TANF-based systems for ECE services are severely strained, so that families needing services may face long waits or inability to locate space in an appropriate program. When spaces are available there needs to be a mechanism of identifying children on the waitlist as

being in the child welfare system. By the time a space opens, there can be a “timing gap” where the program needs to fill spaces with the least possible delay but the immediate need for ECE services expressed months before by a resource family may have passed. Given the limited resources available and the lack of understanding and coordination between systems, there has been a good deal of discussion over the last few years about how best to improve policy and administrative guidelines to assure that resource families who are willing to step up and provide immediate care for maltreated children may be better served with the kinds of programs and supports needed to ensure positive outcomes.

### **Recent Policy Efforts at Local and State Levels**

In 2013 the Los Angeles County Board of Supervisors put forth a motion to create a Blue Ribbon Commission on Child Protection to evaluate barriers to effective performance within the Department of Children and Family Services following the death of an 8-year-old boy (LA County Blue Ribbon Commission Report, April 2014). The importance of placing children under age five with kinship caregivers (relative foster caregivers) was among the many areas prioritized for change. Additionally, page 29 of the report states: “The County can measurably and immediately improve child safety by requiring all departments to target combined resources and high quality services, including prevention services, toward children under the age of five.” These services can include high quality ECE services. This same report found child care to be a substantial barrier for kinship caregivers, including losing or having to give up a job because of child care barriers. Given the fact that the Blue Ribbon Commission and state law requires prioritizing the resource families (both kin and non-related) who provide placement for foster children, ensuring available and affordable child care is an essential support to assure successful placements for these children.

LA County continues to support policy efforts to facilitate the use of needed support services such as ECE for children in the child welfare system. For example, in March 2015 a motion was put forward by the Los Angeles County Board of Supervisors to support state legislation that would clarify existing law regarding eligibility of foster children for subsidized child care and to send a letter of support for such legislation to the Governor.

Attention regarding the intersection between ECE and child welfare systems has increased at the state level as well. In 2015, work on California Senate Bill 94 was intended to ensure California’s most vulnerable children had access to high quality ECE services. Questions arose based on priority status as described above and if priority status of children in the child welfare system would unintentionally push out children whose eligibility is based on income. As a result, this Senate Bill was placed on hold to gather more information.

In 2016 a group of California advocates developed a proposal for a “Child Care Bridge Program for Foster Children.” This bridge program entails three main components:

- 1) *Emergency Child Care Voucher* with up to 6 months with possible extension for children 0-3 years for \$22M
- 2) *Child Care Navigator* to facilitate voucher use and facilitate ongoing care to be administered by the Child Care Resource and Referral agencies for \$4M
- 3) *Trauma-Informed Care Training for ECE Providers* with group trainings and one-on-one coaching for \$5M

Ultimately the program was not included in the budget agreement between the Governor and legislature. However, efforts to improve collaboration between these two systems continue to be of high priority in Los Angeles County and in other counties throughout California.

### **The Role of Data Systems in Coordination between ECE and Child Welfare**

These recent local and statewide synergies around ECE and child welfare systems are evidence of increasing attention to the need for coordinated and aligned systems of support. One of the most significant hindrances to efficient and effective coordination of services in Los Angeles County (and throughout California) is the siloed nature of data collection systems. Although we know that children and families interact with many different public systems (e.g., mental health services, child care, child protective services, TANF), there is little information on the timing or nature of cross-sector service encounters. The absence of linked records across data systems means that each agency operates with only partial understanding of the children and families it serves. It also means that programs and policies are designed without information about gaps in service or knowledge of where upstream encounters many have been protective. For example, in the policy work described previously, advocates for SB 94 as well as others were left with questions such as:

- What are the current utilization rates of subsidized ECE by families in or at risk for contact with the child welfare system?
- How often do these two groups overlap?
- Are there different rates of use of the different programs (e.g., TANF-based, non-TANF-based, Head Start)?
- How do different eligibility, age and program requirements for ECE programs complicate access for child-welfare involved families?

If families in the child welfare system are already receiving subsidized ECE services, then concerns from the ECE sector that these families will take ECE spaces that would have gone to their low-income counterparts are unfounded. If there is differential

utilization of ECE services before, during or after involvement with the child welfare system, better planning or coordination across systems may be called for. If there is little use of subsidized ECE services, additional funding or preparation for effective service delivery such as was included in the “Bridge Program” described above could be necessary.

If the share of the overlap is larger within certain ECE funding streams or if overlap occurs at different points in time (e.g., TANF-based, where children could be enrolled prior to or at the same time as referral to child welfare), this would have important policy and/or system implications. One system implication is that families who receive government assistance may come in contact with more individuals who may be mandated reporters and as a result may have more opportunities to be identified and referred to child welfare. Another system implication relates to child care services. Because TANF receipt includes categorical eligibility for child care, families receiving TANF (both foster families and families of origin after reunification) should be counseled regarding their eligibility and connected to the ECE system. However, if a family isn’t eligible for TANF-based child care, family eligibility for other programs could be assessed. For example, Early Head Start/Head Start (EHS/HS) could be an important match for children in child welfare given the holistic nature of the program (e.g., receipt of disability and/or mental health services along with other supportive services). However, EHS/HS is often a part-day program, which may not fill the full need for child care for full-time working parents. The diversity of program options may serve different needs of families (e.g., developmental supports in EHS/HS compared with the need for child care vouchers for full-day full-year care for those who work or attend school full-time). As a result, there is a need for a designated staff person who understands the eligibility requirements for various ECE programs and how they fit the needs of individual families and has access to information on available spaces or programs in their communities to ensure families access available ECE programs that best serve their needs.

The only way to answer these critical policy-relevant questions is to safely and securely link administrative data between subsidized ECE and child welfare systems. According to the Early Childhood Data Collaborative (2013) many states link ECE data with social services, health, and K-12 data but there is a serious gap in the number of states linking Head Start data (only 6 states at the time of the report were linking HS with other ECE, social service or health data). Unfortunately, in spite of progress having been made in other jurisdictions or between specific programs, California is not among those states that are actively engaged in administrative linkages of ECE and social services data.

Although the Early Childhood Data Collaborative (2013) report doesn’t provide specific examples of linking ECE and child welfare data, the report does mention that 20 states link ECE and social service data and child welfare is considered within the social

service data. A number of examples are provided to illustrate the potential of linking across data systems. Most of these examples have important policy-relevant implications for the states. One state example of linking administrative datasets is that of Arkansas. Pre-kindergarten special education, state pre-kindergarten, Head Start, and subsidized child care data are included in the states K-12 data system. As a result, the state uses the linked data to inform policies for transition to kindergarten including additional resources for training for ECE providers to support children's development, quality improvement activities for programs, and need-based funding.

## CDE Contractors in Los Angeles County

- 11 Stage 2 and 3 contractors
- 12 AP contractors (Alternative Payment)
- 10 FCCHEN contractors (Family Child Care Home Education Network)
- 78 CCTR contractors (Child Care and Development Centers)
- 120 CSPP contractors (California State Preschool Program)

### Coordinated Efforts to Improve ECE Services for Vulnerable Children in LA County Face Multiple Barriers

To answer important policy-relevant questions for our most vulnerable children it is obvious

that we need to link data across the programs (and related data systems) to get a complete understanding of their service usage and needs. However, there are a number of challenges to coordinated efforts to link data across multiple programs and data sets, particularly in LA County.

First, the administration of local ECE funding streams is extremely complex. According to a July 2015 assessment of the ECE landscape by the LA County Office of Child Care, there are multiple federal, state and county sources of funding sources that support numerous separate administering agencies, including Alternative Payment agencies, community based organizations, school districts, DCFS, child development centers, and others, that serve eligible children. The Early Education and Support Division of the California Department of Education contacts alone account for approximately 230 contracted agencies (see side chart and Appendix B for a visual representation of the complexity of ECE in LA County).

Second, efficient and effective coordination of services in Los Angeles County (and throughout California) are hindered by the siloed nature of data collection systems. Artificial boundaries such as separate data systems or different definitions of key data elements only serve to solidify the sense of separation across departments or agencies. By keeping programs and services along with the information related to the children and families separated, comprehensive and coordinated data analyses become almost

impossible. Integrated or linked data systems are critical for improving program effectiveness, informing practice, and answering policy-relevant questions. Securely linking client records across disparate data systems allows for an unduplicated picture of children's participation in various programs, an examination of children's service encounters across programs and over time, and provides a foundation for tracking outcomes with an eye on continuous quality improvement. A survey of 10 agencies in LA County that have the same subsidized child care and other ECE contracts reported 9 different data systems for these contracts. Given the over 200 contracted agencies in LA County alone, the barrier of siloed data systems is significant.

Third, funding and administrative contracting agencies have unique research data use policies with lengthy approval times. Unique data collection requirements and systems require significant work to make them interoperable. Data sharing between agencies requires the time to understand how the data will be used and for what purposes and the time to develop appropriate data use agreements or data sharing agreements.

Fourth, there is often a lack of understanding about the distinction between data sharing for real time use in the direct delivery of services to clients versus data sharing for statistical purposes to inform program and policy planning, research and evaluation, population monitoring, and provider outcomes and accountability. This project focuses on the latter rather than the former. Specifically, as a nonprofit educational institution using data for research purposes, the Children's Data Network (CDN) is able to work with identifying information because CDN complies with Section 1798.24 of California's Civil Code and operates under an approval from California's Health and Human Services' Committee for the Protection of Human Subjects. Unfortunately most oversight entities do not understand this distinction and developing this understanding at all levels of an oversight entity takes a great deal of time.

As a result of these barriers, data remains siloed and even what can seem like straightforward questions cannot be answered for Los Angeles County or for California:

- How many *unique* children or families receive subsidized child care each year?
- How does the distribution of child care resources affect access and utilization across regions or communities?
- How many families need child care and can't access it?
- How many families whose children receive subsidized child care are also involved in other family services systems?

Large-scale collaborative efforts have been undertaken to coordinate data collection and begin to understand the landscape of children served in Los Angeles County including their number, location, and characteristics. One example is a data collaborative among Los Angeles County Office of Child Care, LAUP, and the Los

Angeles County Office of Education (LACOE). Each agency is required to complete a needs assessment. To pool resources and develop a singular set of results (as opposed to three sets of potentially conflicting results), these entities decided to collaborate to develop one Los Angeles County Child Care Needs Assessment. Another large-scale data collection effort was undertaken by the Advancement Project, with funding from First 5 LA, under the name “Save My Seat.” The partners pulling the data included the same partners above (LA Office of Child Care, LAUP, and LACOE) along with the Child Care Resource Center and this data is used in the LA’s Early Care and Education Landscape report and website (Advancement Project, 2015). Unfortunately, there is still no method to ensure the various agencies are not double-counting children given the fact that they pull the number of children served but they do not link child-level data in order to account for duplication of records. For example, the same child may be served at a LACOE Head Start center in the morning, but also attend a voucher-based child care program in the afternoon that is accounted for by the LA Office of Child Care data. Given the need for full-time care for working parents, this is a possibility. In addition, a child may transition from one type of care or funding source to another (voucher-based child care in the summer and then Head Start during the school year). Without the ability to link data across the programs, each agency operates with a partial understanding of the families it serves and programs and policies are designed without information about the true gaps in service.

The current project was designed to provide proof of concept for how ECE records can be integrated across funding streams to determine the unique population of children served. These data can then be safely and securely linked to external administrative data systems to generate a more complete picture of profiles, cross sector encounters, and outcomes for children and families. It is hoped that findings from this research project can be expanded to include other ECE service areas in LA County and extended to include linkages to additional cross-sector data systems.

## Current Project

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A detailed list of project activities for 2015-16 can be found in Appendix C.

### Methods: Data Sources and Linkage Process

The ECE data for this project includes administrative and program data from Early Head Start /Head Start (EHS/HS) and voucher-based child care programs at the Child Care Resource Center (CCRC) a large non-profit agency that administers these and other programs that serve children, families and child care providers in SPA 1 and SPA 2<sup>3</sup> of Los Angeles County. Child Care Resource and Referral (CCR&R) agencies like CCRC provide referrals to services in the community (including child care referrals), early care and education provider trainings, lending libraries, and other children's services and programs. Agencies that provide subsidized child care are sometimes referred to as Alternative Payment (AP) agencies. Families who receive subsidized child care through the AP agencies are current welfare or Temporary Assistance for Needy Families (TANF) recipients, have recently been served by TANF programs, or are other low-income families who meet program eligibility and need requirements. EHS/HS is a holistic program serving children in an educational capacity as well as the whole family's needs in areas of physical/dental/mental health, disabilities, nutrition, and any and all community resources to ensure a successful future for the entire family. EHS serves children and families prenatally through age 3 years and HS serves families from age 3 to 5 or kindergarten.

ECE data across programs was extracted by CCRC and delivered to USC/CDN in spring of 2015 where CDN conducted a probabilistic match between this and the child welfare data. Data from CCRC included personally identifiable and demographic data for children and families, and provider, program type, start and stop dates for care, associated with their voucher-based child care programs and their EHS/HS programs. Data from the public child welfare agency included individually identifiable data on children, supporting the match between administrative records. Once the match was made, a new ID was assigned and identifiable data was removed. Analysis of matched records included details of ECE enrollment and participation as well as whether the child was reported to protective services, whether the case was substantiated and/or opened and specific episodes and types of care. See Appendix D for detailed methods on the creation of the data file.

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<sup>3</sup> A Service Planning Area, or SPA, is a specific geographic region within Los Angeles County. Due to the size of Los Angeles County, it has been divided into 8 SPAs allowing for agencies to develop and provide more relevant services targeted to the specific needs of the residents in these areas.

## **Preliminary Results and Discussion**

Children born after 2006, who were 0-5 years old and enrolled in CCRC programs during 2011-2014 were included in the analysis sample. This sample was matched to child welfare data and confirmed as having corresponding CPS involvement or no involvement, including the timing of that involvement. Data were analyzed to describe frequencies, rates, and comparative statistics using R software.

A total of 20,049 unique children, ages 0-5 years and born after 2006, were served by CCRC's programs between 2011-2014. Greater than one-quarter (28.2%) of these children were known to the child welfare system. The following results provide descriptive data primarily on the group of 5,653 children that were identified as participating both in ECE programs and were known to the child welfare system (CWS).

### **What are the background characteristics and risk factors of the children served by the Head Start/CCR&R who are also known to child welfare?**

Table 1 provides available demographic information on child gender, race/ethnicity, age of enrollment into ECE, single parent status, and TANF participation. These demographic characteristics are provided for children/families in the entire sample, for children enrolled in ECE and known to child welfare and not known to child welfare. Research from the California Child Welfare Indicators Project found that children have a high risk of being known to the child welfare system if at birth the child has late prenatal care, is missing paternity, has a mother with a High School Diploma or less education, has 3 or more children already in the home, maternal age of less than 24 years, and has Medi-Cal at birth for US born mothers (Putnam-Hornstein, 2013). The children with high risk in each of the areas had an 89% probability of having a report to Children's Protective Services.

The group of children enrolled in ECE and known to child welfare tended to enroll in ECE at slightly younger ages with significantly more representation among Black, Hispanic/ Latino children, and children significantly more likely to belong to single parent than not (74.1% and 26%, respectively) and to have families receiving TANF than not (64.5% and 35.5%, respectively (Table 1).

Table 1: Background Characteristics

		Distribution of Total Sample	Distribution of Children in ECE and not known to CWS	Distribution of Children in ECE and known to CWS	
		Percent	Percent	Percent	$\chi^2$ test <sup>4</sup>
<i>Gender</i>	Female	49.5	49.2	49.8	p = 0.413
	Male	50.6	50.8	50.2	
<i>Age at Enrollment</i>	0 < 1 years	6.9	6.8	7.2	p < 0.001
	1 < 2 years	10.2	9.8	11.4	
	2 < 3 years	16.4	15.6	18.3	
	3 < 4 years	36.5	37.8	33.2	
	4 < 5 years	29.9	30.0	29.9	
<i>Race/Ethnicity</i>	Amer. Indian/Alaskan Native	<1	<1	<1	p < 0.001
	Asian	1.3	1.6	0.7	
	Black	18.3	16.0	24.1	
	Hispanic or Latino	27.2	24.1	35.0	
	White	51.0	56.1	38.2	
	Two or more races	1.1	1.1	1.1	
	Other *	1.0	1.1	0.8	
<i>Parent Status</i>	Single parent	59.7	45.9	74.1	p < 0.001
	Not single parent	40.3	54.1	26.0	
<i>TANF</i>	Yes	53.4	49.0	64.5	n/a
	No	46.6	51.0	35.5	

\* Includes children with unknown/missing race/ethnic information, American Indian/Alaska Native children and Native Hawaiian children, less than 1% each.

Table 2 provides the rate of involvement in the child welfare system among all children identified as enrolled in ECE (20,049), broken down by gender, age group, race/ethnicity, single parent (yes/no), and receipt of TANF. For example, the data in the table shows that of the 9,924 females in the ECE sample of 20,049, 28.4% (or 2,812) are known to child welfare. This gives a rate of involvement in child welfare for each of the demographic categories.

<sup>4</sup> A Chi-square test measures the extent to which the collected data differs from what would occur by chance. For example, by chance the distribution of children in ECE and in Child Welfare would be close to evenly distributed across each age group. The Chi-square test assesses the likelihood that there are group differences.

Table 2: Percentage and Number of Children in Child Welfare Among All Children in ECE by Demographic Categories

		Percent	Number
<i>Gender</i>	Female	28.4	2,812
	Male	27.9	2,830
<i>Age at Enrollment</i>	0 < 1 years	29.4	408
	1 < 2 years	31.5	645
	2 < 3 years	31.5	1,034
	3 < 4 years	25.6	1,875
	4 < 5 years	28.2	1,691
<i>Race/Ethnicity</i>	Asian	15.9	42
	Black	37.2	1,359
	Hispanic or Latino	36.3	1,977
	White	21.1	2,158
	Two or more races	28.1	63
	Other *	22.1	43
<i>Parent Status</i>	Single parent	35.0	4,186
	Not single parent	18.2	1,467
<i>TANF</i>	Yes	34.1	3645
	No	21.5	2008

\* Includes 1 child with unknown/missing race/ethnic information; 6 American Indian/Alaska Native children and 16 Native Hawaiian children.

The rate of representation for children in both the ECE and child welfare systems varied across demographic characteristics, as shown in Tables 1 and 2. The rate of involvement for the two genders does not appear to differ. Kovan et al. (2014) found that children with a history of CPS involvement were more likely to be male than those without CPS involvement. However, the U.S. Department of Health and Human Services (2013) found that the percentage of child victims is similar in girls (48.7%) and boys (50.9%). Given that the current sample includes those who are served by ECE and their rate of involvement in child welfare, this represents a different analysis than looking solely at the rate of involvement in child welfare across genders.

