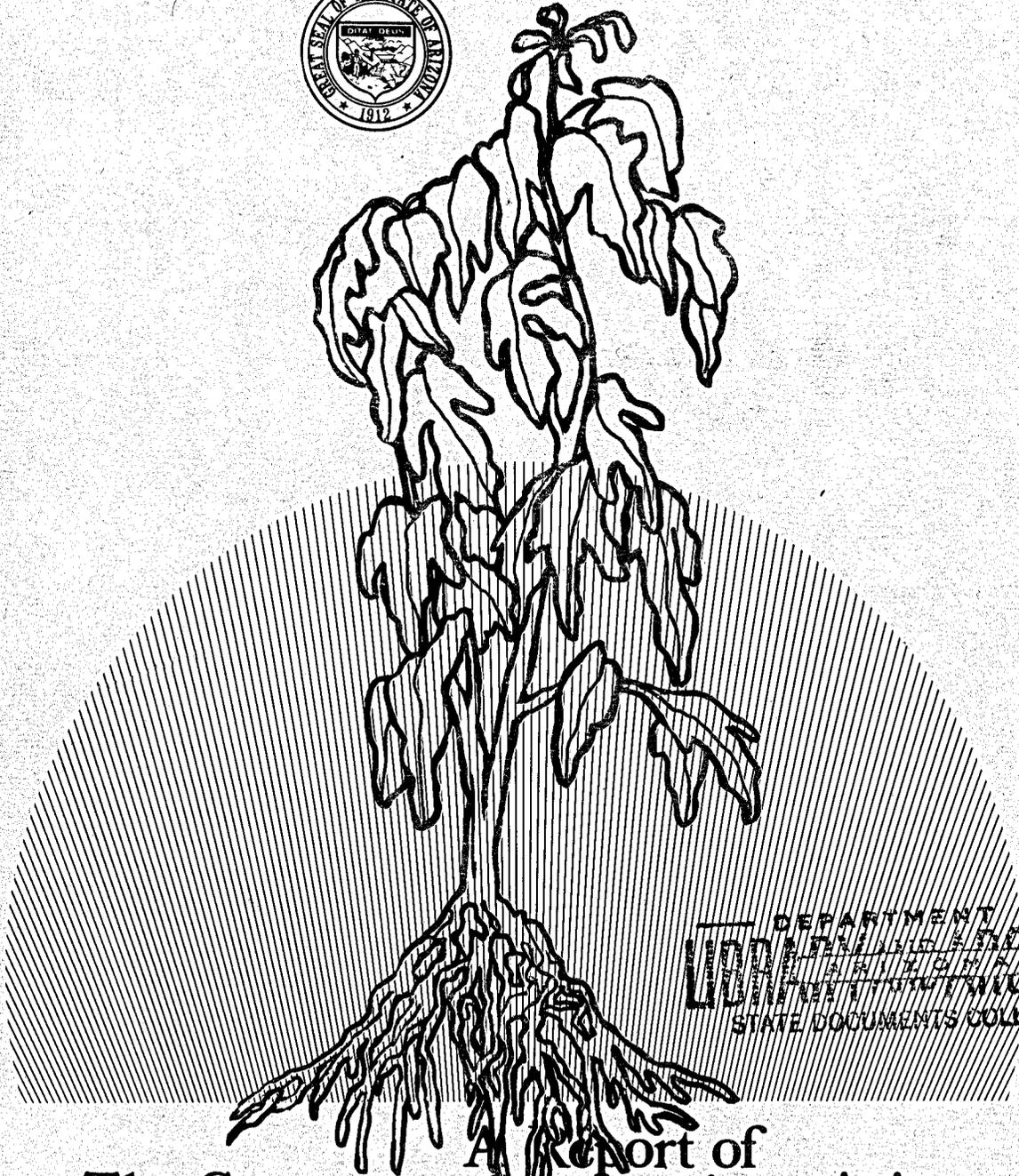


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# THE NEGLECTED FAMILY



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A Report of  
The Governor's Community  
Coordinated Child Care Committee

Arizona **4** CC&C

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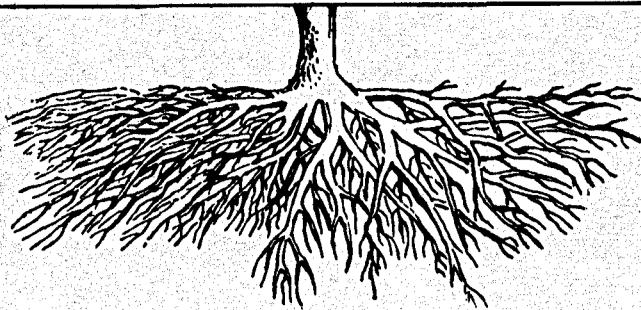
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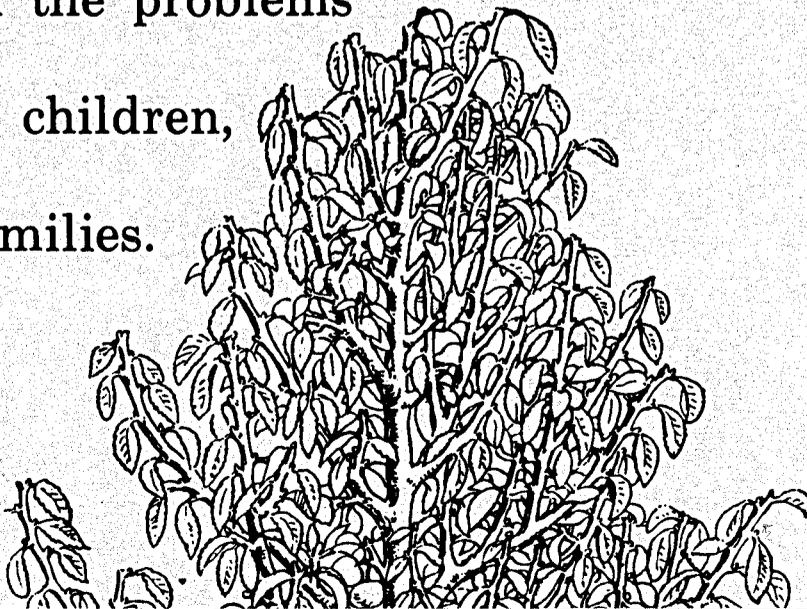
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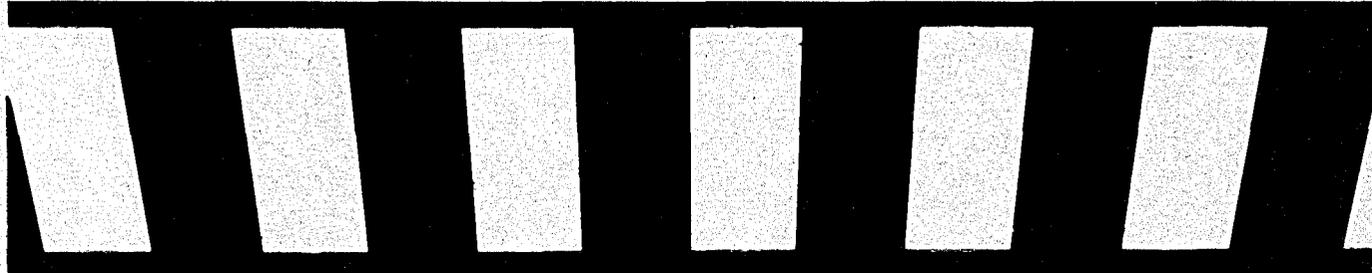
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# THE NEGLECTED FAMILY

