AMENDED IN ASSEMBLY JANUARY 6, 2014

CALIFORNIA LEGISLATURE-2013-14 REGULAR SESSION

ASSEMBLY BILL

No. 758

Introduced by Assembly Members Frazier and Perea

February 21, 2013

An act to amend Section 10850.4-of, and to add Section 10850.45 to, of the Welfare and Institutions Code, relating to child abuse and neglect.

LEGISLATIVE COUNSEL'S DIGEST

AB 758, as amended, Frazier. Child abuse and neglect: reports.

Existing federal and state law requires the State Department of Social Services, as the state agency that administers and oversees the state's child welfare program and as a condition of receiving certain federal funding, to, among other things, monitor and evaluate activities carried out in the state's child welfare programs and report suspected instances of physical or mental injury, sexual abuse or exploitation, or negligent treatment or maltreatment of a child receiving specified aid.

This bill would restate the duties of the State Department of Social Services relating to the state's child welfare programs. The bill would require the department to continue performing those duties by establishing policies and procedures that ensure the department is notified of child deaths by each county, investigates those deaths, and concludes whether the deaths were preventable by systemic reforms at the county level.

(1) Existing

Existing law requires the custodian of records within a county child welfare agency, within 5 business days of learning that a child fatality has occurred in the county and that there is a reasonable suspicion that

the fatality was caused by abuse or neglect, to release *specified records* upon-request specified records, *request*, subject to the redaction of certain identifying personal information, of child abuse or neglect that results in the death of a child. Existing law requires each county welfare agency or department to notify the State Department of Social Services, as provided, of all child fatalities that occurred within its jurisdiction that were the result of child abuse or neglect.

This bill would require each county child welfare agency, within 60 calendar days of determining that abuse or neglect led to a child's death in the county, as described, to review the child's death and prepare a written report containing specified information. The bill would require the county child welfare agency to submit this report to the State Department of Social Services within 10 business days of its completion. By increasing the duties of local agencies, this bill would impose a state-mandated local program.

(2) Existing

Existing law requires the State Department of Social Services to annually issue a report identifying the child fatalities and any systemic issues or patterns revealed by the notices submitted by county welfare services departments or agencies and other relevant information.

This bill would require, commencing January 1, 2014, require this report to include additional information provided to the department pursuant to the above-described reports prepared by county child welfare agencies. information, including an analysis of the circumstances leading to each child's death if the child had previously received child welfare services in the county in which the death occurred or in which the child had been the subject of a report of possible abuse or neglect and an evaluation and conclusion of whether child welfare services provided to the child, if any, were provided in a manner that is consistent with state law, federal law, and county policies and procedures.

(3) The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to these statutory provisions.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes no.

The people of the State of California do enact as follows:

SECTION 1. Section 10850.4 of the Welfare and Institutions
 Code is amended to read:

3 10850.4. (a) Within five business days of learning that a child 4 fatality has occurred in the county and that there is a reasonable 5 suspicion that the fatality was caused by abuse or neglect, the 6 custodian of records for the county child welfare agency, upon

- 7 request, shall release the following information:
- 8 (1) The age and gender of the child.
- 9 (2) The date of death.
- 10 (3) Whether the child was in foster care or in the home of his 11 or her parent or guardian at the time of death.
- (4) Whether an investigation is being conducted by a lawenforcement agency or the county child welfare agency.
- 14 (b) All cases in which abuse or neglect leads to a child's death

15 shall be subject to the disclosures required in subdivision (c). Abuse

- 16 or neglect is determined to have led to a child's death if one or
- 17 more of the following conditions are met:
- 18 (1) A county child protective services agency determines that19 the abuse or neglect was substantiated.
- 20 (2) A law enforcement investigation concludes that abuse or 21 neglect occurred.
- (3) A coroner or medical examiner concludes that the child whodied had suffered abuse or neglect.
- (c) Upon completion of the child abuse or neglect investigation
 into the child's death, as described in subdivision (b), the following
 documents from the juvenile case file shall be released by the
 custodian of records upon request, subject to the redactions set
 forth in subdivision (e):
- 29 (1) All of the information in subdivision (a).

30 (2) For cases in which the child's death occurred while living

- 31 with a parent or guardian, all previous referrals of abuse or neglect 32 of the deceased child while living with that parent or guardian
- 33 shall be disclosed along with the following documents:
- (A) The emergency response referral information form and theemergency response notice of referral disposition form completed
- 36 by the county child welfare agency relating to the abuse or neglect
- 37 that caused the death of the child.

1 (B) Any cross reports completed by the county child welfare 2 agency to law enforcement relating to the deceased child.

3 (C) All risk and safety assessments completed by the county 4 child welfare services agency relating to the deceased child.

5 (D) All health care records of the deceased child, excluding 6 mental health records, related to the child's death and previous 7 injuries reflective of a pattern of abuse or neglect.

8 (E) Copies of police reports about the person against whom the 9 child abuse or neglect was substantiated.

10 (3) For cases in which the child's death occurred while the child

11 was in foster care, the following documents in addition to those

12 specified in paragraphs (1) and (2) generated while the child was

living in the foster care placement that was the placement at thetime of the child's death:

(A) Records pertaining to the foster parents' initial licensingand renewals and type of license or licenses held, if in the casefile.