The percentage of children that overlapped both systems was higher for Hispanic (36.3%), Black (37.2%), and children of two or more races (28.1%) as compared to White (21.1%) and Asian (15.9%) children. Specifically, of the Black children enrolled in ECE, 37.2% were also known to the child welfare system and of the Hispanic children enrolled in ECE, 36.3% were also known to the child welfare system. However, of the White children enrolled in ECE, 21.1% were also known to the child welfare system and of the Asian children enrolled in ECE, 15.9% were known to the child welfare system. A key issue described by Reed and Karpilow (2009) is the disproportionality of children of

a certain race or ethnicity to be involved in the child welfare population as compared to how they appear in the general population. The same group reported that African-American and Native-American children are disproportionately represented in California's Child Welfare System. The current data from northern LA County also reflects an overrepresentation of African-American and Hispanic children in the child welfare system. As seen in Table 1, 18.3% of the ECE sample included Black children and 27.2% were Hispanic or Latino. Given that there is overrepresentation of children served in both ECE and child welfare as compared to those solely in ECE, a protective factors framework would be important to use in interacting with all families. Using a single cultural lens (the individual one each person has) to understand a vast diversity of people in programs will increase the likelihood for misunderstandings (Greenfield, Suzuki, & Rothstein-Fisch, 2006) and create challenges in the delivery and effectiveness of programs and interventions (Lubell, Lofton, & Singer, 2008).

The literature is mixed regarding the relationship between single parent status and child welfare involvement. Some studies have found single parent status to be a risk factor (Merritt, 2009; Black, Heyman, & Slep, 2011; Chaffin, Kelleher, & Hollenberg, 1996) but other studies have found no relationship between marital status and risk of maltreatment once other variables were considered (Zuravin & DiBlasio, 1996; Guterman, Lee, Lee, Waldfogel, & Rathouz, 2009). One study considered marital status in relationship to child maltreatment and child care burden and found that risk of maltreatment was related to child care burden (e.g., cost, lack of reliable emergency child care, number of special child care arrangements) more so for single rather than married mothers (Ha, Collins, & Martino, 2015). In the current study, the rate of overlap was higher for children with single parents as compared to children whose parents were not single (35% and 18.2%, respectively). Therefore, even with ECE as a potential protective service, children in this sample appear to be more at-risk for involvement with child welfare if they are from a single parent household. These families may need more than ECE services to help ensure their success and protection from potential harm.

The prevalence of children known to child welfare in our ECE sample is greater for those whose families are receiving TANF compared with those not receiving TANF (34.1% and 21.5%, respectively). Prior research reported that 26.5% of the children in the child welfare system in California were also CalWORKs (cash aid) recipients (Reed & Karpilow, 2009). A recent review of 20 years of studies found that reductions in child maltreatment follow increases in material supports (Pelton, 2014). TANF or cash aid receipt should be considered in future analyses and examined in terms of TANF-based ECE services. Specifically, groups in Stage 1, 2, and 3 child care should be analyzed separately from children in other programs that may not be receiving TANF.

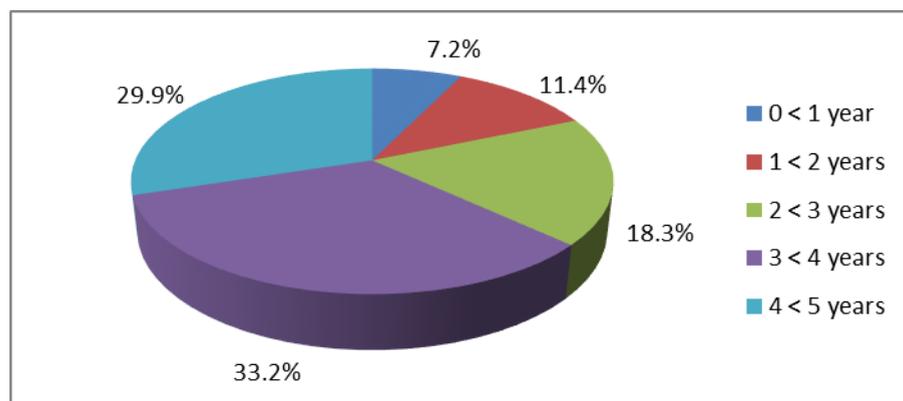
Prior research has found that the youngest children have the highest incidence rate of participation in the child welfare system. Specifically, while other ages have reached a

plateau or declined, Los Angeles has seen an increase in the number of the youngest children, particularly those under two years entering the child welfare system (Webster & Correia, 2013). However, preliminary data from this project show little variability in the prevalence of participation by age group (Table 2). The rate of overlap was slightly lower for children enrolled in ECE at 3-4 years of age (25.6%) as compared to children enrolled while infants (29.4%), at 1-2 and 2-3 years (31.5% for each).

Figure 1 shows the age of enrollment into ECE for children known to child welfare. A larger percentage of children are first enrolled at preschool ages compared to other ages. Meloy and Phillips (2012b) also found that children who enter foster care as preschoolers were more likely to experience child care assistance/payments than those entering foster care as infants. These results differ from the general age trends of children known to the child welfare system where it is the youngest (particularly those under age 1) who are more likely to be known to the child welfare system (Administration for Children and Families, 2013; Putnam-Hornstein, Cleves, Licht, & Needell, 2013).

This may be a result of selection bias. The mechanism of access to ECE programs for children in the child welfare system is unknown. Given that ECE providers are trained to identify at-risk children, it may be that children in ECE programs are identified and referred to child welfare. However, one of the eligibility criteria for ECE programs is the status of foster or at-risk children. As such, some children may come to the ECE programs already known to child welfare. Reasons why children are equally likely to be known to child welfare regardless of age at entry into ECE programs merits further exploration.

Figure 1. Age at Enrollment into ECE among Children Known to Child Welfare

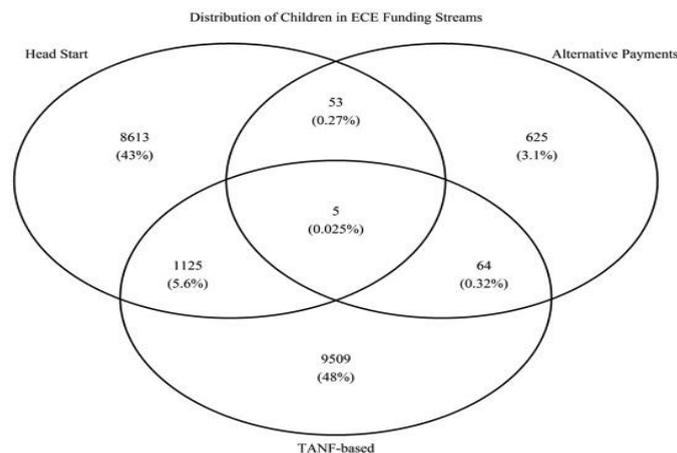


### What is the Overlap between ECE and Child Welfare and Does This Differ by Funding Stream?

The first step in the analysis was to understand the participation rates of children within ECE funding streams regardless of child welfare status. Figure 2 shows 19,994 of the 20,049 served in ECE programs at CCRC (the 55 served in FCCHEN were not included in the figure, merely to present a more simplified figure). The largest raw number of children served in CCRC's ECE programs were served in Early/Head Start or TANF-based child care voucher programs (CalWORKs Stages 2 and 3) compared to the number served through the Alternative Payment (AP) program (see Figure 2).<sup>5</sup> This is reflective of the funding levels in California and has policy and system implications, which are discussed later in the report.

<sup>5</sup> ECE voucher-based funding includes CalWORKs Stage 1, 2, and 3 as well as Alternative Payment (AP) and the Family Child Care Home Education Network (FCCHEN). TANF-based voucher programs include CalWORKs Stages 1, 2, and 3. With voucher-based child care programs families qualify for subsidized child care based on a number of different eligibility criteria including income, homelessness, and other factors. Once a family is deemed eligible for services their need is assessed (e.g., number of child care hours needed to cover employment, training, job search, housing search, etc.). This need along with other factors such as child age and preferred provider type (center, licensed home, legally license-exempt family, friend and neighbor care) are used to calculate the amount of funding available for the family to use for paying their provider of choice. The family has to re-certify if there are changes to their need, which could affect the level of voucher/payment to the child care provider. Within the Head Start program, families qualify with a particular Head Start agency and are enrolled with that agency that administers the Head Start program. Families do not need to recertify their need in Head Start – they maintain their status in the program for the time that program is open (usually 9 to 12 months).

Figure 2. Distribution of Children across ECE Funding Streams



### Degree of Overlap Differs by ECE Program

1 in 5 children in Head Start are known to child welfare

1 in 3 children in voucher-based ECE programs are known to child welfare

Within the voucher-based programs:

1 in 3 children in TANF-based voucher programs are known to child welfare

1 in 4 children in Alternative Payment programs are known to child welfare

While the prior analysis illustrated the number of children in various funding streams in the data set that included all children in ECE (not restricted to those who were also known to child welfare), the next set of analyses were intended to illustrate the differential overlap between child welfare and the various ECE programs/funding streams. As a result, this includes the smaller subset of children who were served in ECE and also known to child welfare (5,653). A greater percentage of children served in voucher-based programs are known to child welfare compared with children served by Head Start (see Figure 3). Specifically, between 1 in 5 and 1 in 4 children in Head Start are known to the child welfare system compared with 1 in 3 children served in the voucher-based programs. Figure 3 shows the percentage of children served through each funding stream. Approximately 1 in 3 children in TANF-based child care programs (e.g., CalWORKs Stages 1, 2

and 3) and 1 in 4 children in the Alternative Payment program (“the working poor”) are known to the child welfare system. It should be noted that due to contract negotiations at the time of data analysis, data from Stage 1 child care was not included. It should be noted that 6,863 children served in Stage 1 exclusive of other programs and otherwise eligible for the analysis were not included because we had not yet obtained permission from DPSS to use those records at the time this report was written.

**Head Start**

1 in 5 children in Head Start are also known to child welfare



**Voucher-based ECE Services**  
(Stage 1, 2, 3, Alternative Payment (AP), FCCHEN)

1 in 3 children in voucher-based programs are also known to child welfare



↓ Within this group:

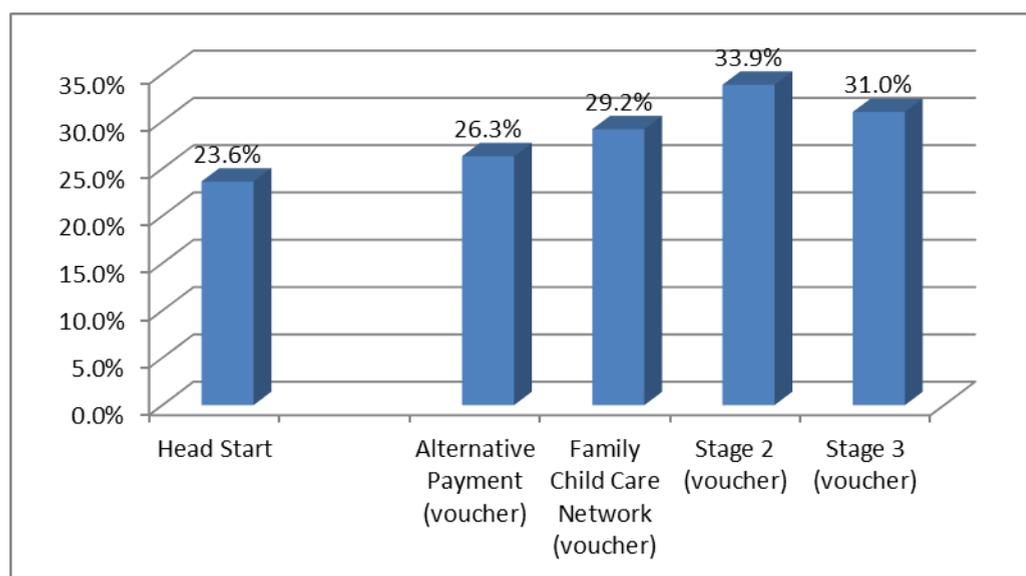
1 in 4 children whose care is paid for by AP are known to child welfare



1 in 3 children whose care is paid for by TANF-based funding (Stage 1, 2, 3) are known to child welfare



Figure 3. Total Percent of Children Known to Child Welfare by Program Funding Stream



Note: Children are duplicated across funding streams. Data for children enrolled in Stage 1 only—exclusive of other programs—were not included in these analyses

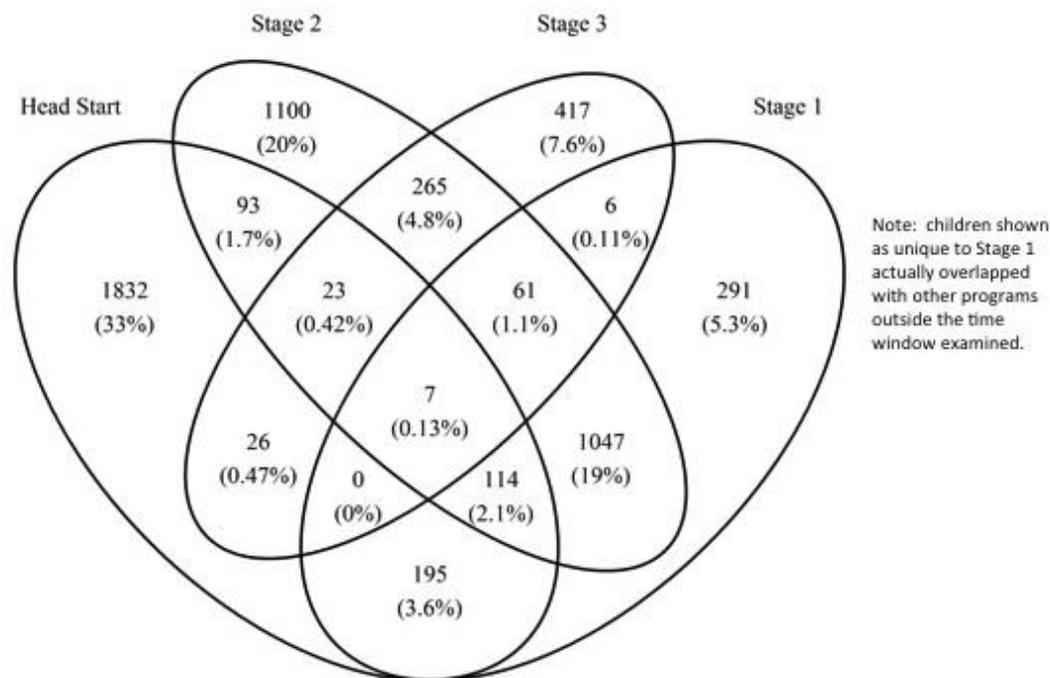
Children often move from one funding stream to another, particularly in the voucher-based programs of Stage 1 and Stage 2 child care where families who are deemed “stable” (e.g., have obtained employment or enrolled in an education program) transition from Stage 1 to Stage 2 child care. In addition, families transition to Stage 3 child care after being off of cash aid for 24 months. Therefore, these program data are duplicated across different ECE programs. This is important given policy considerations around different funding streams (e.g., should policies for children in the child welfare system be focused on the Alternative Payment program or the TANF-based programs?).

Figure 4 illustrates this point by showing how children in ECE and child welfare systems were distributed across the voucher-based and Head Start program funding streams. Plotted in this way, we can see that many children are served across multiple programs, particularly Stage 1 and Stage 2 child care. This is less the case for children who participate in Head Start. In this analysis, relatively large proportions of children were enrolled in Head Start exclusive of other programs (33%) as compared to individual CDE programs; however the combined exclusive participation in voucher-based programs is large (56%).

It’s important to note that this illustration is likely to overestimate true “exclusive” participation in any category by a small amount. For example, as noted above, children who truly participated in Stage 1 exclusive of other programs (n=6,863) were excluded from the administrative match; therefore, the 291 children shown as “Stage 1 only” in Figure 4 actually participated in programs outside of the dates included in the

administrative match. Therefore, some misclassification likely occurred for the other program funding streams, meaning that the actual incidence of participation in multiple programs is actually larger. Additionally, the children served through the Alternative Payment and Family Child Care Home Education Network programs are not included in Figure 4 because the figure would have become too cumbersome.

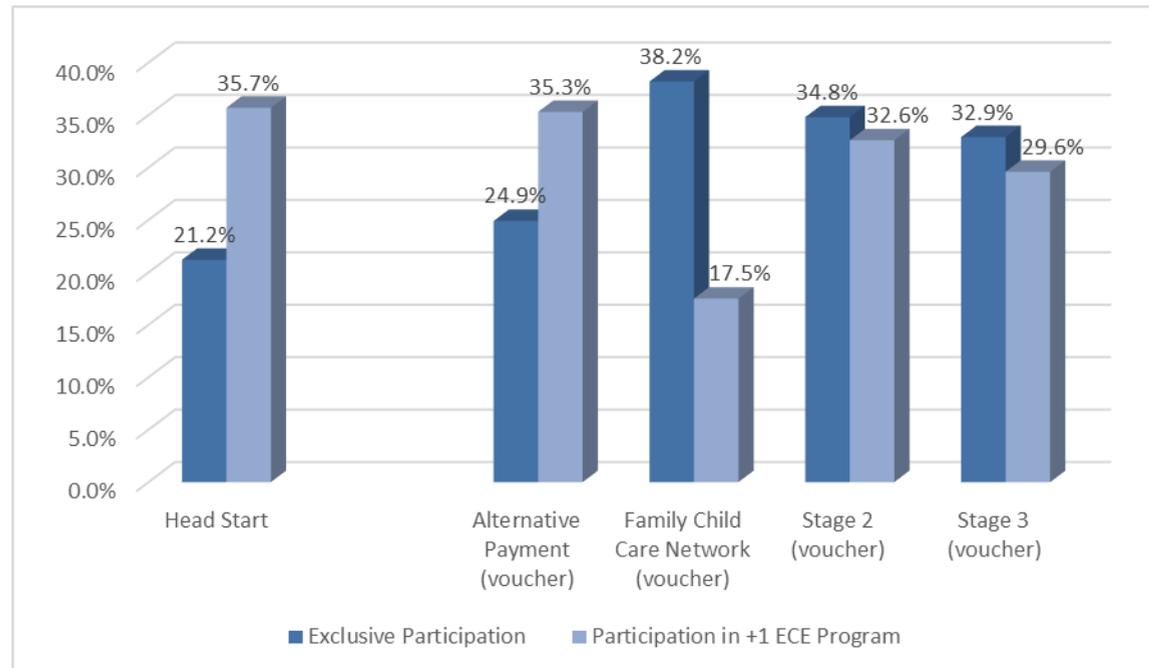
Figure 4: Overlap in ECE Program Participation for Children Known to the Child Welfare System



Therefore, the best way to compare the prevalence of child welfare involvement by funding stream in an unduplicated manner is to separate the analysis to those children who were enrolled in those programs exclusively and non-exclusively, as shown in Figure 5. Although the actual numbers served in the FCCHEN (Family Child Care Home Education Network) program is small, the percentage known to child welfare who were served exclusively by FCCHEN is large. They are not likely to be served in the TANF-based programs because they likely never received TANF. Eligibility for AP and FCCHEN does include being a recipient of TANF or cash aid. However, because the spaces in AP and FCCHEN are severely limited and eligibility for child care in Stage 1-3 is categorical or automatic for those on cash aid, spaces in AP and FCCHEN are reserved for the low-income working poor who are not on cash aid. A family who has received cash aid in the last 24 months is automatically placed in a TANF-based child

care program. The effect of the TANF-based programs becomes more apparent in those multiple program participation categories.