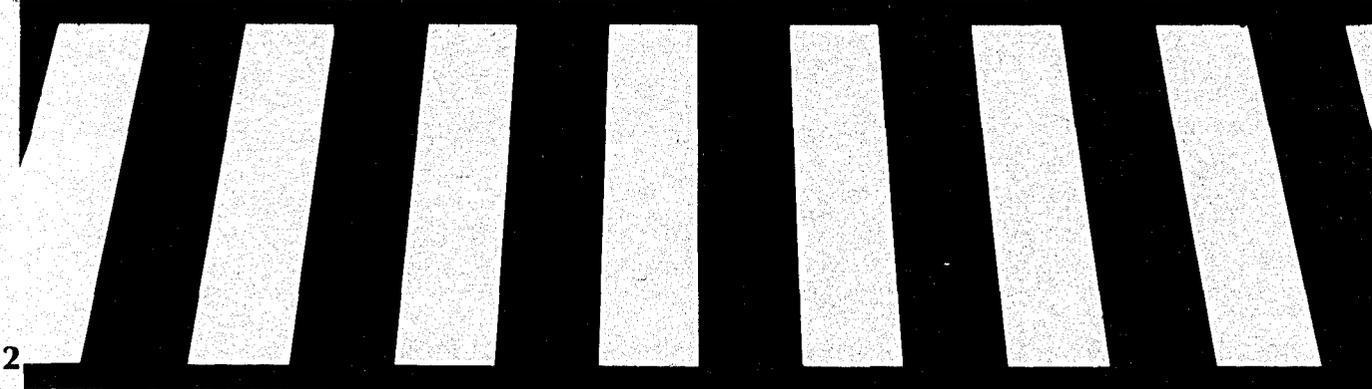
Recommendations of  
the State 4C Committee,  
dealing with the problems  
and needs  
of Arizona's children,  
youth,  
and their families.

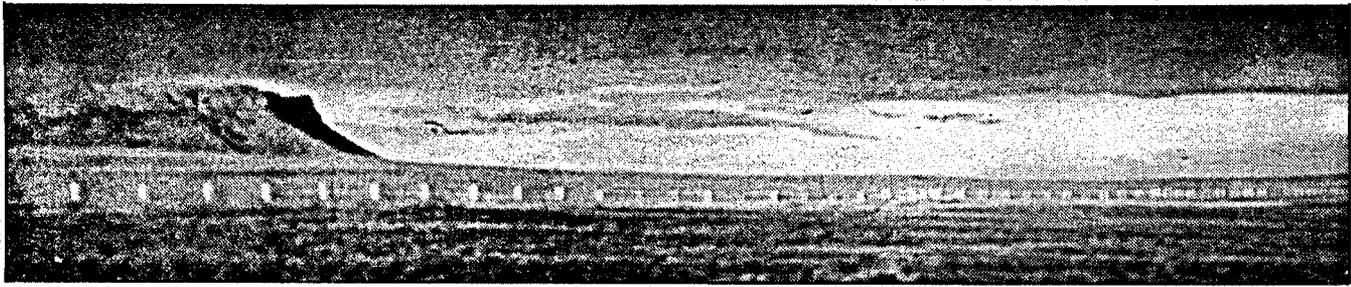


Prepared in conjunction with URSA Institute



**Profound changes are taking place in the lives of Arizona's Children. The institution at the center of these changes, which itself is undergoing the most rapid and radical transformation, is the family. Many families are able to cope with these changes, but some are not.**





In January 1974, Governor Jack Williams established the Community Coordinated Child Care Committee — the Arizona State 4C Program — to serve as a mechanism for the coordination and promotion of quality comprehensive services to children and their families. In that year over 1200 people attended hearings sponsored by the committee and expressed their concern that decision-makers, both state and local, re-assess the priorities and services throughout the state. In 1975, the 4C Committee published a series of reports that dealt with the problems facing Arizona's children: day care, child abuse, foster care, adoption, health care, services to the handicapped, and the special problems facing minority children. The findings and recommendations in these reports are of great importance to our state's children and certainly merit action. In 1976, Governor Raul Castro reaffirmed the mission of the Arizona State 4C Committee as he appointed new members and reappointed members.

The longer the Committee has studied the problems of children, the more obvious it has become that the central focus for the resolution of many problems affecting vulnerable children in our state must be the family setting.

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That the family is the primary and most fundamental influence in the young child's development is generally accepted in American society. The kind and quality of care and guidance the young child receives in his/her family is critical to successful development and determines to a major extent ultimate capabilities and achievements. If our socio-legal-economic systems put undue pressure upon families, thereby undermining them and making it difficult for them to discharge their essential functions, then an indispensable and irreplaceable force for rearing healthy children will be severely damaged.

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## THE NEGLECTED FAMILY

**T**he family of today differs significantly from the family of twenty-five years ago; there have been overwhelming changes in and pressures on the family in this decade alone. Almost one-half of

all mothers are employed outside the home; one in every three mothers with children under six is employed outside the home. As the number of mothers leaving home for outside work has increased, the number of other

adults in the household who could care for the child has markedly decreased. For example, fifty years ago half of the households in Massachusetts included at least one adult besides the parents; today the figure is only 4 per cent.



In the past decade the number of single-parent households increased 10 times more than two-parent families. This translates into a national situation in which one in every six children is raised in a family in which one parent, because of death, divorce, desertion, or separation, is absent. Most of these families are headed by women, and over half of these families fall below the poverty line.

The 4C Committee finds that — despite the realities such as those outlined above and despite the pervasive political rhetoric about the importance of the family — there is a gross inadequacy in the programs, policies and laws meant to assist families and to provide them with essential support services. There is much in our state laws, regulations and practices that threatens the viability of the family.

Only the most inadequate support is granted to a needy child living in his/her own home; most fiscal resources are directed toward more generous support of the child once he/she has been removed from the natural home in order to live with strangers. Arizona statute and policy, under the rubric of maintaining the sanctity of the family, has refused to assist until family breakdown is complete. When help finally is provided, too often it is in the form of crisis services, emergency wards, police and the courts. How many neglected, dependent,

delinquent or handicapped children who have been taken away from their homes might have been able to remain with their families or in their communities if effective and adequate supportive services had been available to the family? This absence of preventative, supportive services to strengthen the family so that a child need not be removed from his/her own home illustrates the emptiness and folly of official rhetoric about, and lack of due provision for, the importance of the family.

In fact, the costs of keeping the family intact — when that alternative is considered beneficial to the child — are lower than or about the same as the cost of removing the child from home, even if the cost of in-home services are added to the total. It has been estimated, for example, that foster home care costs amount to three to five times as much as it would cost or to enable an intact family on a low budget to help and raise the same child.