*Figure 5: Children Known to Child Welfare by ECE Program Funding Stream: Participation in Only One vs Participation in More Than One ECE Program*



### **What are the Most Likely Child Care Settings for Children Known to Child Welfare?**

Another research question addressed was: Are children who are known to the child welfare system and served by CCRC likely to be in a certain type of child care environment (centers, family child care, license-exempt) as compared to all children served in ECE? A description of these types of settings can be found in Appendix A. Again, across the 2011-2014 enrollment span, the same child could have been enrolled into multiple settings. For example, a child could have started out in a voucher-based subsidized child care program in a family child care home between the ages of 0-3 and then moved into the Head Start program. Additionally, research suggests that infants and toddlers are often cared for in a home based setting (family child care or license-exempt) while preschoolers are often served in center-based programs (Boushey & Wright, 2004; Laughlin, 2013). Finally, it is possible that a child could be served in a Head Start program in the morning, but served in a license-exempt setting or family child care setting in the afternoon if the parent has a need for full-day child care. As a result, the percentages reflecting where children are cared for sum to greater than 100% because they can be served in more than one setting.

Overall, of the 20,049 children enrolled in an ECE program, 5,339 (26.6%) were enrolled in a center, 5,051 (25.2%) were enrolled in a Family Child Care Home, and 6,493 (32.4%) were cared for in a license-exempt home setting. Close to half (48.9% or 9,805) of the children had been enrolled in a Head Start setting at some point during the 2011-2014 timeframe (Table 3). These results speak to the fact that Head Start has a limited number of spaces that are often filled by new children each year. There are some children who return to the program from one year to the next, but this isn't always the case. However, in the subsidized child care system some families (and therefore children) remain enrolled in the program over longer periods of time. Additionally, many of CCRC's subsidized children are able to remain in the program until age 13 (assuming all eligibility and need requirements of the child and family are maintained).

Table 3 compares the percentages of children with any participation in CCRC's program settings to the percentages of those also known to child welfare. The voucher-based ECE programs are slightly overrepresented among those children also known to child welfare, with approximately 1 in 3 children in these programs represented across the various settings. Additionally, it appears that a greater percentage of the children who are supported by voucher-based programs and are known to child welfare are in centers and family child care homes compared with children not known to child welfare ( $\frac{1}{3}$  compared with  $\frac{1}{4}$ ). However, the proportion of children served in license-exempt homes is similar for children known and not known to the child welfare system. The fact that children known to the child welfare system and supported by child care vouchers are evenly distributed across centers, family child care homes, and license-exempt is in contrast with the findings by Meloy and Phillips (2012b) where most children were found in informal care settings. A different trend is observed for the children served in the Early/Head Start programs. Specifically, 1 in 5 children in the Early Head Start or Head Start programs are known to child welfare, a slight underrepresentation (in contrast to the almost 50% of children not known to the child welfare system).

*Table 3. Participation in Different ECE Funding/Program and Child Care Setting by Child Welfare Participation.*

<i>ECE Funding/Program Care Setting</i>	<i>Children Not Known to Child Welfare</i>	<i>Children Known to Child Welfare</i>
<i>Voucher-Based ECE</i>		
<i>Center-based</i>	26.6% (5,339)	31.5% (1,682)
<i>Family child care home</i>	25.2% (5,051)	35% (1,768)
<i>License-exempt home</i>	32.4% (6,493)	34.9% (2,266)
<i>Early Head Start / Head Start</i>	48.9% (9,805)	21.5% (2,108)

Note, children are duplicated because many participated in multiple ECE funding types/programs and child care provider settings over the time period examined.

### What is the Timing of Enrollment in ECE and Placement in Child Welfare?

Of the 5,653 unduplicated children known to child welfare and in CCRC's ECE programs, 1 in 3 (35.6%) were being served concurrently (some amount of overlap in enrollment). Most (3 out of 4) had their ECE start date prior to the CPS window (see Table 4). Some may have continued during the CW window while others may have ended their ECE experience prior to their CW window. One in ten children had their ECE experience start during their CW window and 15% had their ECE experience start after their CW window ended.

The restricted window of data (2011-2014) may be obscuring the true picture of the timing of the overlap between ECE and child welfare services. It is possible for example that with a larger window of available data more children would be found with the ECE window starting after the child welfare window. This restricted window was selected because of the quality of data during this time period. If future analyses include data from a larger span of time and similar results are found, this would point to the importance of ECE environments as a source for identifying children who are at-risk, and serving as a potential source for trauma-informed care.

#### Timing of ECE and Child Welfare Participation

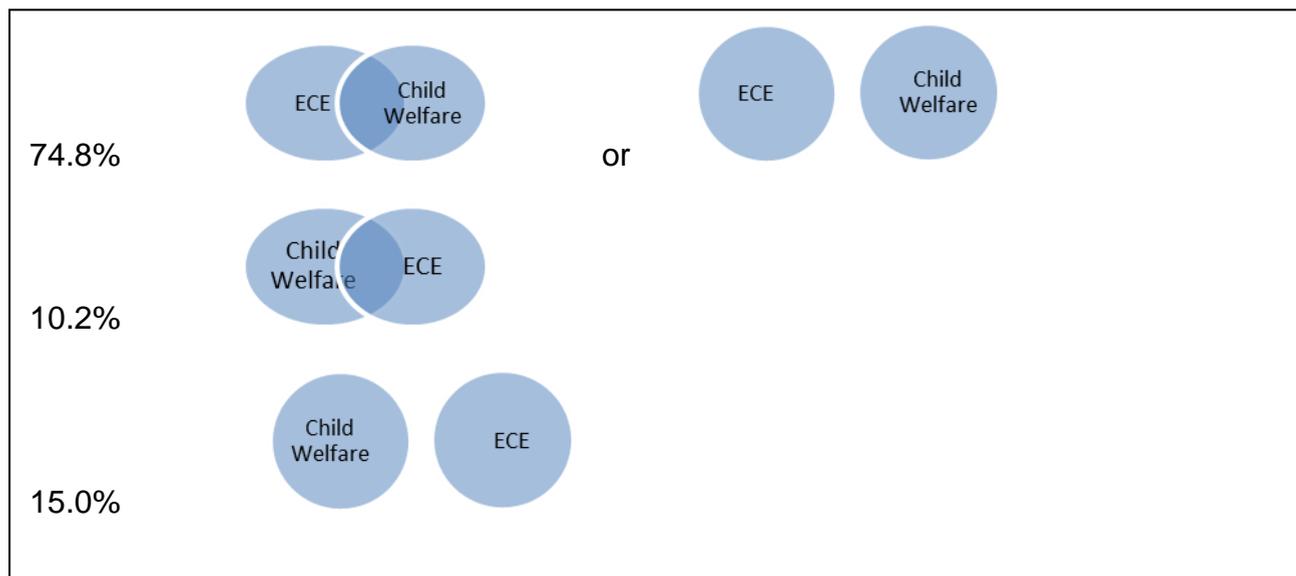
1 in 3 children are served by ECE and child welfare concurrently

3 out of 4 have ECE experience prior to child welfare participation

15% had ECE experience start after child welfare window ended

Table 4. Timing of ECE-Child Welfare Overlap: Percentage of Children with ECE Start Dates Before, During, or After the Child Welfare (CW) Window

Window Order	Percentage (n)
ECE started before CW	74.8% (4,229)
ECE started during CW	10.2% (5)
ECE started after CW	15.0% (847)



### Exploratory Event Analysis

Last, the current analysis explored methods including “event analysis” that can be used to understand children’s experiences in ECE and child welfare in terms of the timing and sequence of program involvement overall. Event sequence plots enable observers to ask whether there might be discernable patterns or scenarios among various groups of children overlapping the two systems.

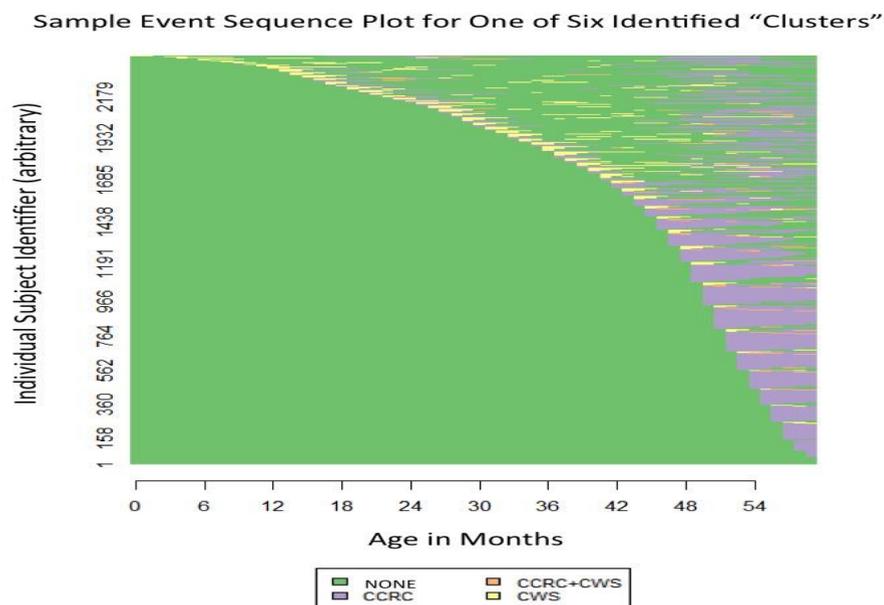
Such analyses would enable researchers to sub-set groups of children to ask specific research questions, such as “What are the experiences of families whose children enter the ECE system at an early age, what do their transitions look like, what ECE programs do they enroll in, and what are their ages?” “What are the experiences of the families whose children started ECE after child welfare involvement – do they tend to be older and what do their program transitions look like?” “What are the experiences of families

whose children enter ECE and child welfare at the same time? What are their ages, what ECE programs do they enroll in and what do their transitions look like?”

In one example, the duration and sequencing of child welfare and ECE program exposure were analyzed in the 5,653 individuals identified as known to child welfare and ECE. Entry and exit times in the various programs were determined and the resulting event sequences were aligned and clustered using published methods (Gabadinho, Ritschard, Müller, & Studer, 2011). Using this approach, one of the six patterns identified and grouped children known to CWS at young ages after which followed large gaps in time before entering ECE at CCRC (Figure 6 shows a simple visual representation of these data).

While this is only an example, it shows a potential for further exploration of data with a more complete dataset, additionally stratified by various demographic characteristics. For example, how do patterns differ between families on TANF as compared to those not receiving TANF? Countywide data (using 801A and the full set of Stage 1 data) would enable a much more robust view of these kinds of patterns from which more specific inquiries could be accomplished.

*Figure 6: A sample event sequence plot representing one of six groups clustered by similarity of their event sequences.*



## Recommendations and Next Steps

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### Recommendations for Future Data Linkage

#### Use of EESD-CDE 801A Data Reports

Additional research conducted for this project found that it is currently feasible to address at least two major gaps in data regarding children in subsidized ECE. Future data linkages could include children served by over 230 different agencies who contract with the California Department of Education (CDE) across LA County through 801A reports. Permission has been requested from CDE to obtain regularly reported administrative data that would enable a more complete picture representing children in both ECE and CW systems. For example, this would include the largest of the CDE programs such as CalWORKs (Stage 2 and 3), the California State Preschool Program (CSPP), the Child Development Centers (CCTR), and Family Child Care Home Education Networks (CFCC), which, combined, serve over 74,000 children ages 0-12 per month.

All CDE contractors in Los Angeles County report 801A data monthly to CDE. These reports include any child receiving services in a given month. (Individual children are sometimes funded through multiple program types – up to three individual program type codes can be listed for each child.)

Based on these rough assumptions, we estimate that 2,760 files (230 monthly reports x 12 months) would need to be collated and processed to obtain one complete year of 801A data for all children served in LA County. Because these files are well-structured and uniform, extracting the data is not complicated using standard processing tools, even at these volumes.

An analysis was conducted in order to test the feasibility of using the 801A for administrative linkage, both from a data quality standpoint and the amount of work it would take to integrate the monthly reported files. The feasibility is strong from a data quality standpoint as the monthly reports include many of the data elements required for integration and data linkage with CWS/CMS (child welfare system). Appendix H shows the 801A data elements available. In addition, since these records are standardized and clean, it is feasible to integrate these records efficiently, eliminate duplicates, and produce a clean file of unique child records.

#### Inclusion of Stage 1 Data

Another important gap to fill in future data linkages are children eligible for ECE through “Stage 1” subsidies. In Los Angeles County, DPSS administers CalWORKs “Stage 1” contracts with 10 Alternative Payment agencies. Caregivers/child care providers are

licensed and meet Title 22 regulations or are legally exempt from licensure (“Family, Friend, and Neighbor” care). Eligibility for Stage 1 is established based on several child and family vulnerabilities, including TANF receipt, risk for neglect and abuse, and other conditions. Inclusion of Stage 1 data is critical to the representation of children in subsidized care as well as assessing their overlapping involvement with the child welfare system. Stage 1 child care data is not reported to DPSS by each contracted agency and would therefore need to be individually requested from each of those agencies.

These Stage 1 contracts are administered by DPSS and thus a request has been submitted in the form of a research proposal to DPSS to include these records in future linkages; feedback from DPSS was provided and was favorable. At CCRC alone, there were 6,863 children that participated exclusively in Stage 1 during 2011 through 2014 and were otherwise eligible for the match described in this report. Had we received permission to include those children, this would have translated to a 34% larger sample for the linkage, and represented 25% of the revised (hypothetical) sample ( $6,863+20,049=26,912$ ).

#### **Estimated Representation of the Current Dataset: Stage 1 Data**

It is important to understand the representation that CCRC data holds in relation to LA County as a whole. The next section describes the varying levels of representation of CCRC’s data to the number of children served in LA County in a variety of ECE programs.

Based on an estimated monthly averages, 3,378 children, representing 23.9% of all children in LA County Stage 1 care, are contracted through CCRC (see Table 5). These numbers were provided by the Child Care Alliance of Los Angeles County, a group of agencies that hold the Stage 1 child care contracts in Los Angeles. It is therefore estimated that once access to Stage 1 data is approved, the CCRC portion would represent close to  $\frac{1}{4}$  of the children served in LA County.

Table 5. Estimated Number of Children Age 0-5 (unless stated otherwise) Years Served at CCRC in 2014-15 and in Los Angeles County

Program	CCRC Children	LA County Children
Early Head Start/Head Start	4,949*	29,743**
CSPP	0*	44,273***
CCTR (age 0-3 years)	0*	4,897**
FCCHEN (age 0-12 years)	263*	1,467***
Stage 1 (not used in this report)†	3,378	14,123
Stage 2†	5,913	17,485
Stage 3†	2,908	9,748
Alternative Payment†	1,291	5,188

\* Numbers obtained from CCRC

\*\* Numbers obtained from LA County Office of Child Care

\*\*\* Numbers obtained from EESD-CDE

† Numbers reported by Child Care Alliance of Los Angeles and include children age 0-12 (agencies don't report 0-5 only) and are estimates based on average monthly enrollment.

### Estimated Representation of the Current Dataset: CDE Data

The Los Angeles County Office of Child Care, the Los Angeles County Office of Education and LAUP conducted a survey of agencies in 2015 to assess the number of children served in LA County across a variety of funding streams. Although CCRC has a number of contracts with CDE, these only include Stage 2, Stage 3, AP, and FCCHEN. Given the large number of children in CSPP and CCTR contracted programs, the need to obtain data on these programs is apparent. A survey was conducted with CCRC's partner agencies in the Child Care Alliance of Los Angeles to assess the number of children served by these agencies through CSPP and CCTR contracts. Only 7,396 children are served at these agencies with CSPP and CCTR contracts, a fraction (15%) of the almost 50,000 children reportedly served in LA County in these contracts. These numbers illustrate the great need to collaborate with CDE to obtain data through the 801A report rather than attempting to connect with each individual contractor in Los Angeles County. With CDE permission the project could also pursue access to Alternative Payment child care data from LA County DCFS. This could be gathered either through a data sharing agreement which could provide a larger set of data or through the 801A reporting system which would provide a more limited data set.

### Estimated Representation of the Current Dataset: Early/Head Start Data

Early Head Start/Head Start data are the most difficult to link because many local agencies are contracted directly by the federal government. These include 43 grantees including contracted agencies, LA County Office of Education, school districts, etc., some with delegate agencies. Outreach to various associations (CHSA or California Head Start Association or Region 9) has resulted in general approval of the project concept. However, there is no agency that has oversight of the grantees in LA County and no statewide agency that collects data from grantees. The data from grantees are

uploaded to the Federal Government through two main data systems (COPA and ChildPlus). In order to access this data, we would likely need to connect with the Federal Government for a data sharing agreement. A recommendation for next year would be to pursue this type of activity. Pursuit of this data and the lack of outcomes is not surprising given that only 6 states have been successful in linking their Head Start data with other service data (Early Childhood Data Collaborative, 2014). With the introduction of the Early Head Start-Child Care Partnerships there has been an increase in the number of contractors and children served through Early Head Start. This will add another layer of complexity to an already complex system.

### **Policy Considerations**

Recent policy work in Los Angeles County and in the state of California has brought to light the importance of access to high-quality ECE services, as well as the challenges of accessing care for children referred to or with active cases in the child welfare system. With limited funding resources it is critical that multiple solutions be considered. Recent work on SB94 (2015) and the budget process (2016) focused unsuccessfully on ensuring that there were clearer and more straightforward processes for assuring that children in the child welfare system had access to subsidized child care. Questions arose regarding how the priority status of these children already in statute is operationalized at the local level. Other questions arose given the limited funds available through the Alternative Payment (AP) program and how those and other funding sources might be used most effectively. Specifically, would clarification of priority status result in fewer children in the AP program who would normally qualify solely based on income? Since this appears to have been the case in Florida where children in the child welfare system have clear priority over income-qualifying families, with a resulting loss of access to care for their low-income non-child welfare peers, this question deserves additional attention. Such policy discussions could be better informed with administrative data that describes the overlap and movement between these systems at a more granular level. Data could help to develop understanding of the shortfall that needs to be filled and options for serving children in child welfare who are currently unserved in subsidized child care.

Given the low numbers of children involved with child welfare served in the AP program as well as the lower rates of overlap compared to other programs, this program should not be the sole focus of study and discussion. Head Start and TANF-funded programs may also offer opportunities for collaborative partnerships to improve enrollment for children during their involvement with and to address continuity of care after child welfare services terminate.

For several years, the LA County DCFS has been working with Head Start and other child care providers to enhance referral to and enrollment in subsidized child care

programs. The quality and comprehensive services provided through Head Start provide a particularly good match for the needs of children in the child welfare system.. While LA County has been working on collaboration with Head Start agencies, the decentralized landscape of Head Start, where each agency has to be contacted separately to assess waitlist status, has its own challenges. Although the processes are cumbersome, the general concept has merit and should be supported by additional analysis of data that could show patterns of enrollment and participation. The data from this project clearly illustrate that many of the children in child welfare have exposure to Head Start so deeper analyses of timing and duration could be informative. Unfortunately, center-based programs like Head Start and State Preschool (CSPP) tend to enroll most children in spring and summer, limiting opportunities for additional children to enroll throughout the year.