The area of family support services is extremely sensitive and fraught with controversy. Some feel such services are an intrusion into private life. Others fear the undermining of cultural ethnic traditions and mores. These certainly are legitimate concerns. Any program of aid to families must, therefore, clearly demonstrate its aim as being supportive of parents in achieving more effectively their own goals for their children.

The goal of state-supported family and children's service programs, as defined by this committee, must be to strengthen the cohesiveness of the family and to foster its independence and adequacy in child rearing. The overriding need is for consistent policies and programs that will strengthen the family. Thus, one of the purposes of this report is to expose policies and laws that have a destructive impact on Arizona's families and to indicate how statutes, policies and programs might be altered for the benefit of those families.

Although, for the sake of convenience and clarity, issues are discussed separately, it is essential to recognize that these issues are interdependent, having common important elements. The constellation of problems discussed here bears most heavily on families who are poor, which usually means young parents with young children. But many of the issues also strongly affect middle class families of all ages. Public policy remedies are necessary for the sake of all of Arizona's children.

Therefore, the Arizona State 4C Committee strongly urges that prompt and serious consideration be given to the following recommendations:



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- Recommendation 14: Concerning the Arizona State 4C Committee
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## RECOMMENDATION 1: Concerning the AFDC Program

That the Legislature, acting on a valid assessment of need by the Department of Economic Security, increase appropriations to the Department such that AFDC payments will be adequate to maintain the integrity of the family unit in need. The assessment conducted by the Department should include development of a Standard of Need, and be funded at that level.

## Aid To Families With

**M**ore than 50,000 Arizona children now receive assistance through the Aid to Families with Dependent Children (AFDC) Program; over half of these children are under eight years of age. In order to compute household budgets and assistance payments, our state uses the 1971 "Standard of Need," and stipulates that the total minimum living needs of one parent and three children is \$282 a month. However, due to insufficient appropriations to the Department of Economic Security, the agency responsible for the program, such a family actually receives only 70% of this figure, or \$198. In addition, the Consumer Price Index, the primary factor in computing the Standard of Need, has risen 40% since 1971; in other words, the amount a family of four receives, \$198, is only 43% of the federally established poverty level of \$459. During 1975, Arizona's level of support for needy parents and their children ranked 42nd among the 53 states and possessions, based on maximum AFDC as a percent of median family income for the state.

Because of these grossly inadequate assistance payments and the lack of supportive services, most of the families receiving AFDC payments in Arizona are forced to live in a state of continual crisis which often results in family disintegration. Additionally, since these assistance payments cannot

be made available to households with an employable male present, it is common knowledge that unemployed fathers are forced to desert their families in order that their wives and children can become eligible for AFDC payments.

Thus, a substantial percentage of Arizona's children, including those yet to be born, are potential long-term charges upon the taxpayer throughout their lifetimes. The known consequences of poverty are malnutrition, mental retardation, poor health, school dropouts, instability, delinquency and crime. Department of Economic Security records indicate that approximately one-fourth of the substantiated child abuse and neglect cases occur in AFDC families. It has been estimated that 30% of all the people in penal institutions are former AFDC children.

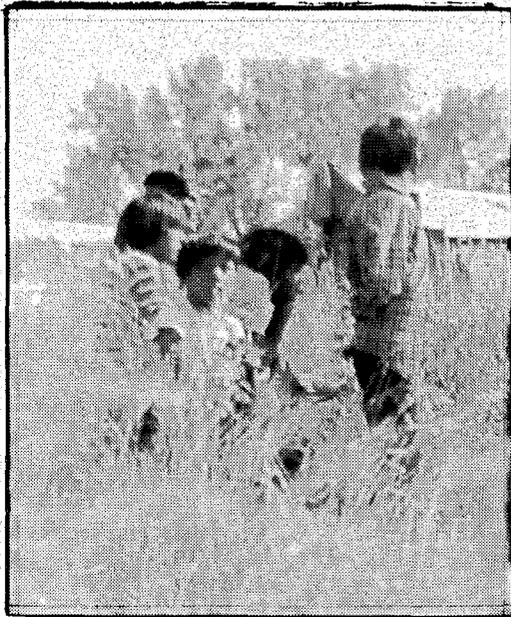
This expensive and illogical manner in which AFDC is funded in Arizona is best exemplified by the following: Arizona pays \$1.40 a day to a child in his/her own home through AFDC. However, once the child is removed from that family into foster care, the support expense jumps from \$3.64 to \$5.00 a day plus the cost of comprehensive medical and dental care. Finally, if the child becomes severely emotionally disturbed — not unusual for some children after spending years in oft-changed foster homes — the state will and

often must pay up to \$40.00 a day for a child care institution. The dissolution of the family, forced desertion of the father, malnutrition, mental retardation, and chronic illness — all these are indisputable evidence of the results of a fiscally short-sighted public assistance program. Certainly there can be no comparison between the incalculable price paid by the AFDC recipients and the "fiscal economy" which the Legislature has mandated by failing to respond to the budgetary request of the Department of Economic Security for an appropriation sufficient to meet the needs of AFDC families.

## RECOMMENDATION 2: Concerning the AFDC—UP Program

That the Aid to Families with Dependent Children — Unemployed Parent Program be reactivated with sufficient appropriations and workable, realistic regulations, such as to insure accessibility for qualified families.

### Dependent Children



**T**hat the State has the responsibility to protect and assist its citizens, both as individuals and as members of a family, is a much spoken but little acted on principle. In 1965, after years of advocacy by concerned citizen groups, the Arizona Legislature enacted the Aid to Families with Dependent Children — Unemployed Parent (AFDC — UP) Program, recognizing and mandating the responsibility of the State to provide material assistance to intact families and households in which the father or the head of household is present but unable to secure employment and, therefore, the necessary income for the basic living needs of the family.

With the passage of this program, a limited appropriation was made and policies were drafted. These policies were so restrictive as to disqualify or dissuade all but 25 families in the entire state from securing the benefits of the program. Following this, there were year-end surplus funds in the program; these were regarded by the Legislature as an indication of the lack of need for the program.

Thus, there have been no further appropriations by the Legislature, despite recent efforts by the Department of Economic Security to reactivate the program.

The unfunded AFDC — UP program contradicts any protestations on the part of the Legislature as to the value and significance it places on the integral family. Except for inadequate emergency assistance funding, Arizona continues to deny assistance to a family or household in which either the father or an employable male is present, regardless of the documented inability of that individual to secure employment. Unemployment compensation, in a majority of cases, is not a viable alternative, primarily due either to the expiration of entitlements after long unemployment, or to the failure to have previously satisfied the requirement of the minimum quarters of regular employment. The consequences of the State's failure to fund this program are grave; the father or head of the household is often compelled to desert the family in order that the children and mother may qualify for AFDC. Thus the integrity of the family, and the love and reassuring presence of the father is denied to the children simply because the Legislature, based on an ill-conceived effort years ago, has failed to refund a program.

## Title XX

**M**illions of dollars were available to Arizona from 1970 through 1975, and were lost because of the State's failure to take advantage of financial assistance from the federal government. Through several amendments to the federal Social Security Act, dollars were available to the State on a matching basis; the match, in most instances, would have been provided by local governments and agencies, and organizations in the voluntary sector. Title XX of the Social Security Act was begun to be utilized in 1976, making funds available for such services as day care, protective services for children and foster care. However, Arizona has still failed to utilize its full potential in these funds — \$24-million for Fiscal Year 1977.