With new funding through the Early Head Start-Child Care Partnerships (EHS-CCP), spaces for children 0-3 years will increase in the next few years. Given the current layering of funding in these programs with Head Start and child care vouchers, this could be a promising program to consider for children in the child welfare system. If the entry point could be through the vouchers (particularly through those in which the family could be categorically eligible if they receive TANF cash aid (Stages 1, 2, or 3), children could be identified as being in the child welfare system and then connected to EHS-CCP for more comprehensive services.

Child Care Resource and Referral Agencies (often referred to as R&Rs) have access to information about all licensed child care locations in their service area. Because of this capacity, the R&R agencies are potentially powerful allies in future data analysis projects. The project team has had positive feedback from many of the leaders of LA's R&R agencies with whom we have met to explore interest in potential partnerships. Some of these discussions have also included their interest in enhanced navigation for children in the child welfare system, another option that is worth pursuing. This role was considered as part of the "Bridge Program" described earlier in this document where such agencies would act as child care navigators to locate the best child care option for families. Although that proposal was not approved, CCRC is working with DCFS on a pilot project and feasibility study designed to test how such programs might work most effectively.

### **Next Steps**

During the month of May 2016 alone, Los Angeles County Department of Children and Family Services provided child welfare services to 34,455 children – 20.8% were under the age of 2 years and 12.1% were ages 3-4 years, with a total of 11,409 children under the age of 5 receiving child welfare services either in their homes (Family Maintenance cases) or in out-of-home care (Los Angeles County Department of Children and Family

Services, May 2016). Clearly a good deal of work is needed to ensure that these children and families are supported appropriately, including access to subsidized ECE services when needed.

Although we know that children interact with many different public systems, there is little information on the timing or nature of cross-sector service encounters. This project was designed to provide proof of concept for how ECE records can be integrated with records from other funding streams to determine the unique population of children served by ECE programs managed by CCRC and then linked to child welfare data.

Specific next steps include:

- Refresh the data through 2015 at CCRC after permission is granted from DPSS to include Stage 1 data.
- Refresh the data through 2015 at CCRC that included Stage 2, Stage 3, AP, FCCHEN, and Early/Head Start data.
- Develop analysis plan to include completely new programs at CCRC – CSPP (California State Preschool Program) and Early Head Start-Child Care Partnership
- Refresh available data through 2015 to include the same data fields represented in this report
- Meet with EESD-CDE to communicate project plans, data security measures to increase the likelihood of a successful data sharing agreement
- Develop next step in data sharing agreements with DPSS, DCFS and CDE to include agencies outside of CCRC
- Assess what Federal entity would be the appropriate agency to grant permission to use Early/Head Start and if there is a central agency and report (Program Information Report or PIR) that could be pulled across LA County agencies – much like the proposal to use the CDE 801A report
- Explore access to child care data funded through LA County Department of Children and Family Services (Alternative Payment funding from CDE)
- Explore the idea of including data on children on waiting lists at CCRC as a comparison sample
- Explore possible convening of an LA County working group with members of the Child Care and Development Policy Roundtable and the Child Care Planning Committee to develop policy recommendations and garner support for proposed next steps

As this project moves forward the possibilities for positively impacting policy related to LA County's most vulnerable children is significant. Future work must include collaboration across multiple groups to ensure children receive the best possible supports that can mitigate the potential long-term impacts of abuse and neglect.

## Appendix A: Terms and Definitions

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Term	Definition
Alternative Payment Program (AP or APP)	<b>Alternative Payment Program.</b> Funded by the California Department of Education, the AP or APP (often seen as CAPP) is a voucher-based subsidy for child care for parents who are income-eligible, have children under age 13, are employed, participating in a vocational goal or job training, or engaged in other approved activities.
Alternative Payment Program Agency (APP)	<b>Alternative Payment Program Agency.</b> The agencies that contract with Los Angeles County Department of Public and Social Services (DPSS) for Stage 1 Child Care and with the California Department of Education (CDE) for CalWORKs Stage 2 and Stage 3 Child Care services. In addition to other activities, the APP agency makes payments to other agencies and child care providers for the provision of child care and development services
Cal-Learn Programs	<b>Cal-Learn.</b> A program that provides case management and supportive services for teen parents up to the age of twenty (20), who are CalWORKs participants, and; have not obtained a high school diploma or equivalent, and; reside with his/her child in the same assistance unit, or; are pregnant. Cal-Learn operates as part of the GAIN program.
CalWORKS	<b>California Work Opportunity and Responsibility to Kids.</b> A public assistance program that provides financial assistance including subsidized child care assistance, social services, and employment services to needy California families with dependent children. CalWORKs is the State of California's version of the federal Temporary Assistance for Needy Families (TANF) Program.
CalWORKs Stage 1, Stage 2, and Stage 3 Child Care	<p>The CalWORKs Child Care Program is administered in three stages. Stage One is administered by the county welfare departments. Stages Two and Three are administered by Alternative Payment Program (APP) agencies under contract with the California Department of Education (CDE). The three stages of CalWORKs child care are defined as follows:</p> <ul style="list-style-type: none"><li>○ Stage One begins with a family's entry into the CalWORKs program. Clients leave Stage One after six months or when their situation is stable, and when there is a slot available in Stage Two or Three.</li><li>○ Stage Two begins after six months or after a recipient's work or work activity has stabilized, or when the family is transitioning off of aid. Clients may continue to receive child care in Stage Two up to two years after they are no longer eligible for aid.</li><li>○ Stage Three begins when a funded space is available and when the client has acquired the 24 months of child care, after transitioning off of aid (for former CalWORKs recipients).</li></ul>
Child Care Alliance of Los Angeles (CCALA)	<b>Child Care Alliance of Los Angeles.</b> CCALA is a partnership of ten Child Care Resource and Referral and Alternative Payment agencies in Los Angeles County. These agencies work collectively to 1) ensure best practices and standardized methods in the child care voucher programs, 2) advocate on

behalf of working parents and their children as well as in making improvements to government systems and programs, and 3) coordinate county-wide services to families and providers in the areas of improving child care quality and well-being of the child. Services include assisting parents in finding and identifying quality child care; subsidized child care services; training and one-on-one coaching for child care providers to improve the work they do with children; and providing information to parents and child care providers on topics such as health, oral health and nutrition.

Child Care Center (CCC)

**Child Care Center.** Provides care for infants, toddlers, preschoolers, and/or school-age children all or part of the day. These facilities may be large or small and can be operated independently by nonprofit organizations or for-profit companies, or by churches, school districts, and other organizations. Most are licensed by the California Department of Social Services (DSS), Community Care Licensing (CCL). For licensed CCCs, information on requirements can be found at the Community Care Licensing Division's web site at: <http://cclcd.ca.gov>. Click on "Title 22 Regulations."

Community Care Licensing (CCL)

**Community Care Licensing.** The program within CCLD that is responsible for monitoring licensed facilities (including child care facilities) for compliance with laws and regulations by conducting orientation sessions for potential applicants, issuing or denying licenses, performing on-site facility visits, investigating complaints, and initiating or recommending enforcement actions against facilities.

Community Care Licensing Division (CCLD)  
CCTR

**Community Care Licensing Division.** CCLD is housed within CDSS and administers the Community Care Licensing program.

**CCTR** contracts are intended to meet both the needs of low income working parents and their children's needs for education and care. CDE contracts with local private or public agencies and local educational agencies that operate or administer licensed centers or networks of licensed family child care homes. These agencies provide child development services for that are full-day and full year for children from birth to age 11, and for older children with special needs. The centers and homes must meet both the regulations of Title 22, that govern all licensed programs, and those of Title 5, which specify higher staff qualifications, lower child/teacher ratios, child and program assessments, and an educational program that is "developmentally, culturally and linguistically appropriate to the children served." The centers and homes must also provide daily meals and snacks, parent education and involvement, referrals to health and social services for families, and staff development opportunities to teachers. To be eligible for CCTR spaces, families have to be working, or engaged in approved training programs leading to employment and to have a family income below 75% of 2005 State median income for their family size. Families only receive services for the hours they are actually engaged in work or training and they must pay a portion of the cost of care according to a family fee schedule.

California Department of Education (CDE)

**California Department of Education.** The California governmental agency which subsidizes the cost of Resource and Referral Stage 2 and Stage 3 Child Care services.

California Department of Social Services (CDSS)

**California Department of Social Services.** The California governmental agency which subsidizes the cost of S1CC services and oversees CCLD.

Child Care	The care and supervision of a child as specified in the California Code of Regulations, Title 22, Division 12, Section 101152c(3).
Child Care Provider	A licensed provider [an individual or organization that has obtained a child care license, as specified in California Code of Regulations (CCR), Title 22, Section 1011.56] or a license-exempt provider [an individual who is not required to be licensed by CDSS], who provides direct child care services to one or more children.
California State Preschool Program (CSPP)	<b>California State Preschool Program.</b> In the CSPP, agencies can serve 3 and 4 year olds in either part-day, part-year classrooms or full-day, full-year classrooms. For part-day spaces, families need to be income eligible but are not required to be working. Part-day state preschool families pay no fees. To be eligible for full-day services, families must be income eligible and working, or engaged in approved training. As in CCTR, CSPP centers must meet both the regulations of Title 22, that govern all licensed programs, and those of Title 5, which specify higher staff qualifications, lower child/teacher ratios, child and program assessments, and an educational program that is “developmentally, culturally and linguistically appropriate to the children served.” The centers must provide daily meals and snacks, parent education and involvement, referrals to health and social services for families, and staff development opportunities to teachers. The program is administered through local educational agencies, colleges, community-action agencies, and private nonprofit agencies.
Department of Children and Family Services (DCFS)	<b>Department of Children and Family Services.</b> The Los Angeles County department that oversees the evaluation and response including placement, family reunification, and supportive services for children who are suspected or verified victims of abuse and/or neglect and their families.
Department of Public Social Services (DPSS)	<b>Department of Public Social Services.</b> The County of Los Angeles department responsible for providing social and financial services to eligible people. The Department is required by CDSS to provide S1CC services.
Early Care and Education (ECE)	<b>Early Care and Education.</b> Child care and educational services provided to children 0-12 years old that is outside of K-12 education and is delivered in many settings: center-based, home-based or at the local public school. Some programs are part-time, part-year, while others offer full-day, full-year services. They can be privately run, either non-profit or for profit, or they can be operated by the local school system or by a federally funded program such as Head Start. The goal of the programs vary and include child development and parent support for employment and attending education.
Early Head Start (EHS)	<b>Early Head Start.</b> A program funded by OHS and ACF established under the 1994 Head Start Reauthorization Act to serve low-income pregnant women and families with infants and toddlers. This program is family centered and community based and designed to enhance children's physical, social, emotional, and intellectual development. Early Head Start supports parents in fulfilling their parental roles and helps them move toward economic independence. Participation in this program is determined based on referrals by local entities, such as Head Start programs, to Early Head Start program centers. Programs offer the following core services: (1) High quality early education in and out of the home; (2) family support services, home visits and parent education; (3) comprehensive health and mental health services, including services for pregnant and post-partum women; (4) nutrition; (5) child care, and, (6) ongoing support for parents through case management and peer

support. Programs have a broad range of flexibility in how they provide their services.

Family Child Care (FCC)

**Licensed Family Child Care Home.** Family Child Care means regularly provided care, protection and supervision of children, in the caregiver's own home, for periods of less than 24 hours per day, while the parents or authorized representatives are away. Care offered in the home of the provider, often a parent. Small family child care homes have one provider and can accept up to eight children, depending on their ages. Large family child care homes have two adults and can take up to 14 children, depending on their ages. Care is often provided for children of different ages. The homes are licensed by CDSS/CCL. See Title 22 regulations at the Community Care Licensing Division's web site at: <http://cclcd.ca.gov>.

Family Child Care Home Education Network (FCCHEN)

**Family Child Care Home Education Network.** Funded by CDE, the Family Child Care Home Education Network (FCCHEN) is a network of licensed family child care providers contracted with individual agencies to provide subsidized child care for low-income families. This program offers developmental assessments for children, parent conferences, assessments of the child care environments, training for providers and opportunities for input and involvement of parents.

Head Start (HS)

**Head Start.** A federal program that provides comprehensive developmental services for low-income, preschool children ages 3-5 and social services for their families. Head Start began in 1965 and is administered by the Administration for Children and Families of the U.S. Department of Health and Human Services. Head Start provides services in four areas: education, health, parent involvement and social services. Grants are awarded to local public or private non-profit agencies.

License-exempt child care

Many child care providers are license-exempt (both home- and center-based), including:

- An individual provider who cares only for his/her relatives,
- An individual provider who only cares for the children of one other family (other than the provider's own children, if he or she has any children),
- Cooperative agreements (Co-ops) in which parents share responsibility for child care.
- Public recreation programs.
- Before- and after-school programs run by schools.

• Other categories of license exempt programs can be found in Health and Safety Code § 1596.792.4 6

Office of Head Start (OHS)

**Office of Head Start.** Head Start and Early Head Start programs are administered by the Office of Head Start (OHS), within the Administration for Children and Families (ACF), U.S. Department of Health and Human Services (HHS).

Quality Rating and Improvement System (QRIS)

**Quality Rating and Improvement System.** A QRIS is "a method to assess, improve and communicate the level of quality in early care and education settings" (Mitchell, 2005, p. 4). QRIS can exist on a spectrum in terms of their development and implementation and can operate statewide or in a local area. A fully functioning QRIS, however, includes the following components: (1) quality standards for programs and practitioners, (2) supports and an infrastructure to meet such standards, (3) monitoring and accountability systems to ensure compliance with quality standards, (4) ongoing financial assistance that is linked to meeting quality standards, and (5) engagement and outreach strategies (Child Trends, 2009).

Resource and Referral  
Program (R&R)

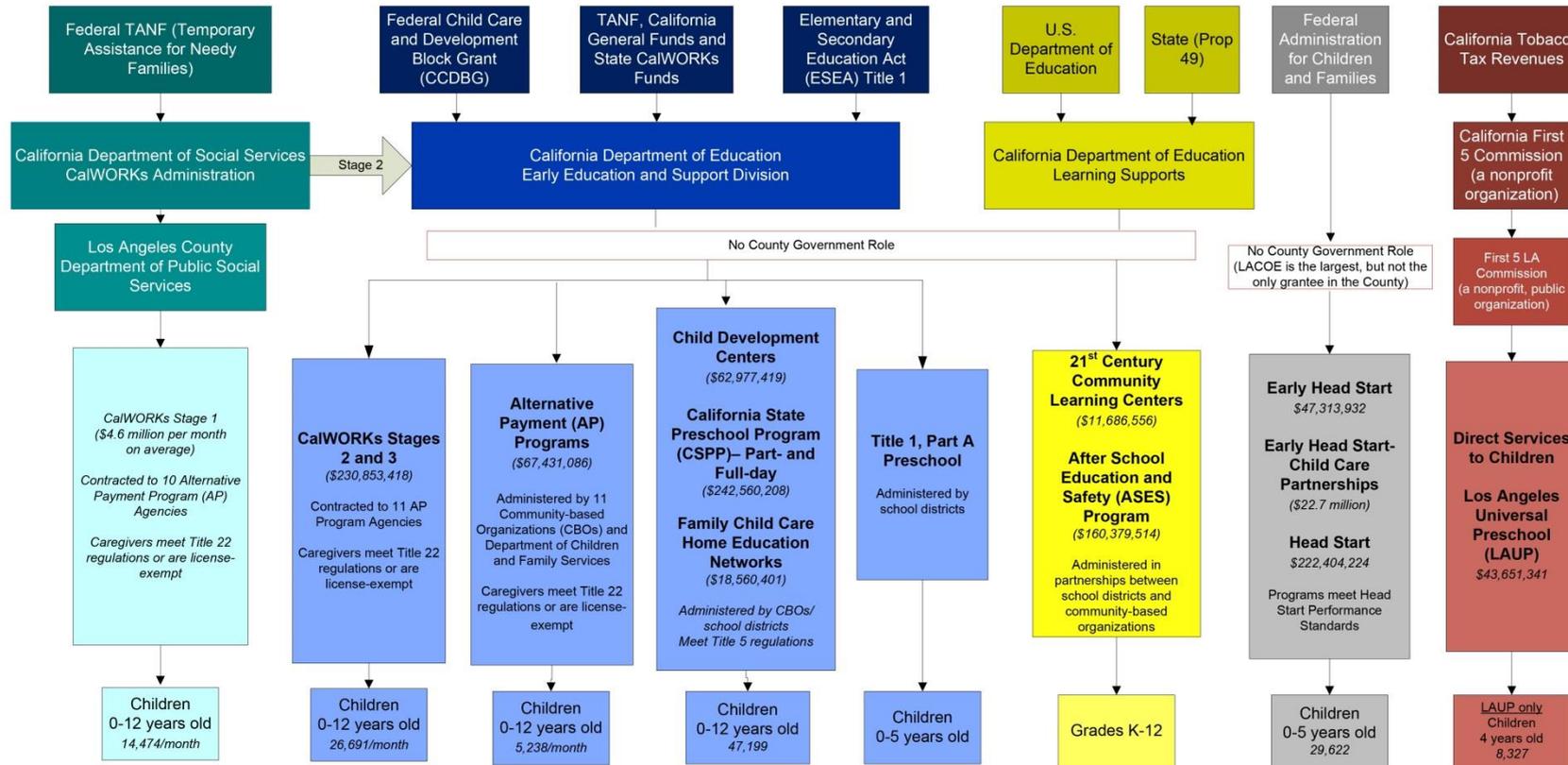
**Resource and Referral (R&R) Program.** A program that provides information about, and referrals for, child care services and coordinates community resources. This program is often referred to as Child Care Resource and Referral (CCR&R). The agencies that administer these programs are also often referred to as a CCR&R or an R&R.