The federal intent of Title XX (and the other amendments) to the Social Security Act is to assist states to develop and strengthen social services programs. Aimed principally at low income and handicapped persons, and families and individuals under stress, Title XX expresses Congressional intent in the provision of social service programs in areas and to persons previously unserved, as well as the extension and upgrading of existing social programs. In effect, the intent and hope of the Congress is to impact and to deal more effectively than in the past with those problems and needs of families and individuals which

impair their self-sufficiency, and which create and perpetuate their dependency on governmental assistance. Many of the service programs, either innovative or ameliorative which are proposed in this report will involve considerable costs.

Title XX could be a ready source of the funding needed. What is required and indicated is prompt, efficient action on the part of the State through the Department of Economic Security. The Department has the designated responsibility to gear up the machinery and processes for a full utilization of the Title XX funds.

The Councils of Governments and other parties in the state have submitted plans documenting priority needs and proposing programs responsive to those needs which could be funded by Title XX. It is encouraging to note the readiness of many local governments and elements in the voluntary sector, including United Way organizations, which have volunteered to put up the local matching funds required, thereby effecting a partnership with the state and federal government in a long overdue strengthening and extension of the social services system.

It is critically important in the use of Title XX funds by the state that nothing be done to subvert the intent of the Congress.

Title XX funds must not be used simply to replace State or other funds in order to refinance "old" services. This will merely maintain the status quo. The short-term savings of taxes and other funds would, in the last analysis, be counter-productive in every sense of the word. Social problems will continue to worsen and will inevitably result in an increased, continued dependency requiring more and more costly services. Title XX is one major opportunity to effect changes in a human services system which is manifestly inadequate. Arizona cannot afford to misuse this opportunity.

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**RECOMMENDATION 3: Concerning the Full Utilization of Title XX Funds**

**That the Legislature and the Department of Economic Security act immediately to develop and implement a process for the full utilization of federal funds through Title XX, and act immediately to take advantage of all solicitations of aid from local agencies and organizations which will assist in this utilization.**



## RECOMMENDATION 4: Concerning Education for Parenthood

**That education-for-parenthood courses be offered for every child and youth in every junior and senior high school in the state, and that these courses include information in at least the following areas: child development, parental legal responsibilities, and causes and results of child abuse and neglect. Further exploration of the needs of teenage parents and prospective parents should be conducted by the appropriate agencies.**

## Teenage Parents

**T**en percent of all 17-year-old women in this country are mothers and 16% of these women already have at least two children. In Arizona 20% of the children born in 1975 were born to mothers 18 years old and under; this percentage is rapidly rising. In Maricopa County, 11.4% of all births in 1973 were to young single mothers. In Pinal County, almost one-third of the mothers in 1974 were teenagers. Adolescents from ten to fourteen are the only group of women for whom the birth rate is rising rather than declining. Except in the major population centers of Phoenix and Tucson the support services essential to assist these young people to cope with pregnancy, birth and the complexity and significance of their role as parents are few and fragmented.

Of the 160,395 secondary school students in Arizona, only about 4% are enrolled in some kind of elective family life or child care course. If high school girls become pregnant, despite the fact that the rural areas have the highest rates of birth to teenage mothers, most of the special programs designed to assist them are in the metropolitan high school districts. For teenage parents who have dropped out of school or who do not live in

these few districts, programs to assist them are practically inaccessible.

The critical need for education for parenthood and support systems for the teenage parent should be obvious. Most teenagers, through lack of preparation for parenthood, are not familiar with what to expect in a child's development and lack knowledge of how to care for their babies properly. Many young parents of today are physically or socially isolated from their parents, grandparents, uncles and aunts who at one time provided the necessary information and support. Since these young parents usually are economically disadvantaged in terms of occupation, income and assets, they often must bear alone the heavy personal, legal, social and psychological responsibilities for raising their children. Due to the lack of knowledge about their baby's development, increasing numbers of teenagers tend to have unrealistic expectations leading often to harsh punishment, abuse and neglect of their children. Further evidence of the lack of preparation for family living and parenthood is seen in the fact that nearly half of all teenage marriages break up within five years and teenage marriages

resulting from pregnancy are three times more likely to dissolve.

The mortality for babies of school age mothers is nearly three times as high as for infants of women 20-24 years of age and incidence of low birth weight is greatest among teenage mothers. Low birth weight decreases the chances for the baby's survival during the first year and has an adverse affect on the child's later development. Girls in their teens have a greater probability of serious health problems during pregnancy and delivery than any group except women over 40. Yet pregnancy is the major known cause of female school dropouts in the U.S.

"Education for parenthood" has caused confusion in some districts because of a ruling by the State Board of Education, which removed health education as a requirement for graduation. This action has been interpreted erroneously to mean that parenthood education is not allowed; in point of fact, the Board has not acted on this matter.

A variety of programs need to be available statewide to help parents and prospective parents understand better the developmental needs of young children, and the complexity and significance of their role as



parents. Without such programs, many of Arizona's teenagers will continue to marry with unrealistic expectations, will continue to parent unwanted and unhealthy babies, and will continue to abuse and neglect their children.

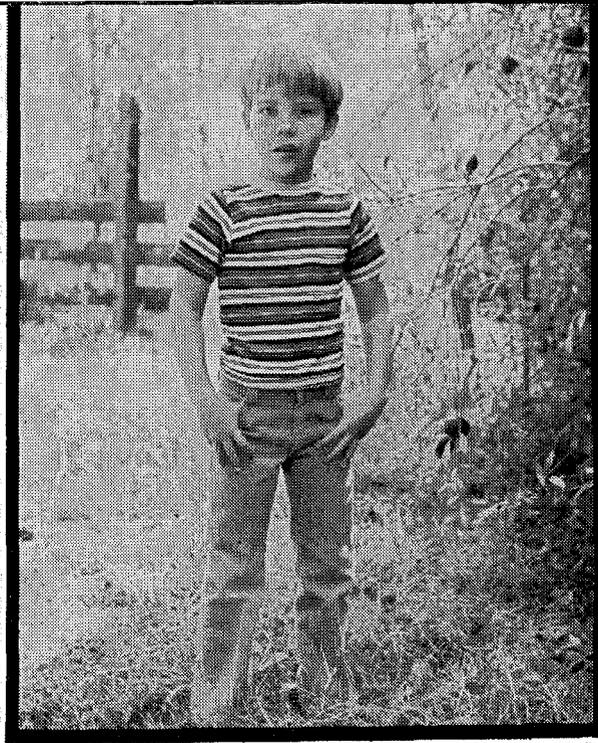
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## Health Care

**A**dequate nutritional, educational, pre-natal, and pediatric care are essential to the promotion of health and prevention of disease and can significantly determine a person's ability to finish school, find a job and make a contribution to society. As a child grows from birth to maturity, he/she is dependent upon the critically-timed acquisition of preventative and therapeutic health care in order to develop optimally. Beyond any doubt, lack of such care at the proper time will have permanent negative effects on a child's health. The rate of physical growth is most rapid at birth and is at a continuous rate of deceleration from birth until adolescence. Consequently, environmental factors have their greatest effects on growth early in life.