Temporary Assistance  
to Needy Families  
(TANF)

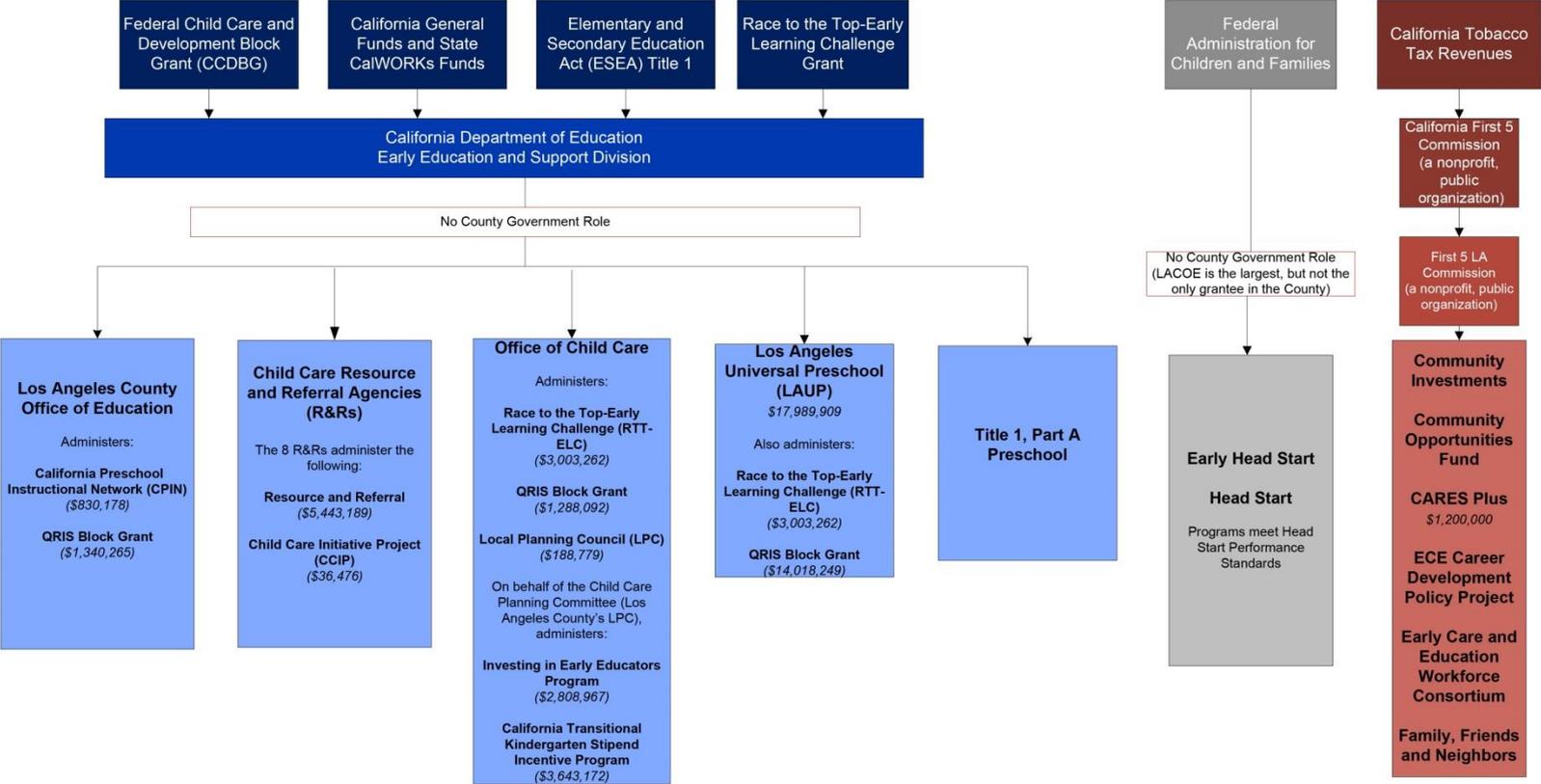
**Temporary Assistance to Needy Families.** The Temporary Assistance for Needy Families (TANF) program provides temporary financial assistance for pregnant women and families with one or more dependent children. TANF provides financial assistance to help pay for food, shelter, utilities, and expenses other than medical. Sometimes referred to as “Cash Aid” or “Welfare.” TANF was created by the [Personal Responsibility and Work Opportunity Act](#) instituted under [President Bill Clinton](#) in 1996. The Act provides temporary financial assistance while aiming to get people off of that assistance, primarily through employment. There is a maximum of 60 months of benefits within one's lifetime, but some states have instituted shorter periods.

# Appendix B: Complexity of ECE in Los Angeles County

## Attachment 1. Publicly Funded Child Care and Development Services in Los Angeles County for Fiscal Year 2014-15



**Publicly Funded Child Care and Development Quality Enhancement and Family Support Services for Fiscal Year 2014-15**



Prepared for the Policy Roundtable for Child Care and Development by the Los Angeles County Office of Child Care – Revised: July 1, 2015

## Appendix C: Project Activities

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As part of the 2015-16 project year a great deal of effort has been focused on dissemination of the project concept and developing relationships with key county, state, and federal partners in order to access and analyze data. These activities are described below. The main goals to accomplish this project year include:

1. Play a key role in informing policy around the sectors of Early Care and Education and Child Welfare
  - a. Develop revised set of research questions that can be used to inform policy
  - b. Collaboratively analyze and interpret data
  - c. Develop brief report and dissemination activities/plan by December 31, 2015
2. Develop relationships with key data stakeholders and funders in order to obtain partnerships
  - a. Seek permission/partnerships with LA County DPSS, California Department of Education-Early Education and Support Division, and Region 9 Head Start
  - b. Seek clarification on HIPPA/FERPA requirements for data sharing
  - c. Present project concept and initial findings to stakeholders
    - i. LA County Child Care Planning Committee
    - ii. LA County Policy Roundtable for Child Care
    - iii. California Child Care Resource and Referral Network/Alternative Payment Program Association Annual Conference
    - iv. California Head Start Association
    - v. Child Care Aware of America
3. Test the concept of using existing data reporting infrastructure in the state – on a smaller scale at CCRC
  - a. Ensure the CDE-funded 801A data can be used to create a link file for data matching with child welfare data
  - b. Create and send administrative link file to CDN
  - c. Develop protocols and processes for standardizing this data extract of child care data
  - d. Create program data extraction and send to CDN
  - e. Analyze and develop brief report on research questions using the 801A data by June 15, 2015

### Dissemination Activities

Given the fact that early care and education (ECE) data is often more difficult to access due to multiple siloed programs and data systems, the fact that this is a new prospect in

California, and potential concerns around security and permissions for data sharing, it is important to begin building interest in many different methods and with a variety of audiences. Co-principal Investigator Dr. Jacquelyn McCroskey and program partners/contractors Dr. Michael Olenick and Dr. Susan Savage presented the project concept and preliminary results at the annual conference for Child Care Resource and Referral (R&R) and Alternative Payment Programs (California R&R Network and CAPP Conference) on October 22, 2015. A number of similar agencies expressed interest in the project including a large R&R agency in San Francisco. The goal of this presentation was to begin to build interest across similar state agencies in the concept of the project. Another activity included a presentation by the Co-principal Investigator Dr. Jacquelyn McCroskey, CDN Project Specialist Jonathan Hoonhout, and Project Contractor Dr. Susan Savage to the LA County Policy Roundtable for Child Care. This presentation along with additional efforts by Dr. McCroskey resulted in connections with LA County Department of Public Social Services and the submission of a Research Proposal for permission to access Stage 1 child care data. More on this activity is described in the section on Relationship Building Activities.

A number of conference proposals were submitted for dissemination of the project concept and preliminary findings. A proposal was submitted to the California Head Start Association Conference. However, this proposal was not selected. The likely reason is that the conference's main attendees are providers, teachers, and parents rather than researchers, policy makers and administrators. A number of other proposals have been submitted and one has already been accepted. First, a proposal was submitted to Child Care Aware of America. This is the annual, national conference of Child Care Resource and Referral agencies. Given that many CCR&R agencies also have subsidized child care programs, this is a critical audience to include. Second, a proposal was accepted for the National Research Conference on Early Childhood by the Administration for Children and Families (ACF) (formerly the National Head Start Research Conference). These proposals are intended to build interest in activities not only within the state of California, but also across the nation.

Interest in the project has also come from Child Trends. Child Trends is the nation's leading nonprofit research organization focused exclusively on improving the lives and prospects of children, youth, and their families. The Mission of Child Trends is to improve the lives and prospects of children and youth by conducting high-quality research and sharing the resulting knowledge with practitioners and policymakers. One of the focal areas of Child Trends is the use of administrative data and linking disparate datasets to answer key policy questions. Our project became known to researchers at Child Trends during a collaborative meeting at the national BUILD QRIS conference in July. One of the new projects at Child Trends is to develop an interview tool to help programs evaluate their readiness to access, link, and analyze administrative data. An

interview was held between Sarah Friese (Child Trends) and Dr. Savage to help Child Trends assess the thoroughness of this tool. This connection is bringing the current project to the national front as one of the few projects linking ECE data with other social service data (this is also the only California based project coming to light at the national level using ECE data linkages).

These dissemination activities are critical in ensuring the interest and momentum of the project at local, statewide, and national levels. Given the reticence that is often seen at the initial stages of data sharing it is important to continue with the message that this work offers the ability to answer important policy questions. The more program administrators hear about the project the greater their comfort level and openness to this concept will be. As with any new concept or program it will take time and persistence to disseminate the great potential of this project.

### **Relationship Building Activities**

As stated in the prior section of this report, part of any new concept is helping stakeholders feel comfortable with the new project or concept. Data sharing is no exception. There are often fears and a lack of understanding about FERPA and HIPPA rules, and local, state, and national regulations regarding what is and is not allowed. Additionally, data breaches that have occurred with large companies has many people concerned. Given the time it takes to truly understand what is allowed can be a barrier to many stakeholders. CDN and CCRC have worked to develop relationships at the local, state, and federal level to begin to open the dialogue and ensure permissions for sharing data. Our first goal was to ensure there were no barriers to the use of CCRC's data. The second goal was to begin to develop the agreements needed to access data outside of CCRC's service area. Two main avenues have been pursued with these goals in mind. First the CDN/CCRC partners have submitted a proposal to LA County DPSS to be able to 1) use Stage 1 child care data in CCRC's data systems and 2) open the door for access to other contractor's Stage 1 child care data. Due to recent contract negotiations between the agencies like CCRC that provide Stage 1 child care services and DPSS it was decided that Stage 1 child care data would not be accessed in the prior year of this project. However, after the presentation to the LA County Policy Roundtable for Child Care described in the prior section along with additional outreach by Dr. McCroskey (CDN), the CDN/CCRC partnership was invited to submit a research proposal to LA County DPSS for permission access to Stage 1 child care data from their contractors. An initial proposal was submitted, a conference call with key staff from DPSS was held and a second draft will be submitted to DPSS prior to December 31, 2015. CDN has regularly connected with DPSS for updates to the proposal process and staff at DPSS have been very encouraging.

A second set of outreach activities involved connecting with the California Department of Education-Early Education Support Division (CDE-EESD). Dr. Susan Savage (CCRC) outreached to CDE-EESD administrative staff after she presented at a First California policy summit, resulting in interest in the project. After connecting with the Assistant Superintendent at CDE, their administrative staff connected with CDE's legal department to obtain approval to allow access to 801A data reports from agencies in Los Angeles County. These data are sent to CDE-EESD by every contracted agency on a monthly basis and contains data fields that can address critical policy-related questions. This request was initially denied. A memo was then drafted by the CDN/CCRC team and was sent to CDE-EESD describing the fact that the work will be coordinated by the universities (not CCRC), access to identifiable information will not be granted to CCRC, and all data security and human subjects protocols will be observed. CCRC has continued to connect with CDE-EESD and learned that the main contact there will be out on maternity leave for six months. CCRC connected with her interim replacement and sent documents describing the project. Project staff was reminded that the approval for a prior CDE data sharing project took 18 months. Funders take data sharing projects very seriously and closely review that all safeguards will be implemented. The group is learning through the processes of connecting with LA County DPSS and CDE-EESD that it is important to ensure that the project and access to data is described within the context of a research project (not real-time data sharing for direct service purposes) and that the lead is CDN and USC. Draft versions of the memo to CDE-EESD and the research proposal to DPSS can be found in Appendix E and F.

## Appendix D: Project Methods

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A proof of concept starting with CCRC data provides a tested process and model for secure access and linkage to support further work with other agencies. The steps described below summarize those that were taken toward generating a solid proof of concept that yielded a high-quality file indexed to unduplicated children included in the CCRC databases—with up to 14 years of data.

### Guiding Research Questions

In order to guide the selection and mining of data fields for this proof of concept a set of initial research questions was developed early on in the project. These questions were developed collaboratively with the lead agency (CCRC), the contractors for the lead agency, and the agency conducting the linkages (CDN). Over the course of the project the research questions were refined to be more specific and more clearly reflect the data fields that were able to be mined.

1. What is the length of time children spend in subsidized childcare?
2. What is the picture of interruptions in care?
3. What is the length of time children spend in Early Head Start/Head Start?
4. What is the overlap in concurrent program participation between Early Head Start/Head Start and subsidized child care?
5. What is the overlap in terms of serial program participation—movement between programs, e.g., between Early Head Start/Head Start and subsidized child care?
6. What is the type of care children are in and does this change over time?
  - a. What are the demographics of the children in the different programs including child race, Hispanic designation, family income, single parent status, and cash aid (income source is TANF)?
7. What is the overlap of children in the ECE system and the child welfare system in this sample of CCRC programs?
8. What are the answers for 1-6 for children in the child welfare system?

It should be noted that these reflect a very preliminary examination of the data. Future fields and questions can and should be developed to answer other policy-related questions.

### Feasibility of Integration and Linking ECE Data: Technical Considerations

First, contractors met with CCRC leadership and members of the IT Department to review the requirements needed for project initiation. These included: 1) a detailed inventory of database tables and columns; 2) an overall assessment of completeness for records throughout the databases; and 3) inspection of critical values (data dictionaries, planned and de facto). These elements are essential for determining

linkage points between databases. This approach has been used by contractors in other contexts such as federating biological data from diverse sources and integrating corporate databases following mergers and acquisitions.

In order to satisfy the requirements stated above, contractors were provided access to the CCRC database servers on site at the CCRC Chatsworth offices using a computer provided and configured by CCRC's IT staff. This computer was configured by CCRC IT staff with the proper database query and analysis tools. An alternative approach would have been for CCRC to provide access to the contractor through a Virtual Private Network [VPN] such that the contractor would have used their own computer for the analysis. The contractor was provided an account with permissions to query snapshots of the CCRC databases on a server used for reporting so as not to interfere with the daily operations of production transaction servers and to afford the IT staff the ability to continually monitor or audit the work done by the contractor.

According to the contractor, a key to success for this phase of analysis was the trust and support of the leadership and the competency and responsiveness of the CCRC IT staff. For example, staff were proactive in setting up the computer with the proper tools and software and were very quick and efficient in making adjustments along the way. Such adjustments are often required for conducting research efforts such as this one.

The contractor used standard query and data mining tools to develop a complete inventory of database tables and columns for each of four CCRC databases accessed in this project (NoHo for Stage 1, NoHo for California Department of Education (Stage 2 and Stage 3), NoHo eList (centralized eligibility list), and ChildPlus (Early Head Start / Head Start). All columns were surveyed for completeness by counting NULL (empty) fields; all columns were surveyed for the number of distinct entries they contained as well as whether they contained certain non-alphanumeric characters such as dashes or parentheses (this helps get a sense of differences in formatting data elements such as telephone numbers and social security numbers, for example). For columns containing less than 50 distinct elements, these elements were retrieved and counted (this helps get a sense of some of the ontologies used for various data elements as well as the extent of typos and inconsistencies in commonly used fields).

These resulting inventories were then processed to summarize which columns were contained in which tables and which columns share common names across the various databases. Column names were parsed to create in most cases "human readable" labels that facilitate scanning of the catalog. The catalog also contains counts for how often columns appear across the databases which is a useful indicator of potential identifiers and primary keys that link information from one table to another.

### **Database Mapping**

For the four CCRC databases explored, the combined database inventories resulted in a huge file containing over 12,000 columns. A parsing method based on these inventories (e.g., using key words such as "child", "family", "parent", and "provider") resulted in a still large, but more manageable listing of approximately 4,100 columns. A

description of the data fields needed to create the data linkage at the lead agency (CCRC) in this proof of concept project can be found in Appendix G.

### Identification of Fields of Interest for the Administrative Match

Using the data catalog described above, a cross-walk of columns containing personal identifiers—those data that would enable the generation of a file for administrative matching children across the four CCRC databases. A cross walk is a method of finding equivalent elements or data fields across more than one database. For example, in one database gender might be stored in a field called “gender” and coded as “M” and “F” while in another database it could be stored in a field referred to as “Sex” and coded as “1” and “2”. In the cross walk analysis the databases are compared to find analogous fields and then translates across them (e.g., “M” in data field Gender = “1” in data field Sex). Starting with a base list of the initial desired variables (identified by CDN as being ideal for administrative data matching), columns were identified for the cross walk based on the actual content of the databases. In this way, it was possible to identify 14 of the variables with complete information across the four CCRC databases, **suggesting very good representations of variables needed for the administrative match from the main CCRC caseload databases.**

### Security

The contractors developed the following recommendations to assure the secure transfer of sensitive data and avoid any disclosure of names and other personal identifying information to an outside party:

1. Prior to transfer, CCRC and CDN should agree on which, if any, potentially sensitive data fields are required and which, if any, of those fields need to be used in an identifiable state.
2. Prior to data transfer, for those fields that are required but are to be delivered in some directly non-identifiable state, CCRC and CDN should determine which type of identity protection is appropriate:
  - Can the data be totally anonymized (identifying information encrypted with no de-encryption key retained)?
  - Can the data be “coded” with a de-identification key file maintained separately from the data file?
  - In this case the approved holder of the key and its expiration properties should also be agreed upon prior to file transfer
3. All data files should be protected by password either natively within an application or through a file compression or protection utility.

Passwords chosen for file protection should adhere to the following parameters:  
Minimum eight characters in length; Contain upper and lower case letters;  
Contain letters and numbers; Should NOT be a common name or word.

1. Passwords and secured files should always be exchanged through distinct media and channels. For example, if a file is provided on a DVD or other solid

- media, the password should be sent separately either via email or text message.
2. Email should be avoided as a means for exchanging data files.
  3. Direct file transfer should use an encrypted protocol such as secure FTP.
  4. When transferred data is no longer required by CDN, the contractor recommends that solid media containing the data files should either be destroyed or returned to CCRC. Electronic files containing data should be digitally “shredded”.

### **Development of the Administrative Link Data File**

In order to link integrated data to another data source and ensure individuals are accurately matched from one system (e.g., ECE) to another (e.g., child welfare), an administrative data file must be created that has enough information about each individual to ensure their records can be linked or matched. This Administrative Link Data File was constructed in a sequential and hierarchical manner. First, data from the relevant fields needed for linkages were queried from the CDE database (the database with records of children, families and providers in programs funded by the California Department of Education). In a subsequent query, the relevant fields were queried from the CEL (waiting list formerly referred to as the Centralized Eligibility List) database and merged with the records from CDE to form the “master” file based on the following rules:

1. Individuals were identified and linked based on last name, the first three letters of the first name, and date of birth. There are several methods by which this linkage can be done and these can be explored in future iterations. For the purposes of this proof of concept this simple method was easy to implement and based on review resulted in a false positive linkage rate of less than one percent.
2. For individual merged records, data from CDE was retained as the “master” data and only new data provided from the CEL were added. For the next iteration, relevant fields from the ChildPlus database (the database with records of children, families, and providers in Early Head Start/Head Start programs) were queried and merged into the “master file” in the same manner such that existing data from CDE or CEL took precedence over information from ChildPlus. The CDE database was determined to take precedence over the others based on internal IT input suggesting that the data had more history, held more clients, and more complete fields compared to the other databases.

The “master file” created through this procedure contains one record for each child, their key demographic information, and most critically their unique identifier from each of the source databases in which they are represented. The master file was further refined by checking the source databases to make sure that an individual child had actually participated in a program; this was done to ensure that inclusion in the Administrative Link Data File was an indication of program participation and hence relevant to further inquiries and research questions as described elsewhere.

Each individual in the Administrative Link Data File was assigned a complex and non-sequential identifier (containing both letters and numbers) that would serve as their global unique identifier for further queries. This identifier is referred to as the “CrosswalkID” in subsequent references. The master file was also filtered for false

positive duplicate records by ensuring that each CrosswalkID was associated with only one identifier from any of the source databases. For the purposes of this proof of concept, the CDE, CEL, and ChildPlus databases were used as sources.