The tremendous inequities in our health system which results in great suffering and enormous state expense in terms of rehabilitative care are obvious. The biggest health problem for families is poverty, according to the recent publication of the National Council of Organizations for Children and Youth entitled, *America's Children*, 1976. Not only is a poor family less able to find and pay for health care, but poverty itself creates conditions that lead to a cycle of ill health and continuous poverty. As this publication cites:

- The effects of poverty on the child begin before birth. Ten to fifteen percent of babies born to lowest income families have low birth weights; for all families this figure is only 8%. Physically and mentally crippling birth defects are three times as likely among low weight babies.
- A major cause of low birth weight babies is malnutrition of the mother starting in her own youth. One-half (urban white) to two-thirds (urban black, rural white) of pregnant women in poverty are malnourished.



- Most disabling physical and mental conditions that do not begin before birth originate in infancy and the pre-school years. Lack of health care can cause permanent damage. In 1970, 50% of low income children under 18 saw a physician; the figure for high income children was 73%.
- The average health expenditure for children who had some treatment in 1970 was \$86 for children of the poor and \$161 for children of the higher income families.

Because racial discrimination affects health service delivery, and because minority children are more often living in poor families, they are generally less healthy than other children:

- Minority children die at a substantially higher rate than white children; 70% higher at age one to four, 40% higher at age five through nine.
- Non-white mothers have low birth-weight babies at twice the rate of whites.
- The death rate among Native American children from heart disease, influenza, pneumonia, and suicide is more

than double the rate for other children.

Where children live strongly affects their chance for good health:

- Urban areas have 48% of the population and 86% of the doctors.
- Seven of Arizona's fourteen counties do not offer public programs for pre-natal care.
- Three quarters of the nation's 1,700,000 mentally retarded children live in slums.

Medicaid, established by Title XIX of the Social Security Act, was started ten years ago by the federal government to provide matching funds to the states to pay for the medical expenses of both those on welfare and those who would be forced onto welfare by trying to pay their own medical costs.

Arizona was the last state to enact Medicaid; Arizona is the only state which has failed to fund Medicaid.

By current estimates, 104,000 needy Arizona children would be eligible for Medicaid, representing 69% of all Medicaid eligible individuals. These children would be eligible for early and periodic

screening diagnosis and treatment (EPSDT). The purpose of the EPSDT Program is to discover problems at an early age and provide early treatment which should result in a lower death rate, reduced serious illness and reduced institutionalization. For the majority of the 104,000 eligible children, Medicaid would represent the first introduction to preventative medical services and needed diagnostic and treatment services.

Although Medicaid is not meeting the entire health needs of eligible families in other states throughout the country, and there are enormous difficulties in program administration and monitoring, the loss of more than 200 million federal Medicaid dollars that would have come to Arizona, plus the inadequate and inequitable county system which presently exists, certainly makes Medicaid a significant if partial solution to the indefensible plight of Arizona's needy families.

Not only would Medicaid provide the EPSDT Program, but also eye care, dental care, and transportation needed to obtain medical services. Medicaid would establish a uniform eligibility standard statewide, establish a new uniform group of health care services statewide, promote the end of the present dual health

## RECOMMENDATION 5: Concerning Health Care for Children

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**That the Legislature appropriate, either through its own funds or through the development of appropriate local funds, sufficient monies to make the Medicaid program or similar services a reality for Arizona families.**

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care system by helping to make county facilities self-supporting for reimbursement, and expand health services available to needy Arizonans.

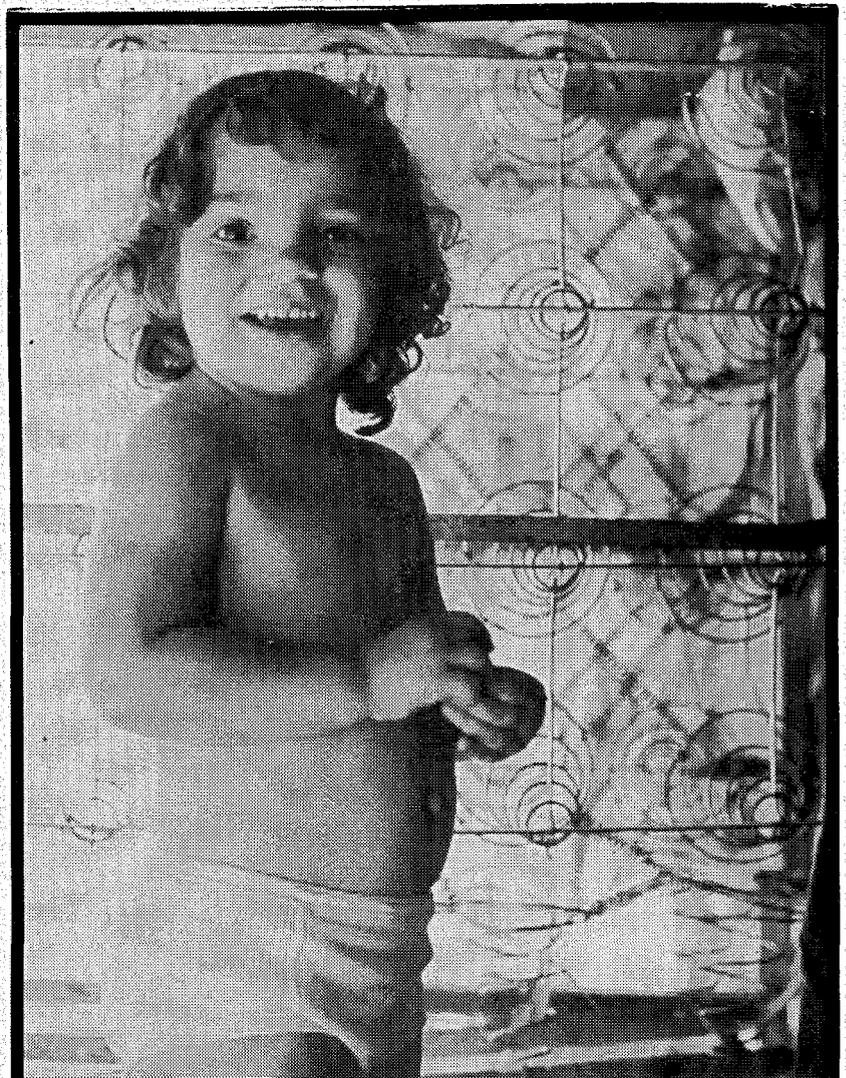
Without Medicaid, counties will continue to have to bear the cost alone for the increase in medical services and the increase in the number of indigent individuals. Tax rates will have to rise or health care services and eligibility will have to be even further restricted.

Costs of curative health care for families continue to skyrocket. So many health problems of children can be traced to poor conditions in early childhood that it makes undisputable sense, as well as good economics, to improve the conditions that would prevent the problems from occurring. According to a 20 year study conducted by the federal government, Arizona ranks last in the nation in terms of per capita expenditures for medical care.

Arizona must change from treating its children solely on a crisis basis which results in many of them reaching school age — for those fortunate enough to survive — without medical care and immunizations. When compared to the costs in human suffering and potential, the expenses of rehabilitative care and the loss to

the community of useful members, expenditures for prevention are by far the least expensive of the alternatives available to the State.