### Development of the Data File to Answer the Proposed Research Questions

After consultations between contractors and subject matter experts at CCRC, it was determined that the data required to fully answer the proposed research questions fell into three domains:

1. *Enrollment Data*: Elements around children’s participation in programs including details such as start dates, end dates, and provider information. These data reflect a child’s care experience throughout the entire period of their participation.
2. *Program/Funding Stream Data*: Elements around funding sources and programs for each child including start dates, end dates, and funding stream information. These data reflect the child’s positioning in the overall funding and support landscape throughout the entire period of their participation.
3. *Income Data*: Elements around income sources and amounts for families throughout the entire period of their participation.

*Enrollment Data*: Two data files were generated to capture enrollment data and dynamics. To generate the first enrollment data file, the Administrative Link Data File was used to obtain the unique identifier for each child within each of the source databases. Each source database was then queried to retrieve records for each enrollment for each child including start dates, end dates, and provider information such as name and classification. Provider classifications were harmonized across the databases by CCRC subject matter experts. In addition, demographic information was brought in for each child from the Administrative Link Data File. This file was then sorted by CrosswalkID and start date thus generating a continuous log of child care enrollments for all individuals. Given that enrollments for many individuals are ongoing, these will not have an end date recorded in the database. Therefore, a new field was defined, referred to as a “max” date as follows: for completed enrollments the “end date” was used; for ongoing enrollments the data retrieval date of ‘16 April 2015’ was used. By examining the max dates and start dates of adjacent sequential enrollments, interruptions in care of greater than two days were calculated for each record. The second data file summarizes information from the first “log” file such that summary data for each individual is represented on a single line. Total and elapsed times of enrollment were calculated based on minimum start times and maximum “max” times for individuals with corrections for enrollment overlaps. Enrollment overlaps were determined such that for each individual, the start and max dates for all of their enrollments were compared in a pairwise manner to assess any overlap. The overlap time was then determined by comparing the start and max dates for the two enrollments. The summary file also provides simple unique counts of providers and provider types for each individual. Lastly, the summary file also contained summarized information such as unique counts, mean times, median times, and summation times for interruption and overlaps in care for each individual.

*Program/Funding Stream Data:* These data were also provided in two files that are precisely analogous to those provided for the Enrollment data. The first file is a “log” file that represents the complete program/funding stream history for all individuals and provides the calculation of interruptions in program participation as described above for enrollments. The summary file provides analogous information to that described above for the enrollments including total time, elapsed time, overlap time as well as count, mean, median, and summation times for interruptions and overlaps.

*Income Data:* There is only one file to represent income data which is in the form of a log showing all income assessments for an individual’s family. Income sources were harmonized across the databases to allow for consistent grouping. For the generation of these files, data were used from CDE, Stage1, and ChildPlus. Records from Stage 1 were used only for individuals who were also represented in either of CDE or ChildPlus based on feedback from CCRC that the funder of this program would need more information before approving a data sharing project.

Throughout the process, the lead agency and contractors worked collaboratively to review the data, ask critical questions, and adjust the way the data were pulled or presented. This iterative approach is vital to the research process and assures the validity of the criteria used for summary measures, for example, the number of days constituting a “service interruption” that account for normal administrative processes, parent schedule changes, and other situations, while also reflecting children’s care experiences. The data related to income had a number of areas to note, including the need to standardize to monthly versus annual income as collected by CDE and Head Start, respectively, to assure accurate representation. These are just two small examples of the kinds of knowledge that helps to assure an accurate data file.

Big data mining and the methods used were designed to expose the data, “warts and all.” Because of this, anomalies occur and are in fact expected. For example, due to a prior database conversion some fields were populated with the data “1/1/1900” for the start date, resulting in anomalies such as 74 years of care, in one instance. These anomalies were noted and communicated to the agency conducting the linkages. It was suggested that there either be a cut off of 13 years—the typical program cut off. Such anomalies are typically adjusted during the analysis process but were better able to be flagged and documented by working together. The final list of data fields for both the administrative link and the file used to answer the research questions can be found in Appendix G.

The processes described above are a few examples of what will likely occur at each agency where there is a new database that tracks the same program differently. For example, MCT is used to track many of these same programs at other agencies, but will likely have different fields to measure the same data to answer the same research questions. In addition MCT is fairly new and many agencies likely migrated data from prior systems, possibly resulting in migration anomalies. Each of these aspects of the review of data will be important when data is pulled at a larger scale (countywide).

## Appendix E: Draft Memo to EESD-CDE

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### **Introduction to the Project**

The Children’s Data Network (CDN) is a university, agency, and community data collaborative ([www.datanetwork.org](http://www.datanetwork.org)). The project is housed at the University of Southern California’s School of Social Work and includes a partnership with the California Child Welfare Indicators Project (CCWIP) at the University of California at Berkeley. Through current, multi-year funding from First 5 LA, the Conrad N. Hilton Foundation, the Robert Wood Johnson Foundation, and other philanthropic partners, the CDN is developing the infrastructure for the ongoing linkage of administrative client records that currently reside in distinct, public sector data systems.

Our project is focused exclusively on using administrative data to generate new knowledge and research – we do not engage in any advocacy work – other than to advocate for the better and smarter use of data to inform decision makers. Further, the integrated data created through the process of linking client records is used exclusively for research and evaluation sanctioned by public agency partners with governing authority. All work with data is governed by approvals from California’s Health and Human Service Committee for the Protection of Human Subjects (CPHS) and the University of Southern California’s Institutional Review Board (IRB), and adheres to specific agency data-use protocols. The vision is to use linked records to provide agency administrators, policy makers, and other stakeholders with research and information that will help improve programs, track outcomes, and inform policies for California’s most vulnerable children and families. Our project does not involve real-time data sharing or linking of data for the purpose of case management or other program-specific uses.

### **Request**

The CDN is requesting access to 801A child care records that are submitted to CDE by each CDE-contracted agency in Los Angeles County. These records are also provided by CDE to the U.S. Department of Health and Human Services in the ACF-801 and the ACF-800 reports in order to inform the federal government about demographic trends, including the reasons why child care is needed and the racial and ethnic composition of these families and children and the socio-economic status of the families and children who access the system of subsidized child care in Los Angeles County.

While these analyses are extremely informative and used by many in the field, connecting this data with data available from other state agencies can provide a broader picture of the services provided to children in Los Angeles County. These 801A fields include family ID, head of household and child names, social security numbers, TANF status, child care need, single parent status, family and child start dates, income, family size, program code, child ethnicity, race, gender, language, IEP status, and date of birth as well as provider-level data (employment ID or social security number, address, QRIS (Quality Rating and Improvement System) participation, accreditation status, care type, payment and total hours of care).

With the permission of other public agency partners who have current data-use agreements with the CDN (each of which would be revised and amended), 801A records would then be linked to other administrative data holdings (child welfare, developmental service, birth records, death records) and used to answer the following questions:

How many children born in Los Angeles County are enrolled in a CDE-contracted child care agency during the first five years of life? What are the characteristics of these children relative to children in the overall birth cohort who are not enrolled?

What is the overlap of children served by CDE, the child welfare system, and the early intervention/developmental services system?

Does the degree of cross-sector involvement vary by program funding stream (CCTR, CSPP, FCCHEN, AP, Stage 2, and Stage 3 for example)?

Does the degree of cross-sector involvement vary by vendor?

What is the timing of the placement in CDE and involvement in child welfare and developmental support programs? Does one tend to precede the other?

Are there risk factors that are more prevalent for children served by CDE who are also known to the child welfare system or who are receiving developmental supports?

Child race, ethnicity, language, IEP status, gender, age, family income, TANF enrollment, and single parent status of those in CDE-funded programs and who are known to child welfare or receiving developmental supports can be compared with those who are in CDE-funded programs but not known to child welfare and not receiving developmental supports.

Are children who are known to the child welfare system and served by CDE more likely to be in a certain type of child care environment (centers, family child care, license-exempt) than those not known to child welfare?

Are children who are receiving developmental support services and served by CDE more likely to be in a certain type of child care environment (centers, family child care, license-exempt) than those not receiving developmental supports?

Are children known to the child welfare system more or less likely than those not known to the child welfare system to be in a QRIS rated provider environment?

Are children receiving developmental supports more or less likely than those not receiving developmental supports to be in a QRIS rated provider environment?

Do children known to the child welfare system experience more or less hours of child care than those not known to the child welfare system?

Do children receiving developmental supports experience more or less hours of child care than those not receiving developmental supports?

Additional questions of interest to CDE will be requested and welcome. To ensure the proper interpretation of findings, the CDN would partner with CDE, other public agency partners whose data fall within the analysis, and the Child Care Resource Center (CCRC) and Child Care Alliance in Los Angeles County to review and interpret the analyses, and give final approval of all end products such as reports, presentations and other communication materials.

The role of CCRC and the Alliance will be to assist in the interpretation of the analytic results and with the written reports. CCRC will not have access to individually identifiable data from other CDE-contracted agencies. CCRC will only have access to aggregated / summary data prepared as tables and charts.

The CDN is requesting 801A records for the calendar year period from 2010-2015. The CDN will aggregate monthly 801A files into annual files reflecting all children served by a CDE contractor during that year. Records will then be unduplicated to create a child-level file.

### **Relevant State Statutes that Permit the Release of Data**

As a nonprofit educational institution using data for research purposes, the CDN is able to work with identifying information because we comply with Section 1798.24 of California's Civil Code and operate under an approval from California's Health and Human Services' Committee for the Protection of Human Subjects.

Our project meets all criteria outlined in state statute (e.g., strict security protocols to protect personal information from improper use and disclosures; data destruction plans at the time identifying fields are no longer needed; written assurances that the personal

information will not be reused or disclosed to outside entities unless approved by the research protocol; confirmed need for personal information to link records across data sources; access to the personal information for record linkage only; working with the minimum number of data elements required to carry out the research; the development of encrypted linkage ids that are coded and do not rely on any personal information).

Specifically, the code specifies that: “An agency shall not disclose any personal information in a manner that would link the information disclosed to the individual to whom it pertains unless the information is disclosed, as follows...(t) (1) To the University of California, a nonprofit educational institution, or, in the case of education-related data, another nonprofit entity, conducting scientific research, provided the request for information is approved by the Committee for the Protection of Human Subjects (CPHS) for the California Health and Human Services Agency (CHHSA) or an institutional review board, as authorized in paragraphs (4) and (5). The approval required under this subdivision shall include review and determination that all the following criteria have been satisfied...”

Prior to undertaking any work with 801A records, the CDN would amend its CPHS and IRB approvals to incorporate CDE-permitted research questions and any additional security protocols or restrictions that may be required to work with these data. We also realize that full compliance with FERPA is required.

### **Overview of Key Questions and Answers**

Below, we have provided a simple Q&A outline of project information that may be most immediately relevant to the CDE’s consideration of our request.

#### **Can we see an example of research that has been based on educational data released by CDE and linked to other data sources?**

The Invisible Achievement Gap Reports are a perfect example:  
<https://www.wested.org/resources/the-invisible-achievement-gap-education-outcomes-of-students-in-foster-care-in-californias-public-schools-part-1/>

These reports were based on the linkages between CDE CalPADS and CDSS CWS/CMS data.

#### **What are the objectives of this project?**

Each year, government, foundations, and private agencies in California invest significant resources in programs serving children and families, including the collection of data. Yet these data typically reflect the reach of only a single agency and fail to capture the experiences of children and families served by multiple programs over time. This inability to cross agency data “silos” has long undermined efforts to evaluate the

collective size and impact of program investments, and has restricted assessments of population needs that would allow for resources to be strategically (and equitably) allocated. Additionally, with shrinking budgets, public agencies are challenged by the limited availability of resources for data analysis and are often forced to focus on required reporting rather than “surfacing” information that may be useful for program evaluation, policy analysis, and research purposes. In short, the utility of the administrative data collected by agencies serving children and families has yet to be fully realized.

The Children’s Data Network seeks to link records from various administrative data systems to develop a more comprehensive understanding of children and families in Los Angeles County, so that there can be a better coordination and more strategic investments.

On the one hand, the Children’s Data Network project is broad in its very construction given the number of administrative data sources that are involved – yet it is also narrow in that the goal is to simply provide a longitudinal documentation of children (and their families) services experiences over time – and to use birth records as the population base from which children can be followed. Most research takes a “system perspective” in its organization of the data (e.g., here is a population of children served by our individual systems this year). In this project, we are attempting to adopt a “child perspective” (e.g., here is a birth cohort of children and here is how many have touched different systems over time).

### **What is the value to CDE?**

Through a data partnership with the Children’s Data Network, CDE can take advantage of a university partnership to advance an understanding of the children and families served through voucher based and direct contracted child care programs in Los Angeles County.

Specifically:

The CDN can support CDE in the longitudinal configuration of monthly 801A records into annual files that can be used for research and evaluation. With CDE and other agencies’ permission, we can then link these annual files to other data sources that capture information about children in Los Angeles County. We have established a secure environment for linking records based on best practices for data management and data security – and have extensive experience in working with large-scale, event-level administrative data systems. By linking 801A records to other data sources available to the CDN (e.g., child protection records, birth records, developmental service records), questions concerning: (1) the concurrent delivery of services by multiple agencies, (2) near and longer-term outcomes of families/children served through

voucher-based child care programs, and (3) a number of other applied and actionable questions can be answered.

The CDN can support CDE in the analysis of data for research and evaluation. Increasingly, the internal research resources of public agencies are overwhelmingly directed to mandated outcomes and accountability reporting, with limited opportunities for agency staff to pursue longitudinal analyses or examine cross-sector dynamics. The CDN provides a vehicle for CDE to partner with university-based researchers on analyses, taking advantage of statistical expertise, time resources, and access to technical software and library subscriptions.

[It should be explicitly noted that the CDN's goal is to develop useful, applied, and actionable analyses that can be translated into policy and practice domains. Far too often university-based researchers focus on developing projects that can be published in peer-reviewed academic journals. The CDN is positioned very differently. While we want to bring the highest level of methodological rigor to all of our work, we are interested in developing research intended for consumption by our agency partners and policymakers. Additionally, we realize that research can be sensitive. We do not pursue any analyses without agency approval – and do not disseminate any findings before they have been reviewed by all agencies whose data are included.]

Finally, while the CDN cannot re-disclose or share any records received from other agencies to CDE for internal CDE use (e.g., we cannot share records we receive from other state services agencies), we can share the encrypted client id that is generated through our linkage process. This means that if CDE has a direct data sharing agreement with another agency similarly partnering with the CDN, that encrypted id could be exchanged between CDE and the other agency to extract and share the relevant de-identified information.

### **What CDE resources would be required?**

The Children's Data Network has received a multi-year commitment of infrastructure funding from First 5 LA. This investment has been extended with a three-year grant from the Conrad N. Hilton Foundation. Additionally, the USC School of Social Work is very invested in the CDN as a long-term, sustainable project. The School has made a strong commitment to fundraising and has provided a number of in-kind supports. As such, our project is currently fully funded and we are building our data partnership to be sustainable collaborations.

The only resources that would be required on the part of CDE would be staff time for: (1) the creation of an extract of 801A records for linkage by the CDN, (2) consultation concerning the coding and meaning of data fields (our agency partners know their data inside and out – we plan to develop resources that provide standardized / derived fields

to ensure consistency in definitions – but will require guidance through this process), and (3) collaboration, as desirable and sanctioned by the agency, in data analysis. (Again, please note that we do not pursue any analyses without the explicit permission of the agency data steward.)

### **How do we know the data will be protected securely and the confidentiality of clients will be retained?**

CDN data security protocols have been developed to align with established best practices for work with confidential, administrative data as outlined in detail in our Committee for the Protection of Human Subjects' (CPHS) protocol that was reviewed and approved by the California Health and Human Service Agency (i.e., "Agency"). (Note that we would need to revise this State Protocol to include CDE 801A data elements.)

Confidential data received from agency partners is securely transferred on an encrypted device or via an encrypted SFTP transfer and then processed on a non-networked (stand-alone) computing station in our locked Data Lab within the 14th floor suite of USC research offices at 1150 Olive Street in downtown Los Angeles.

This building has 24-hour security and any entrants must have an approved access badge. During business hours, a full-time receptionist is present at the Suite's front desk. During non-business hours, the suite is locked.

All encrypted devices are stored in a locked vault within the Data Lab. The Data Lab is separately keyed/locked and only the Database Analyst and the Principal Investigator have keys. (Note that even cleaning staff do not have keys or permission to enter the Data Lab Office.)

The confidential management of records is overseen by our Database Analyst who has a Master's Degree in Computer Science. After records have been securely linked on the non-networked/stand-alone workstation, all identifying information is "stripped" and an encrypted record identifier is generated. De-identified records are then transferred to the CDN's Private USC Server which is located and managed by USC's IT team at the School of Social Work. No research analysts will have access to any identifying information.

Approved CDN researchers are able to login to the private server through a VPN (which offers secure password protected access over a secure institutional network). The computing nodes for processing de-identified/limited analytic files are used exclusively for the Children's Data Network project. Access is restricted to authorized researchers who have signed confidentiality agreements and are approved by our data partners. Among approved CDN researchers, each researcher's project directory is controlled by

the PPO and Database Analyst – and is restricted to data the researcher is approved to work with.

All research analysts involved with the CDN have signed confidentiality agreements and have been trained in the proper and secure work with data.

### **What human subject bodies and approvals will govern the use of these data?**

The CDN has obtained the approval of the California Health and Human Services Committee for the Protection of Human Subjects (CA CPHS Protocol #13-10-1466), as well as the University of Southern California's Institutional Review Board (USC IRB Protocol #13-00455). The addition of 801A records from CDE would be included as an amendment to our current CPHS and IRB protocols. No work could begin until CPHS and IRB approval was obtained.

### **Why does the CDN need confidential / identifying client information for this project?**

Our large-scale, administrative birth cohort project requires that we link/match records for children born in California across multiple administrative data sources managed by different public agency partners. By linking records, we are able to examine the timing and nature of various service interactions for a child and his or her family – and to study the relationship between those service encounters/supports and later outcomes observed.

We require access to personally identifying information (PII) in 801A records so that we can then link those records to other administrative records (all of which fall under approved State and University human subject protection protocols). PII is only used for the purposes of linking records and is conducted in a highly secure environment with restricted access. After linkages have been completed, de-identified/limited analytic files are created for research purposes.

The ability to integrate information included in 801A records from CDE with other data sources will allow us reach beyond the sphere of child care to examine children's outcomes and cross-sector service interactions as measured in other data sources concerning health, education, and safety.

### **What is the timeline for this project?**

This is an ongoing project. Our goal is to create a sustainable infrastructure for linking administrative records for research and evaluation projects – and to then use those data to generate new knowledge that is relevant and actionable in partnership with public agencies. Although there are great exemplars of data linkage projects, each tends to take more time and cost more money than it should – in part because each study must

“re-invent” the wheel! The CDN provides an infrastructure for the ongoing linkage of data, development of meta-data documentation, and establishment of agency partnerships so that research can be carried out more quickly.

That said, we realize that our data partners will need specific, time-limited agreements with provisions for data destruction at the conclusion of the project. Any agreement will include explicit provisions for the destruction or return of data received from CDE upon completion of the project (defined as either the end of a data-use agreement without an amended renewal – or a lapse in or discontinuation of our project human subject approvals).