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## Day Care

**T**he demand for day care nationally and statewide is enormous and increasing rapidly. Between 1950 and 1970 the participation of women in the labor force increased from 33% to 43%. During that same period, however, the participation of mothers in the labor force almost doubled — from 22% in 1950 to 42% in 1970. Presently, one out of three mothers of pre-school children is in the labor force and almost half the mothers of children under 18 are working. By 1980, working mothers of pre-school age children alone are expected to increase by over 1.5 million. This rise in the number of working women is not a temporary phenomenon and is economically significant. In families with working wives, women now account for 26% of the family income. Additionally, in the years 1960 to 1974 the number of children being raised in families solely supported by women has more than doubled and their numbers are rapidly rising. Statistics indicate that one out of seven children is being raised by a single parent and 30% of these children are under six.

Specific reliable statistics regarding Arizona's working mothers are difficult to obtain. However, there is every reason to believe that the Arizona figures

are comparable to national figures which would mean that 30% of Arizona mothers of children under six are in the labor force.

Nationally, even though the number of places in licensed day care facilities has risen rapidly in the past five years — from 250,000 to 700,000 — the total picture has not improved. While the 450,000 places were added, the number of children under age six whose mothers are working increased by 800,000. In Maricopa County, the 1970 census found that there were 22,409 working mothers with children under six. Yet, as of April, 1974 there were only 203 licensed day care facilities having a total capacity of 12,938 children to serve these 22,409 working mothers.

The number of day care places is an important factor; a more important one is the quality of service. It has been unquestionably demonstrated that the years from birth to age six are the most crucial in terms of life time patterns and later development. These are the formative years during which thousands of Arizona's young children are spending up to nine and ten hours daily in day care settings. The state of Arizona licenses only group day care centers; there is no licensure of family day care homes in which 90% of the children of

## RECOMMENDATION 6: Concerning the Use of Federal Funds for Day Care Services

That the Department of Economic Security, Social Services Bureau, establish an equitable sliding fee schedule for daycare services which would eliminate any sharp cutoffs of service for any population covered, and that the Department utilize adjustments in this fee schedule in order to offset any changes in the required federal ratio.

working mothers are placed. A 1976 legislative revision to the day care licensing law should strengthen the Department of Health's ability to regulate those licensed centers that are detrimental to the well-being of children. However, little is known about either the estimated 10 per cent of centers that are unlicensed or the thousands of family day care homes for which no state licensing procedure is required.

Although the demand for day care cuts across social and economic lines, one of the largest users of day care are families whose incomes place them slightly above poverty level — traditionally the blue collar or low-middle income brackets. These families must have two incomes to get by, and day care for their pre-school and school age children is a matter of economic necessity. These are the families that are not qualified for public assistance, yet certainly have incomes inadequate to pay \$80 to \$110 a month for day care services. The principle dilemma that these parents face is not the choice of whether to enroll the child in group care, arrange for family day care, or keep the child at home, but the necessity to find some form of substitute care in the reality situation in which relatively few resources are

available. A national survey conducted in 1975 on "Child Care Arrangements of Working Mothers in the United States" revealed that 46% of children under 14 covered by the survey were cared for in their own homes while the mothers worked. Of these, 8%, or more than half a million, were cared for by another child under 16. Of all children of working mothers, 13% (1.6 million) were cared for by the mother at the place of work. Care outside the child's home accounted for only 10% of the children of working mothers, 7% in family day care settings and 3% in group care, notably the rarest of all arrangements.

There are many individuals and groups around the country who sincerely believe that the day care cure is worse than the disease, that providing day care for children of working mothers is actually destructive to families and children. Specifically, they are convinced that such measures will only weaken the mother/child relationship, and thereby undermine the child's emotional security and subsequent personality development. In answer to such concern, experts and researchers such as Urie Bronfenbrenner have pointed out that studies have failed to show any difference in performance between

children raised by their own parents at home versus children exposed to good substitute care for extended periods; also, research clearly shows that day care children do exhibit strong maternal attachments. It is the lack of good, stable day care situations which often is the cause of family breakdown. A recent Massachusetts study of children in foster care indicates that 29% of the natural mothers questioned stated that the availability of day care may have prevented the placement of their children in other homes.

This all points to the following conclusion: The demand for quality day care in Arizona far outstrips the supply. The result is that the great majority of children are being cared for in informal arrangements in their own home, or in arrangements in an unlicensed day care home. While some of these situations may be excellent and suit the family and child's needs very well, experience has shown that many of them are at best custodial and at worst destructive.

With the availability of Title XX social service funds in Arizona, day care services are now available to a much greater population of low-income families. Furthermore, mandated minimum



standards of care are greater for this population-at-risk. The State of Arizona and the Department of Economic Security are to be commended for having taken great strides in meeting this serious problem.

A serious drawback in the low-income day care service provided in Arizona since the advent of Title XX, however, is the absence of a sliding scale of fees allowing parents to pay a portion of the cost based on ability to pay. Currently, a family of four with both parents working or a single parent family of four earning \$870 per month is eligible to receive free day care. The same family earning \$871 per month would be ineligible, and required to pay the full cost of \$80 to \$110 per month themselves. Yet, as pointed out above, these are the very families for which there is an economic necessity in day care and for whom this full cost creates a true economic burden, even with both parents working.

A second consequence of these eligibility levels is underutilization of federal dollars for assistance recipients. During the summer of 1976, utilization of day care services by AFDC recipients dipped to 27% of the total program. Federal regulations

require that 50% of the federal share be expended on assistance recipients (for day-care, this would require a 37.5% AFDC utilization as federal share equals 75% of the total program costs). State officials, consequently, are considering a reduction in the eligibility level from \$870 per month.

Although consideration was originally given to a sliding fee schedule for day care services under Title XX, it was decided not to initiate one due to the administrative problems this would incur. Consideration should be given, however, to establishing a sliding scale of parent fees. If the federal expenditure rate required adjustment in the eligibility level, the result would not be total elimination of segments of the low-income population from eligibility, as is presently the case, but rather, a slight increase in the rate they would pay.

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## RECOMMENDATION 7: Concerning the Provision of In-Home and Family Rehabilitation Services

That the Department of Economic Security, and the Legislature if necessary, give greater priority to the provision of in-home and family rehabilitation services and develop a mechanism to permit services to be rendered to families without the necessity of having the child adjudicated dependent or incorrigible.

### Foster Care



The State of Arizona has assumed the primary responsibility for approximately 3000 children under 18 years of age. These children live in state-sponsored foster care, including foster family homes, group homes and child welfare institutions. For a large number of these children, the state has assumed responsibility because no one else is available. Some are orphans; others have been voluntarily relinquished by a family no longer willing or able to care for them; and still others are placed in foster care because the state has seen fit to intervene and to remove the child from parental custody. Some 40% of the children in foster care in Arizona are there due to abuse and neglect by their natural parents.

Foster care is traditionally seen as short term care, a "way station" either to adoption or eventual return to the natural parents. The actual facts are to the contrary: only a negligible number of children in foster care are ever adopted, and well over half the children remain in long term foster care. The average length of stay in foster care for a child in Maricopa County according to a 1974 DES study, was three and one half years. According to a recent Child Welfare

League publication, the major exodus from foster care occurs during the first year after entry, when three out of ten children leave. There is also a rapid decline during the next two years so that at the end of three years it has become only a modest outflow and most of the children then in care tend to be destined to spend the remaining years of their childhood as foster children.

What happens to the children while they are waiting? This in-limbo status is one of the most destructive results of foster care; the longer children stay in unplanned and unsupervised foster care, the more likely they are to show signs of severe emotional disturbance. Few relationships are stable for foster children. Natural parents are often not seen on a regular basis; case workers and social workers come and go with frightening regularity. Foster parents must give up the child when they need to move out of town, because of their own ill-health, or due to their inability to cope with the child's problems and needs. Children institutionalized through the foster care program are traumatized further by high rates of turnover in both the institution's staff and its foster child population.

In spite of widespread

statements about the integrity of the family, the foster care situation in this state refutes that as a true concern. The current program more often than not splits up families by placing children in foster care without first exhausting all available resources to hold the family together. Often, it is only after the child has gone through the court system and is adjudicated a ward of the court that services become available to assist his/her troubled family. In a recent Massachusetts study of children in foster care, almost one-third of the natural parents contacted felt that the provision of some needed services would have made foster care placement unnecessary.

Once the child is placed in foster care, "family" often becomes a slogan. The hope of reuniting a child with his/her family is clung to even when this is often unrealistic, such as when parents have never established a home or when neither parent has positive ties to the child. In only 48% of the cases reviewed in the 1974 DES study, when adoption was the plan and the parents whereabouts unknown were petitions filed requesting termination of parental rights. And in cases where a possibility exists for rehabilitating the family, the

## RECOMMENDATION 8: Concerning the Permanent Placement of Children

That the Legislature amend the present severance statute in order to provide additional grounds for the termination of the parent-child relationship for the purpose of affording children who have no reasonable probability of permanent reunion with the natural parents the opportunity for placement in adoptive homes, and that the Department of Economic Security, in cases where restoration of the child to the natural family is not possible or appropriate, either work rapidly to sever the child and place him/her as soon as possible in an adoptive home, or arrange appropriate long-term foster care.

delicate job of patching up broken families is often not even begun due to a number of factors including large worker caseloads, rapid turnover rates among caseworkers, lack of expertise and resource knowledge.

Most child welfare experts agree that children who have already suffered physical separation from their own parents should be spared further unnecessary moves while living under substitute care; they need continuity of environment and continuity of relationships with other significant individuals. All recent Arizona studies and reports dealing with foster care point directly to the inadequate number of qualified foster homes, particularly for children with special needs. There are many reasons why the situation could not be otherwise.

The formal recruiting, screening and training of foster parents is minimal. Only 1% of the Maricopa County parents studied in the 1974 DES study has been recruited through formal recruitment means.

The 1974 DES study revealed that in Maricopa County 40% of the changes in foster home placements occurred due to the inability of the previous foster families to meet the children's

needs. Due to inadequate training and overloaded caseworkers, there is little support available for foster families when problems arise with the child. A foster family that is unable to secure requested DES support often simply demands that the state remove the child. Due to the pressure for expediency in placing emergency foster care cases and the dearth of emergency foster home facilities, a foster family that might be able to care for one foster child adequately often finds itself called upon to care for two, three, or more. Eventually, upon receiving no casework support, the home invariably collapses.

The more homes that a child has failed in — and that have failed a child — the more difficult it is to place the child in yet another foster family and the more expensive the care costs. Eventually the only placement alternative left is expensive institutional care at an average cost of \$600 per month. In recent years, in Arizona, there has been a marked increase in the number of children, many of whom by then are teenagers, who have experienced many foster home placements which culminated in institutional placements.

The increased use of institutional placement is also due

to sheer numbers. While the number of foster children in the state under ten years of age decreased over the past six years, the number of teenagers in care has increased over the same period by 20%. Most of these children find themselves in institutional care. Many of these teenagers might have succeeded in family foster homes if well trained and appropriately paid foster parents had been available.

Foster care costs about three to four times as much as it would cost an intact family on a low budget to raise the same child. Clearly the cost of keeping a family intact by providing necessary services to achieve permanence for the child is lower than or about the same as the cost of foster care. Where out-of-home placement is the only option, and it must be recognized that for many children foster care is the only choice, the ultimate savings to the State of having well screened, trained and paid foster parents could be significant.

These criticisms of Arizona's foster care program are not meant to be a blanket indictment of foster care as a type of care. The damage to children in foster care is a function of the low quality of that care and the largely unplanned nature of the service.

## RECOMMENDATION 9: Concerning Expansion of the Permanent Placement Unit

That the Department of Economic Security expand the permanent placement unit in Maricopa County to the entire state in order to assure every foster child in placement the attention of a specialized worker whose sole function is to work with the child, the natural parents, the foster parents and, if appropriate, potential adoptive parents.

Both conditions exist because of the continued indifference of both the public and the State to the fate of thousands of Arizona's children. Even six years ago, authorities in the child welfare field in Arizona were signalling attention to the dangers of unplanned long term foster care. Over the past few years there has been growing public and State concern with respect to the cost of foster care and the children who seem fated to spend all of their childhood in foster care.

The Department of Economic Security recently singled out foster care as a number one priority. A permanent placement project in Maricopa County presently consisting of six workers and one supervisor has, over the past three years, been demonstrating the effectiveness of caseworkers having small specialized caseloads working intensively with foster children and their families. This tiny unit has successfully shown its effectiveness in moving children out of foster care back into their own families or to adoptive placements.

If these children had remained in care through age 18, the additional cost to the state would have been \$3-million. In addition, the Department of Economic Security, in the latter part of 1976, embarked on a foster care project which utilizes federal

seed money. The purposes of the project are two-fold: (a) to begin to develop a program of foster parent recruitment and training, and (b) to expedite either the reunion of foster children with their natural families or their severance for adoption by reorganizing caseload management into team approach lines.

The State 4-C Committee, at the request of the Director of the Department of Economic Security, has appointed a statewide Task Force on Institutional and Family Foster Care of Children to develop an assessment of the state's foster care program and to recommend solutions to any problems disclosed. The Task Force Subcommittees involve over 125 Arizona citizens which include representation from all state agencies concerned with foster children, the state legislature, juvenile court judges, foster parent groups, and concerned citizen groups.

While these efforts should do much to set a favorable climate for change, the real action and understanding into the needs of foster children must come at both the grassroots and policy making levels. For change to occur for foster children, attitudes must shift to the point where those who

are not directly injured become as indignant as those who are.

**RECOMMENDATION 10: Concerning a Foster Parent Recruitment Program**

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That the Department of Economic Security or an appropriate contracting agency design and implement a workable statewide program of recruiting, screening and training foster parents, including special training and compensation to those foster parents capable of caring for children with special needs, and that the training of foster parents be a mandatory requisite prior to placement of children in a foster home.

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**RECOMMENDATION 11: Concerning Recruitment of Adoptive Homes**

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That the Department of Economic Security or an appropriate contracting agency design and implement a program for recruiting adoptive homes, particularly for older children and children with special needs.