## Appendix F: Draft Research Proposal to LA County DPSS

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### **Agencies Conducting the Research**

The Children's Data Network (CDN) is a research collaborative funded by First 5 LA, the Conrad N. Hilton Foundation and the Robert Wood Johnson Foundation, housed in the USC School of Social Work, and developed in partnership with the California Child Welfare indicators Project at UC Berkeley ([www.datanetwork.org](http://www.datanetwork.org)). Co-Directors Dr. Jacquelyn McCroskey and Dr. Emily Putnam-Hornstein oversee a number of projects, including the child care data project which began in July 2014. USC/CDN has acquired Institutional Review Board approval for conducting this research and has many data sharing agreements with local and state agencies including the California Department of Social Services, Department of Corrections, among others. They are experienced in handling personally identifiable and sensitive data. All activities are HIPPA and FERPA compliant.

Dr. Susan Savage, Director of Research at the Child Care Resource Center (CCRC) has general project oversight of the daily activities and reporting for this project. CCRC is a member of the Child Care Alliance of Los Angeles (CCALA), an umbrella organization for agencies that contract with the Los Angeles County Department of Public Social Services to provide Stage 1 child care services. For this project CCRC would access and use their own Stage 1 child care data from their internal data system (Stage 1 NoHo).

### **Project Summary**

Our project is focused exclusively on using administrative data to generate new knowledge and research – we do not engage in any advocacy work – other than to advocate for the better and smarter use of data. Further, the integrated data created through the process of linking client records is used exclusively for agency-sanctioned research and evaluation. All work with data is governed by approvals from California's Health and Human Service Committee for the Protection of Human Subjects (CPHS) and the University of Southern California's Institutional Review Board (IRB), and adheres to specific agency data-use protocols. The vision is to use linked records to provide agency administrators, policy makers, and other stakeholders with research and information that will help improve programs, track outcomes, and inform policies for the most vulnerable children and families in Los Angeles County. Our project will not involve

real-time data sharing or linking of data for the purpose of case management or other program-specific uses.

Our proposed research project will entail two phases. The goal of the first phase would be to match personally identifiable child and family data across CCRC's child care programs including Stage 1 to data held by CDN that includes child welfare data from the Department of Children and Family Services. Once this data match is complete the personally identifiable information from each dataset is removed from the final linked file. The goal of the second phase of the project would be to conduct statistical analyses on the linked dataset to answer policy-relevant research questions that are described in Section IV "Objective of the Research Project" of this proposal.

### **Background/Study Context**

Children's growth and development occur across multiple domains including physical, social, emotional/mental, and cognitive and they are impacted by environmental contexts such as child care and the parenting environment. Each of these areas of development are often served by different agencies. For example, one agency might help with mental health concerns, another agency assists parents with child care and if there is a child welfare concern this is handled by another agency. As such, children are served across a complex system of public and contracted agencies who deliver services intended to support children's growth and development. Artificial boundaries such as separate data systems only serve to solidify this sense of separation across departments or agencies. Keeping programs and services along with the information related to the children and families separately makes it more difficult to conduct research that could answer key policy questions. Integrated or linked data systems are critical for improving program effectiveness, informing practice, and answering policy-relevant questions. Securely linking client records across disparate data systems allows for an unduplicated picture of children's participation in various programs, an examination of children's service encounters across programs and over time, and provides a foundation for tracking outcomes with an eye on continuous quality improvement.

There are local examples of successful data linkage projects where research using data linked from different agencies was used to inform policy. One example is the Invisible Achievement Gap study.

Integrated data could have informed recent policy discussions regarding the priority of different groups of children in receiving child care vouchers in the Alternative Payment program funded by the California Department of Education. Although priority for children in the child welfare system is stated in regulation there have been differing interpretations of this regulation. SB 94 had been introduced in 2014 to clarify this.

During the legislative process there was a great deal of discussion regarding concern that if children in the child welfare system were given priority over those whose eligibility was related to their status in a low-income family that these latter children would lose access to child care. However, questions arose including the amount of overlap between these two groups. If many of the low-income children currently accessing child care through the Alternative Payment program were also known to child welfare, then the prioritization of these children would not necessarily result in the elimination of care for large numbers of children currently accessing subsidized child care. However, without data that could link children in the Alternative Payment program with children in the child welfare program, the extent of the overlap would never be able to be evaluated. This legislation was pulled and will be re-evaluated once more information can be provided. This is a prime example of how linked data systems can shed critical light on policy-relevant topics.

### **Objective of the Research Project**

The goal of this request is to obtain permission to pull CCRC's own Stage 1 data and share it with the CDN for linkage with data from CWS/CMS (Child Welfare System/Case Management System) within DCFS. The data being accessed are data within CCRC's own internal data system (Stage 1 NoHo). No data requests will be made of DPSS. By accessing CCRC's Stage 1 child care data along with our other child care data (funded by California Department of Education and Administration for Children and Families) and linking the data with child welfare data we intend to answer important research questions such as:

What is the overlap of children served by Stage 1 child care and the child welfare system?

What is the timing of Stage 1 child care and child welfare programs? Does one tend to precede the other?

Are there risk factors that are more prevalent in children served by Stage 1 child care who are also known to child welfare?

Child race, ethnicity, language, gender, age, family income, and single parent status of those in Stage 1 child care programs and who are known to child welfare can be compared with those who are in Stage 1 child care programs but not known to child welfare.

Are children who are known to the child welfare system and served by Stage 1 child care more likely to be in a certain type of child care environment (centers, family child care, license-exempt) than those not known to child welfare?

Do children known to the child welfare system experience more or less hours of child care than those not known to the child welfare system?

We will address similar research questions using other child care data (e.g., Stage 2 and 3 and Head Start) within CCRC's data systems. We will encourage additional research questions of interest from DPSS and welcome changes to those listed above.

### **Type of Research to be Conducted**

This is a data linkage and analysis project. There will be no surveys or research instruments used. Data will be pulled from CCRC's Stage 1 child care dataset and analyzed in two phases.

#### **Phase 1: Creating the Administrative File.**

In the first phase of the research we will extract the personally identifiable data such as child ID, first and last name, date of birth, social security number, family ID, primary parent ID, primary and secondary parent first and last name, date of birth, social security number, gender and phone number and family address. The list of data fields are in the appendix. This is necessary in order to obtain a link or match to the child welfare data and reduce the likelihood of false positives or false negatives in the match. The program data includes fields that capture program start and stop dates, provider type (center, family child care, license-exempt), child care need status, and hours of care. This data is hand-delivered via a flash key to the secure USC facility that requires ID at the entrance, and escort by a guard to the locked floor of the CDN offices. The data is saved from the flash key to a computer that has no connection to the internet and the data is then stored in a locked vault. Only specified CDN personnel have access to the data. This process ensures that data is not connected in any way to the internet, or compromised in any way.

A probabilistic data match is conducted by CDN to match the individuals from the CCRC and the child welfare data sets. This probabilistic data match reduces any false positives (identifying two individuals from the two data sets as the same person when they are not) and false negatives (identifying two individuals from the two data sets as being two different people when in fact they are the same person). The final link file holds a unique record for each person, matching their data from the CCRC and the child welfare datasets so that analyses can be conducted on data fields from both systems. Once the link file is created a unique identifier is used that links the child care data to the child welfare data (one unique ID across the two data sets). Once this unique ID is established there is no longer need for personally identifiable information and these data fields are removed from the analytical file. The personally identifiable data fields are maintained with the unique ID in a separate data file that is locked in a vault and not

accessed by analysts. This unique ID is then used so the personally identifiable information is not available to analysts.

## **Phase 2: Research Analysis with De-Identified Data.**

Statistical analyses are conducted on the de-identified dataset that has both CCRC Stage 1 child care and child welfare data. The analyses are based on the research questions in Section IV Objectives of the Research Project. The analyst at CDN analyzes the data, sends output tables to the group (CDN and CCRC) to discuss and interpret. All data is presented in group or summary format. No identifiable information is presented.

Through a pilot project funded by First 5 LA, CDN successfully linked administrative data on children served between 2011-2014 in key subsidized Early Care and Education (ECE) programs (Stage 2, Stage 3, Alternative Payment, FCCHEN and Early/Head Start) in the CCRC service area (SPAs 1 and 2 including the San Fernando, Santa Clarita and Antelope Valleys). The team has also successfully linked data on children served in these key programs with data from CWS/CMS on children involved with the Department of Children and Family Services (DCFS). The ability to successfully link data from key subsidized ECE programs in one part of Los Angeles County suggests that it may also be possible to make similar linkages in other parts of the County. Before moving in this direction, however, we respectfully request permission to add data on the children served by Stage 1 child care during the project period. Given the importance and size of the Stage 1 child care program, these data are critical to the overall picture of ECE services in LA County. The Stage 1 data requested in this proposal exists in the CCRC databases used to track children, families, and providers in their own Stage 1 child care program.

## **Funding Source**

The project is funded by First 5 LA through the CDN and dovetails nicely with the new 2015-2020 First 5 LA Strategic Plan. Three of the six strategic areas include: (1) Research and Development to promote the widespread use of proven best practices grounded in research and real-life application; (2) Public Policy and Advocacy to increase investments dedicated toward young children and improve policies; and (3) Service Delivery System Improvement to increase the quality, effectiveness and coordination of how services are accessed and provided. A key activity foundational to each of these strategic areas is the linkage of data collected by distinct systems serving children and their families. This project has the specific goal of linking data for the purpose of research that can inform policy. First 5 LA has shifted its focus from direct service and this project aligns with that shift by supporting data linkages for the purpose of research and not for programmatic purposes.

## **Benefits to LA County**

Although many states have been conducting data linkage work for years, California has been slow to move in this direction. Many positive movements in the state begin in Los Angeles County and this should be one of them. Given the size of the county, we have the opportunity to positively impact children throughout the state. Understanding the extent of the overlap in children served by both the child welfare system and Stage 1 child care could not only influence legislation, but could improve practice at DPSS, DCFS and with their contractors, helping to prevent or alleviate the effects of child maltreatment. It could also improve practice at CCALA agencies and improve partnerships with other community-based partners serving the same families. Given the preliminary finding that 30% the children participating in subsidized ECE programs in the CCRC region were also known to child welfare during this same time period, it is likely that there is also a substantial overlap between children receiving Stage 1 child care and the child welfare system. Such findings could not only help inform practice at the child care agencies, but also inform County efforts to better coordinate services for needy families served by multiple County programs.

## **Research Project Timeframe**

For the first goal mentioned – permission to access Stage 1 child care at CCRC -- work would occur over the next fiscal year (through June 30, 2016). We intend to access future funding either through First 5 LA or through federal grants that fund secondary data analyses and would hope to conduct this work with the remaining CCALA agencies in Los Angeles County (through a future agreement with DPSS and with the CCALA agencies) over the next couple of years, if permission is granted. To align this work with the linkage work that has already been conducted at CCRC we request permission to access prior data (child care start date as of January 1, 2006) through future data (through June 30, 2019) from the CCRC Stage 1 child care database.

## **Nature of Requested Data**

As mentioned previously, we request permission to access data that is housed at the CCALA agencies. This data exists at the agency, not at DPSS. In order to create an accurate record linkage between Stage 1 child care data and child welfare data, personally identifiable data is needed (please refer to “Type of Research Conducted” for security protocols). Program data is also accessed. Please see the appendix for examples of the types of data that will be accessed. We request permission to access CCRC Stage 1 child care data with a child care start date of January 1, 2006 and to allow access to future data through June 30, 2019.

Knowing that Stage 1 child care is not the full universe of early care and education (ECE) data we are currently working with other funders to access and analyze data from

other programs. We have already linked data from CCRC programs funded by the California Department of Education, Early Education and Support Division (e.g., Stage 2, Stage 3, Alternative Payment, Family Child Care Home Education Network, etc.) and programs funded by the Administration for Children and Families (e.g., Early Head Start/Head Start). We are actively working with these funders to access data from agencies other than CCRC. We have been able to analyze these data sources at CCRC and ultimately hope to: 1) include Stage 1 child care data from CCRC and then 2) all Los Angeles County data from Stage 1 child care, CDE, and ACF funded child care programs to have a more complete view of children's participation in ECE programs. These data will then be linked with the child welfare data to understand the overlap across these programs. However, the current request is solely to be able to access and analyze CCRC's Stage 1 child care data as this is the only child care data missing from the current work with CCRC.

This project is funded by First 5 LA. The focus of First 5 LA is the health and wellbeing of children 0-5 years old. As a result, although CCRC has data available on children through age 13, this project will only analyze the data for children age 0-5 years old. Data on children over age 5 would remain in the data file but analytic code would be written such that the analyses would only include children age birth to 5 years old.

The role of the Department staff will be to provide written permission to access and analyze the data from the CCALA agencies. We also hope that the Department staff would participate in the process by suggesting research questions of their own. The success of the project would be greatly improved if DPSS staff would play an interpretive role with the results. The department staff has a wealth of knowledge that can provide important context to the results. Department staff will be invited to participate in calls or meetings where data is interpreted. Additionally, we would hope to partner with Department staff by presenting research to the Department and at conferences.

Data sharing agreements with DPSS, CDN and CCRC (and any future agreements between CDN and other CCALA agencies) will include language that will indemnify DPSS. Current agreements exist between CCRC and CCALA agencies and between CCRC and DPSS to transfer data for Stage 1 child care payments. The relationship between CCRC and DPSS and between CCALA agencies and DPSS would continue to be protected through similar formal agreements.

## Appendix G: Data Fields

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Fields for Administrative Link

**Child unique ID\***

**Child First Name**

**Child Last Name**

**Child DOB**

**Child Gender**

**Child SSN**

**Family unique ID**

**Primary Parent Unique ID\***

**Primary Parent Last Name**

**Primary Parent First Name**

**Primary Parent SSN**

**Primary Parent Gender**

**Primary Parent DOB**

**Primary Parent Phone #**

**Secondary Parent Unique ID\***

**Secondary Parent Last Name**

**Secondary Parent First Name**

**Secondary Parent SSN**

**Secondary Parent Gender**

**Secondary Parent DOB**

**Secondary Parent Phone #**

**Home Street Address**

**Home City Address**

**Home Zip Code**

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Fields for Program Data Analysis

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<b>Field Name</b>	<b>Explanation</b>
<b>CrosswalkID</b>	Links to individual database IDs per Admin Link File.
<b>Source</b>	Source database (CDE, ChildPlus).
<b>Agency</b>	Placeholder.
<b>ProviderType</b>	Provider type as classified in databases.
<b>ProviderTypeCategory</b>	Group in of ProviderType entries by CCRC.
<b>Provider</b>	Name of individual provider.
<b>EnrollmentStartDate</b>	Start date for individual enrollment record.
<b>EnrollmentStopDate</b>	Stop date for individual enrollment record.
<b>EnrollmentMaxDate</b>	Most recent stop date for individual enrollment record, or date of data retrieval if future date is listed.
<b>EnrollmentDays</b>	Length of individual enrollment record in calendar days, number of calendar days between EnrollmentStartDate and EnrollmentMaxDate.
<b>EnrollmentInterruptionDays</b>	Represents interruptions in calendar days between consecutive enrollments for a given individual. Number of calendar days between EnrollmentStartDate and EnrollmentMax date for previous record for same individual if greater than two calendar days.
<b>LicenseStatus</b>	Licensed vs. Licensed exempt status.
<b>ProviderTypeCategoryCount</b>	Unique count of different provider type categories for an individual from their EnrollmentData file records.
<b>ProviderTypeCount</b>	Unique count of different provider types for an

	individual from their EnrollmentData file records.
<b>ProviderCount</b>	Unique count of different providers for an individual from their EnrollmentData file records.
<b>EnrollmentCount</b>	Total number of enrollment records for an individual from their EnrollmentData file records.
<b>MinEnrollmentStartDate</b>	The earliest (minimum) enrollment date for an individual based on their chronological EnrollmentData file records.
<b>MaxEnrollmentMaxDate</b>	The latest (maximum) enrollment date for an individual based on their chronological EnrollmentData file records.
<b>MeanEnrollmentDays</b>	The mean of all the EnrollmentDays values for an individual based on their EnrollmentData file records.
<b>MedianEnrollmentDays</b>	The median of all the EnrollmentDays values for an individual based on their EnrollmentData file records.
<b>SumEnrollmentDays</b>	The sum of all the EnrollmentDays values for an individual based on their EnrollmentData file records adjusted for interruptions greater than one calendar day.
<b>AdjustedSumEnrollmentDays</b>	The sum of all the EnrollmentDays values for an individual adjusted by subtracting the sum of enrollment overlap days as described below.
<b>ElapsedEnrollmentDays</b>	Number of calendar days from the earliest (minimum) EnrollmentStartDate to the latest (maximum) EnrollmentMaxDate.
<b>EnrollmentInterruptionCount</b>	The number of Enrollment Interruptions (count of the records from the EnrollmentData entries that have a value for EnrollmentInterruptionDays).
<b>MeanEnrollmentInterruptionDays</b>	The mean of the EnrollmentInterruptionDays entries for an individual based on their EnrollmentData file entries.
<b>MedianEnrollmentInterruptionDays</b>	The median of the EnrollmentInterruptionDays entries for an individual based on their EnrollmentData file

	entries.
<b>SumEnrollmentInterruptionDays</b>	The sum of the EnrollmentInterruptionDays entries for an individual based on their EnrollmentData file entries.
<b>EnrollmentOverlapCount</b>	The number of Enrollment Overlaps for an individual based on their EnrollmentData file entries.
<b>MeanEnrollmentOverlapDays</b>	The mean of the EnrollmentOverlapDays entries for an individual based on their EnrollmentData file entries.
<b>MedianEnrollmentOverlapDays</b>	The median of the EnrollmentOverlapDays entries for an individual based on their EnrollmentData file entries.
<b>SumEnrollmentOverlapDays</b>	The sum of the EnrollmentOverlapDays entries for an individual based on their EnrollmentData file entries.
<b>ProgramGroup</b>	Program/Funding Source (Stage2, Stage3, etc.).
<b>ProgramStartDate</b>	Start date for individual program/funding record.
<b>ProgramStopDate</b>	Stop date for individual program/funding record.
<b>ProgramMaxDate</b>	Stop date for individual program/funding record, or date of data retrieval if program/funding is ongoing.
<b>ProgramDays</b>	Length of individual program/funding record in days, number of calendar days between ProgramStartDate and ProgramMaxDate.
<b>Program InterruptionDays</b>	Represents interruptions in calendar days between consecutive programs/funding for a given individual. Number of calendar days between ProgramStartDate and ProgramMax date for previous record for same individual if greater than two calendar days.
<b>ProgramCount</b>	Number of program/funding records for an individual from their ProgramFundingData file records.
<b>ProgramGroupCount</b>	Count of unique program groups for an individual from their ProgramFundingData file entries.

<b>MinProgramStartDate</b>	The earliest (minimum) program/funding date for an individual based on their ProgramFundingData file records.
<b>MaxProgramMaxDate</b>	The latest (maximum) program/funding date for an individual based on their ProgramFundingData file records.
<b>MeanProgramDays</b>	The mean of all the ProgramDays values for an individual based on their ProgramFundingData file records.
<b>MedianProgramDays</b>	The median of all the ProgramDays values for an individual based on their ProgramFundingData file records.
<b>SumProgramDays</b>	The sum of all the ProgramDays values for an individual based on their ProgramFundingData file records adjusted for interruptions of greater than one day and overlaps.
<b>AdjustedSumProgramDays</b>	The sum of all the ProgramDays values for an individual adjusted by subtracting the sum of program overlap days as described below.
<b>ElapsedProgramDays</b>	Number of calendar days from the earliest (minimum) ProgramStartDate to the latest (maximum) ProgramMaxDate.
<b>ProgramInterruptionCount</b>	The number of ProgramInterruptions (count of the records from the ProgramFundingData entries that have a value for ProgramInterruptionDays).
<b>MeanProgramInterruptionDays</b>	The mean of the ProgramInterruptionDays entries for an individual based on their ProgramFundingData file entries.
<b>MedianProgramInterruptionDays</b>	The median of the ProgramInterruptionDays entries for an individual based on their ProgramFundingData file entries.
<b>SumProgramInterruptionDays</b>	The sum of the ProgramInterruptionDays entries for an individual based on their ProgramFundingData file

	entries.
<b>CountProgramOverlaps</b>	The number of Program Overlaps (count of the records from the ProgramFundingData entries that have a value for ProgramFundingOverlapDays).
<b>MeanProgramOverlapDays</b>	The mean of the ProgramOverlapDays entries for an individual based on their ProgramFundingData file entries.
<b>MedianProgramOverlapDays</b>	The median of the ProgramOverlapDays entries for an individual based on their ProgramFundingData file entries.
<b>SumProgramOverlapDays</b>	The sum of the ProgramOverlapDays entries for an individual based on their ProgramFundingData file entries.
<b>IncomeSource</b>	Income Source, rationalized between the databases based on input from CCRC colleagues and based on income sources used to calculate eligibility by State.
<b>IncomeAmount</b>	Monthly amount of income, per each record in the databases.
<b>IncomeEffectiveDate</b>	Effective date for the income assessment, per each record in the database.
<b>ChildEthnicity</b>	Classifications rationalized between the databases based on US Census definitions.
<b>ChildRace</b>	Classifications rationalized between the databases based on US Census definitions.
<b>IsHispanic_ChildPlus</b>	Small integer data specific to the ChildPlus database.
<b>ChildGender</b>	Self explanatory.
<b>SingleParent</b>	Self explanatory.
<b>ChildBirthDate</b>	Self explanatory.
<b>ZipCode</b>	Self explanatory.

## Appendix H: 801A Data Fields and Explanation

More information on the data structure of these fields can be found at <http://www.cde.ca.gov/sp/cd/ci/cdd801fileformat.asp#July2013Format>

<b>CDE REPORTING</b>	
<b>Variable</b>	<b>Description</b>
<b>Accreditation Status</b>	<p>The Accreditation Status is the level of quality whereby the service provider demonstrates the capacity, commitment and competence to support high-quality learning and ongoing program improvement. Accreditation is another way to judge the quality of a child care program. Any child care program can get accredited. Child care centers, family child care homes, school-age child care programs and after school programs may apply for and receive national accreditation from a variety of different accrediting associations. The accreditation guidelines vary but are generally higher than those required by local or state regulations and licensing. Each accrediting process includes a self-study, an application (and fees), a validation visit to verify information, and yearly certification through written documentation. Upon receiving official accreditation, the provider receives a certificate that verifies status. For more information, a list of accrediting associations and their website addresses has been provided below: (1) National Association for the Education of Young Children (NAEYC) (2) National Accreditation Commission (NAC) (3) National Early Childhood Program Accreditation (NECPA) (4) National Association for Family Child Care (NAFCC) (5) American Camp Association (ACA) Note: The above list is an example of some of the child care accrediting associations. Agencies are responsible for obtaining information regarding accreditation options and resources available to them.</p>
<b>Child Date of Birth</b>	<p>The Child Date of Birth is the month, day, and year the child receiving Early Education and Support Division-subsidized child development services in the report month was born.</p>
<b>Child First Name</b>	<p>The Child First Name is the first name of the child receiving Early Education and Support Division (EESD)-subsidized child development services.</p>
<b>Child Gender</b>	<p>The Child Gender indicates whether the child receiving child development services is female or male.</p>
<b>Child has Individualized Education Program (IEP)</b>	<p>Children with exceptional needs are described in Education Code Section 8208(I)(2). These children require the special attention of adults in a child care setting. They have an active IEP on file with the agency. In addition, a child who is otherwise eligible for services (except in the California State Preschool Program – CSPP) may be served until age twenty-one if he/she has an active individualized education program and is receiving appropriate special education and services.</p>
<b>Child is English Learner</b>	<p>English learner students are those students for whom there is a report of a primary language other than English on the state-approved Home Language Survey and who, on the basis of the state approved oral language (grades kindergarten through grade twelve) assessment procedures and literacy (grades three through twelve only), have been determined to lack the clearly defined English language skills of listening comprehension, speaking, reading, and writing necessary to succeed in the school’s regular instructional programs. (R30-LC).</p>

<b>Child Last Name</b>	The Child Last Name is the last name (family name) of the child receiving Early Education and Support Division (EESD)-subsidized child development services.
<b>Child Middle Initial</b>	The Child Middle Initial is the middle initial of the child receiving Early Education and Support Division (EESD)-subsidized child development services.
<b>Child Receives Part-Time Care</b>	The answer to Child Receives Part-Time Care indicates whether the child receives less than 4 hours (no more than three hours and 59 minutes) of care each day during the report period.
<b>Child Start Date</b>	The Child Start Date is the actual date on which the child began receiving Early Education and Support Division-subsidized services through your agency. This date is used by CDE to calculate the CDD-800, Annual Aggregate report. This report is a required federal report.
<b>Child's Ethnicity</b>	The Child's Ethnicity indicates whether the child receiving child development services is of Hispanic or Latino origin. The definition of Hispanic or Latino is a person of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin, regardless of race. Note: The Child's Ethnicity question is in addition to the Child's Race questions.
<b>Child's Primary Language</b>	A student's primary language is identified by the Home Language Survey as the language first learned, most frequently used at home, or most frequently spoken by the parents or adults in the home.
<b>Child's Race: American Indian or Alaskan Native</b>	The Child's Race indicates the race of the child receiving child development services. The race categories are from the questions asked by the U.S. Census Bureau and are defined as follows: (1) American Indian or Alaska Native: A person having origins in any of the original peoples of North and South America (including Central America), and who maintains a tribal affiliation or community attachment. (2) Asian: A person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam. (3) Black or African American: A person having origins in any of the Black racial groups of Africa. (4) Native Hawaiian or Other Pacific Islander: A person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands. (5) White: A person having origins in any of the original peoples of Europe, the Middle East, or North Africa.
<b>Child's Race: Asian</b>	The Child's Race indicates the race of the child receiving child development services. The race categories are from the questions asked by the U.S. Census Bureau and are defined as follows: (1) American Indian or Alaska Native: A person having origins in any of the original peoples of North and South America (including Central America), and who maintains a tribal affiliation or community attachment. (2) Asian: A person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam. (3) Black or African American: A person having origins in any of the Black racial groups of Africa. (4) Native Hawaiian or Other Pacific Islander: A person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands. (5) White: A person having origins in any of the original peoples of Europe, the Middle East, or North Africa.

<p><b>Child's Race: Black or African American</b></p>	<p>The Child's Race indicates the race of the child receiving child development services. The race categories are from the questions asked by the U.S. Census Bureau and are defined as follows: (1) American Indian or Alaska Native: A person having origins in any of the original peoples of North and South America (including Central America), and who maintains a tribal affiliation or community attachment. (2) Asian: A person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam. (3) Black or African American: A person having origins in any of the Black racial groups of Africa. (4) Native Hawaiian or Other Pacific Islander: A person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands. (5) White: A person having origins in any of the original peoples of Europe, the Middle East, or North Africa.</p>
<p><b>Child's Race: Native Hawaiian or Other Pacific Islander</b></p>	<p>The Child's Race indicates the race of the child receiving child development services. The race categories are from the questions asked by the U.S. Census Bureau and are defined as follows: (1) American Indian or Alaska Native: A person having origins in any of the original peoples of North and South America (including Central America), and who maintains a tribal affiliation or community attachment. (2) Asian: A person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam. (3) Black or African American: A person having origins in any of the Black racial groups of Africa. (4) Native Hawaiian or Other Pacific Islander: A person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands. (5) White: A person having origins in any of the original peoples of Europe, the Middle East, or North Africa.</p>
<p><b>Child's Race: White</b></p>	<p>The Child's Race indicates the race of the child receiving child development services. The race categories are from the questions asked by the U.S. Census Bureau and are defined as follows: (1) American Indian or Alaska Native: A person having origins in any of the original peoples of North and South America (including Central America), and who maintains a tribal affiliation or community attachment. (2) Asian: A person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam. (3) Black or African American: A person having origins in any of the Black racial groups of Africa. (4) Native Hawaiian or Other Pacific Islander: A person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands. (5) White: A person having origins in any of the original peoples of Europe, the Middle East, or North Africa.</p>
<p><b>CPS Override</b></p>	<p>The Child Protective Services (CPS) Override box is used to indicate the family is a CPS referral and allows the agency to leave the Monthly Family Income field on the CDD-801B report blank.</p>
<p><b>Family Identification/Case Number (FICN)</b></p>	<p>The Family identification/Case Number is the unique identification or case number that an agency assigns to a family. Agencies are encouraged to use these numbers on the CDD-801A to help them locate cases that are in the CDD-801B sample.</p>
<p><b>Family Income Greater Than 70 Percent of State Median Income Level</b></p>	<p>The Family Income Greater Than 70 Percent of State Median Income (SMI) Level information indicates whether the family's income was greater than 70 percent of the SMI.</p>

<b>Family Income Sources (CDD-801B only)</b>	The Family Income Sources describe the source(s) of the family income whether or not they were used to determine eligibility. Exception: If this is a Child Protective Services case and income was not used to determine eligibility, select “No” as the response to all six of the listed income sources. Note: The Family income Sources listed here, together with the response to “TANF/CalWORKs Cash Aid Recipient,” will capture all income sources for the family.
<b>Family Size</b>	The Family Size is the number of family members used to determine income eligibility and fee assessment. This information is provided by the parent applying for child care services and is documented on a confidential application by the agency.
<b>Family Start Date</b>	The Family Start Date is the actual date on which the family began receiving Early Education and Support Division-subsidized services through your agency. This date is used by CDE to calculate the CDD-800 Annual Aggregate report. This report is a required federal report.
<b>Head of Household Zip Code</b>	The Head of Household Zip Code is the zip code where the head of household of the family receiving child care assistance resides.
<b>Head-of-Household Federal Information Processing Standards (FIPS) Code</b>	The Federal Information Processing Standards (FIPS) Code is the code that identifies the county in California where the head-of-household receiving child care assistance lives. Important: Enter the FIPS code of the head-of-household residence; do not use the FIPS code of the child care provider unless the child’s services are provided in the family’s home (such as licensed-exempt in-home care).
<b>Head-of-Household First Name</b>	The Head-of-Household First Name is the first name of the head-of-household for the family receiving Early Education and Support Division (EESD)-subsidized child care assistance. The Head-of-Household is the person legally and/or financially responsible for the child(ren). In a foster care case (family of one), the Head-of-Household First Name is the first name of the oldest foster care child receiving EESD-subsidized services.
<b>Head-of-Household Last Name</b>	The Head-of-Household Last Name is the last name (family name) of the head-of-household for the family receiving Early Education and Support Division (EESD)-subsidized child care assistance. The Head-of-Household is the person legally and/or financially responsible for the child(ren). In a foster care case (family of one), the Head-of-Household Last Name is the last name of the oldest foster care child receiving EESD-subsidized child care services.
<b>Head-of-Household Middle Initial</b>	The Head-of-Household Middle Initial is the middle initial of the head-of-household for the family receiving Early Education and Support Division (EESD)-subsidized child care assistance. The Head-of-Household is the person legally and/or financially responsible for the child(ren). In a foster care case (family of one), the Head-of-Household Middle Initial is the middle initial of the oldest foster care child receiving EESD-subsidized child care services.
<b>Head-of-Household Social Security Number</b>	The Head-of-Household Social Security Number is the social security number of the head-of-household who gave written consent on the CD-9600A form. This is the SSN for the person for whom eligibility was determined. Note: Provision of social security numbers is voluntary for the head-of-household. However, if the SSN is provided to the agency and family has given written consent to provide it, it must be reported by the agency to CDE. Exception: The Social Security Number of a foster care child must not be entered.

<b>Is the Head-of-Household Single?</b>	The "Is the Head-of-Household Single?" information indicates whether: (1) Only one person living in the household is legally and/or financially responsible for the child or children receiving child care services OR (2) The case is a foster care case (family of one)
<b>Month and Year Child Care Assistance Began</b>	The Month and Year Child Care Assistance Began is the month and year in which the family began receiving subsidized child care services through your agency.
<b>Month/Year</b>	The report month/year is the data reporting month and year code that must be included in the electronic file transferred to CDE for purposes of submitting the monthly CDD-801A report.
<b>Monthly Child Care Family Fee</b>	The Monthly Child Care Family Fee is the total monthly dollar amount the family was required to pay during the report month for subsidized child care services. This fee is based on the Child Development Family Fee Schedule in effect during the report month.
<b>Monthly Family Income</b>	The Monthly Family Income is the total adjusted gross monthly income used in determining family eligibility. Monthly Family Income is verified income.
<b>Program Code(s)</b>	The Program Code refers to the type of Early Education and Support Division (EESD) Contract. Program Codes are four-character designations. They are part of your agency's contract number. An agency with more than one contract will have a different Program Code for each type of contract. The current program codes are C2AP, C3AP, CAPP, CCTR, CFCC, CHAN, CMAP, CMIG, and CSPP. [CDD-801A only] Note: the data entry screen allows you to list up to three different Program Codes, if necessary. Enter more than one program code only if the child's care from the same provider is paid for by more than one program code during the report month. [CDD-801B only] Only the following Program Codes are included in the CDD-801B reports: C2AP, C3AP, CAPP, CCTR, CFCC, CMAP, and CSPP (only those children receiving more than part-time services).
<b>Provider Address</b>	The Provider Address is the actual street address where child care services were provided.
<b>Provider City</b>	The Provider City is the city associated with the street address where child care services were provided.
<b>Provider Federal Employment Identification Number (FEIN)/Social Security Number (SSN)</b>	The Provider Federal Employment Identification Number (FEIN)/Social Security Number (SSN) is the unique identification number that the federal government requires all workers and agencies to have for tax purposes. For providers who do not have a FEIN, use their SSN. The Provider FEIN/SSN is used by CDE to determine the unduplicated number of providers (both centers and homes) serving children during a one-year period. This count is needed for the CDD-800 Annual Aggregate report. This is a required federal report. For Alternative Payment (AP) Contractors, the Provider FEIN/SSN submitted must be the FEIN or SSN of the license-exempt provider, family day care home provider, or center (the agency that operates the center) that provided the actual services to the child. For Center-based Programs and Family Child Care Home Networks, the FEIN is the tax identification number of the provider where the child actually receives services. If the child received services in a Family Child Care Home, you must enter the Family Child Care Home provider's FEIN or SSN. If the child received services in a center, you must enter the FEIN of the agency that operates the center.

<b>Provider Federal Information Processing Standards (FIPS) Code</b>	The Federal Information Processing Standards (FIPS) Code is the code that identifies the state and county where the child receives services.
<b>Provider Zip Code</b>	The Provider Zip Code is the 9-digit zip code (5-digit zip code and +4 digit extension) of the location where the child receives services.
<b>Quality Rating and Improvement System (QRIS) Participation</b>	The QRIS Participation is an indicator of the type of quality child care available to children and families (if any). The Quality Rating and Improvement System (QRIS) is a method for rating the quality of child care for a child receiving subsidized care. Although the California Code of Regulations, Title 5 mandates that all state funded child development programs implement certain elements of quality, including assessments such as the Environment Rating Scales and the Desired Results Developmental Profile, there is no uniform quality improvement or QRIS currently in place in California. Some local entities are just beginning their quality improvement efforts whereas others have had more formal systems in place. They range from locally determined quality improvement efforts such as those implemented by the First 5 Commissions in each county, to a formal QRIS like the one in place in Los Angeles County. A QRIS is a set of ratings graduated by level of quality and used to assess early learning and care programs. It may provide workforce development, financial incentives to participants, and other supports to improve quality. Local entities using a QRIS may have adapted their own to an existing QRIS or created their own tiered rating systems which are different from one another. For Race to the Top-Early Learning Challenge, tiers 1, 3 and 4 are common.
<b>Reason for Receiving Child Development Services</b>	The Reason for Receiving Child Development Services information describes the primary reason that services are needed by the family. This is the primary reason used to determine “need” for services.
<b>Reduced Fee</b>	The Reduced Fee checkbox (CDD-801B) is used to indicate that the family paid a reduced fee during the month. It allows the agency to enter less than what the required monthly fee would have been for this family because the family paid another agency for child care services during the month, and therefore their family fee was reduced by the amount paid to the other agency.
<b>Services Date</b>	The Services Date is the date on which a child begins receiving services: (1) At a specific provider (the person or entity that physically provides the services) (2) For a specific Type of Care (3) Subsidized by a particular program type (contract prefix). When any of the three items listed above changes, the Services Date must reflect the effective date of the change. This date is used to calculate the CDD-800, Annual Aggregate report, which is a federal report the Child Development Division is required to submit annually.
<b>State Subsidized Monthly Payment for This Child Care</b>	For Alternative Payment (AP) contractors, the State Subsidized Monthly Payment for This Child Care is the monthly dollar amount charged by the provider for child development services provided in the report month, and agreed to by the AP contractor as being consistent with rules for determining provider payments that come from its contract with CDE. For Center-based/Family Child Care Home Networks, the State Subsidized Monthly Payment for This Child Care is the amount claimed (i.e. the amount reimbursed under your CDE contract) from CDE for child development services provided in the report month. This amount includes any adjustments applicable to this child (e.g., for infants, exceptional needs, severely disabled, etc.). This amount does not include the family fee or administrative costs.

<b>TANF/CalWORKs Cash Aid Recipient</b>	The TANF/CalWORKs Cash Aid Recipient Information indicates whether the head-of-household received any type of Temporary Assistance to Needy Families (TANF) or CalWORKs cash assistance in the report month. Note: "CalWORKs" is California's name for TANF.
<b>Total Hours of Care This Month</b>	The Total Hours of Care This Month is the total number of hours of child care for which payment was required for this type of care for the specified contract (program code) during the report month.
<b>Type of Care</b>	The Type of Care code describes the setting (licensed or license-exempt category) in which the Early Education and Support Division (EESD)-subsidized services were provided to the child in the report month. Children may have more than one Type of Care in a report month.
<b>Vendor Number/Submission Code</b>	The vendor number/submission code is a required piece of information included in the electronic file transferred to CDE for purposes of submitting the monthly CDD-801A report. It consists of two parts: (1) Vendor number, which was issued to the agency by CDE. (2) Submission code, which is generated by the CDMIS web application. It is used to differentiate between sub-agencies within the main agency. Important: The default submission code for all agencies that do not report by sub-agency is "000".

## Appendix I: References

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