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**RECOMMENDATION 12: Concerning Foster Care Payments to Relatives**

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That the Legislature amend Arizona Revised Statute 8-501 to change the definition of "foster home" so that a relative of a foster child may be permitted to care for such a child and to receive foster care payments.

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**RECOMMENDATION 13: Concerning Increased Appropriations for Foster Care**

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That the Legislature appropriate funds sufficient to hire enough caseworkers in the Department of Economic Security to handle Arizona's foster children in an equitable and humane fashion, rather than by the present practice of overloading workers which results in the institutional neglect of children.

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## Coordinating Mechanisms for Services to Children, Youth, and Families

**W**hen the State of Arizona deals with a child, that child is potentially divided among at least four different state agencies, a myriad or private agencies and up to several county agencies. The keystone to supporting and maintaining the integrity of the family — as emphasized repeatedly throughout this report — is ensuring the delivery of efficient, cost-effective, quality services to those who are in need of them.

We have a diverse, expensive, multiple-agency delivery system which is chaotic. It is a potpourri of different outlooks, goals and objectives, articulated from and by many different sources:

Geographic areas, or localities with the greatest concentration of resources tend to provide more services for their children, while other remote or impoverished localities are neglected. Categorical programs limit services to certain economic, ethnic or special-category groups to the exclusion of others with equally pressing problems.

The greatest barrier to better services which is usually mentioned is money, and there is no question that a greater portion of

our state's resources could and should be channeled into services for families. Yet — even if we received all the money which we feel we need, many, if not most, of the basic problems and inequities in our system would remain. This is principally because of the fragmentation of services and because of our inability as a community to deal rationally with the delivery of services to people who need them.

There are four primary elements which go into making any delivery system work. They are:

### Planning:

This involves laying out strategies for attaining the objectives which reflect identified goals. The goals are expressed through the political process, in both the legislative and executive branches. This is an important responsibility of both branches of government and involves defining the structure for addressing social problems, concerns and needs.

Coordination: This insures that all services complement

## RECOMMENDATION 14: Concerning the Arizona State 4C Committee

That the Governor, through executive order, or the Legislature, through legislation, place the staff of the Arizona State 4C Committee in a position in the State government which will permit it sufficient autonomy and latitude to carry out its responsibilities, and provide that committee with sufficient authority and support to enable it to truly act in the interests of the children, youth and families of Arizona.

each other as they move toward the same goals with a minimum of overlap and duplicating impacting. Coordinating involves responding to perceived gaps in service, to fragmentation and to other failures of the delivery system. This, too, is an important responsibility of both branches of government.

**Evaluation:** This is the check on the system: are services matching up with identified needs; are services working toward defined objectives. This, too, is a responsibility of both branches and asks the question, how well is the whole system working?

**Access:** A delivery system is not a static form; it shifts and changes as needs change, as goals are re-defined, as programs do not meet expectations. Public process has two functions: to keep a check on the system and to provide the system with accurate reflections of what is currently needed. The public — citizens, consumers, clients — must

have access into the system to insure that, ultimately, the services provided are reaching the people who need them in a form which reflects society's goals. In order for this to be effective, responsibility for access must be separated enough from the direct control of the decision-makers to insure that services are indeed meeting community expectations. Traditionally, access has been largely controlled by the agencies responsible for delivering services. This creates an inherent contradiction of interests and promotes public disaffection with the access process and, ultimately, with the delivery system itself.

All four of these elements are presently at work now, but in very fuzzy, unclear form. The result is that the delivery system itself gets out of hand; attempts to clean-up the system by "moving around the boxes," generally results in added confusion, lowering of efficiency and frustration for both providers and recipients of service.

In order to deal in a more sane fashion with these parts of our present delivery system and to attempt to make that system more flexible and responsive to the needs and goals of the community, the State 4C Committee strongly urges that serious consideration be given to the creation of a coordinating mechanism which would address these elements.

The 4C Committee, as it is presently constituted, institutionalizes the access element within the public realm, providing access and input into the delivery system. However, in addition to maintaining the 4C Committee in its present form, it is equally important that a Family Services Commission be established, which would institutionalize the planning, coordination and evaluation elements described above in the legislative and executive branches of Arizona's state government.

The Family Services Commission — created by either legislation or executive order — would have the responsibility for assessing the needs of children, youth, and families, evaluating the efficacy of existing services for meeting legislatively defined objectives, developing coordinated strategies to increase results within resource constraints, and to

## RECOMMENDATION 15: Concerning the Creation of the Family Services Commission

That the Governor, through executive order, or the Legislature, through appropriate legislation, create and establish the Family Services Commission which will have the duties and responsibilities outlined in this report, and which will be representative of executive, legislative and provider agency points of view.

create overall plans for the delivery of services to children, youth and families. The Commission must be representative of executive, legislative and provider agency points of view; it must also have political authority and flexibility. Planning coordination and evaluation need considerable administrative authority. It is a full-time responsibility and should be treated as such by the creation of a commission separate from the delivery system.

The Commission would make recommendations, based on its findings and reviews, to the Legislature, the Governor, and the Directors of the Departments of Health, Economic Security, Corrections, and Education. All recommendations will, in turn, be reviewed by the State 4C Committee to insure public awareness and input. The Commission should have its own staff, which it will hire and fire. The staff will maintain liaison with all of the departments and agencies in the state whose activities impact children, youth, and families. The purpose of this liaison is to insure that sufficient information is provided to the Commission so that it can adequately plan and coordinate the provision of services to children. All agencies which conduct programs im-

pacting on children and youth will be required to cooperate with the Commission by making available information which is needed for the Commission to perform its mission.

The State 4C Committee should continue to provide a conduit for information flowing between, on one hand, the Legislature, the Executive and the Commission and, on the other, the community at large, including consumers and interest groups. Its function is that of communicator, facilitator, not of lobbyist. It should continue to organize and provide access for constituencies who are supportive of programs for children, youth and their families; it should continue to educate the public about problems, opportunities and programs; it should continue to provide a forum so that concerned citizens can have access into the planning, coordination, evaluation, and, ultimately, the delivery processes; it should continue to work to protect children, youth and their families.

The 4C Committee, as stated, should maintain its present structure and staffing, and should continue to encourage the development and establishment of local 4C organizations. However, it is

essential that the 4C Committee be placed in the State government in such a manner as to provide it with sufficient visibility and autonomy so that it can carry out its functions to the highest degree possible.

Both bodies — the Commission and the Committee — should be staffed sufficiently to carry out their responsibilities without having to rely on borrowing additional staff from the service delivery agencies. Borrowing staff, unfortunately, often means borrowing a specific point of view as well.

Delivery systems set up within state or local agencies or by narrow-purpose public and private groups, by and large, deliver only those services in which the personnel in that particular agency or group have specialized training or services which fit the comparatively narrow purpose of the group. Ways such as we have described must be found to develop delivery systems which are designed to provide a broad or comprehensive set of services to meet the multiple needs of young children and their families.

Although the specific ways in which planning, coordination, evaluation and access may change

and vary with experience, it is important to keep out front the basic concept of balancing the power of the various components of the system and providing public input into the system. Whatever form these ultimately take, they must be clearly delineated so that the delivery system as a whole can meet the expectations of all those concerned.