(B) All reported licensing violations, including notices of action,if in the case file.

20 (C) Records of the training completed by the foster parents, if 21 in the case file.

(d) The documents listed in subdivision (c) shall be released to
the public by the custodian of records within 10 business days of
the request or the disposition of the investigation, whichever is
later.

(e) (1) Prior to releasing any document pursuant to subdivision
(c), the custodian of records shall redact the following information:
(A) The names, addresses, telephone numbers, ethnicity,
religion, or any other identifying information of any person or
institution, other than the county or the State Department of Social
Services, that is mentioned in the documents listed in paragraphs
(2) and (3) of subdivision (c).

(2) and (3) of subdivision (c).
 (B) Any information that would, after consultation with the
 district attorney, jeopardize a criminal investigation or proceeding.

(C) Any information that is privileged, confidential, or not
 subject to disclosure pursuant to any other state or federal law.

37 (2) (A) The State Department of Social Services shall
38 promulgate a regulation listing the laws described in subparagraph
39 (C) of paragraph (1) and setting forth standards governing
40 redactions.

(B) Notwithstanding the rulemaking provisions of the 1 2 Administrative Procedure Act (Chapter 3.5 (commencing with 3 Section 11340) of Part 1 of Division 3 of Title 2 of the Government 4 Code), until emergency regulations are filed with the Secretary of 5 State, the State Department of Social Services may implement the 6 changes made to Section 827 and this section at the 2007-08 7 Regular Session of the Legislature through all-county letters or 8 similar instructions from the director. The department shall adopt 9 as emergency regulations, as necessary to implement those changes, 10 no later than January 1, 2009. (C) The adoption of regulations pursuant to this paragraph shall 11 be deemed to be an emergency necessary for the immediate 12

be deemed to be an emergency necessary for the immediate preservation of the public peace, health, safety, or general welfare. The emergency regulations authorized by this section shall be exempt from review by the Office of Administrative Law. The emergency regulations authorized by this section shall be submitted for filing with the Secretary of State and shall remain in effect for no more than 180 days, by which time the final regulations shall be adopted.

20 (f) Upon receiving a request for the documents listed in 21 subdivision (c), the custodian of records shall notify and provide 22 a copy of the request upon counsel for any child who is directly 23 or indirectly connected to the juvenile case file. If counsel for a 24 child, including the deceased child or any sibling of the deceased 25 child, objects to the release of any part of the documents listed in 26 paragraphs (2) and (3) of subdivision (c), they may petition the 27 juvenile court for relief to prevent the release of any document or 28 part of a document requested pursuant to paragraph (2) of 29 subdivision (a) of Section 827.

(g) Documents from the juvenile case file, other than those listed
in paragraphs (2) and (3) of subdivision (c), shall only be disclosed
upon an order by the juvenile court pursuant to Section 827.

33 (h) Once documents pursuant to this section have been released

34 by the custodian of records, the State Department of Social Services

35 or the county welfare department or agency may comment on the 36 case within the scope of the release.

37 (i) Information released by a custodian of records consistent

38 with the requirements of this section does not require prior notice

39 to any other individual.

1 (*j*) (1) As a condition of receiving federal funding under Title

2 IV-E of the Social Security Act (42 U.S.C. Sec. 671 et seq.), the 3

State Department of Social Services has designated itself as the 4

state agency that administers and oversees the state's child welfare

5 program. To receive Title IV-E funding, the department represents

that it has done and shall continue doing all of the following: 6

(A) Develop and implement standards to ensure that children 7 8 in foster care placements in public or private agencies are provided

9 quality services that protect the safety and health of the children.

(B) Monitor and conduct evaluations of activities carried out 10

in the state's Title IV-E program. 11

12 (C) Report to an appropriate agency or official known or suspected instances of physical or mental injury, sexual abuse or 13

exploitation, or negligent treatment or maltreatment of a child 14

15 receiving aid under Title IV-B or IV-E under circumstances that

indicate that the child's health or welfare is threatened. 16

17 (D) Arrange for a periodic and independently conducted audit, 18 no less frequently than once every three years, of the Title IV-B 19 or IV-E programs.

(E) Create a case review system that meets the requirements of 20

21 Sections 475(5) and 475(6) of the Social Security Act (42 U.S.C.

22 Secs. 675(5) and 675(6)) and ensures that a review of each child's

23 status is made no less frequently than once every six months, either

by a court or by an administrative review, to determine all of the 24 25 following:

26 (*i*) The safety of the child.

27 (ii) The continuing need for, and appropriateness of, the 28 placement.

29 (iii) The extent of compliance with the case plan.

30 *(iv) The extent of progress made toward alleviating or mitigating* 31 the causes necessitating the placement.

32 (v) A projected likely date by which the child may be returned 33 and safely maintained at home or placed for adoption or legal 34 guardianship.

35 (2) To perform the duties listed in paragraph (1), the State 36 Department of Social Services shall establish policies and 37 procedures to ensure the department is accurately, regularly, and 38 comprehensively notified of child deaths by each county, 39 investigates those deaths, concludes whether the deaths were

40 preventable by systemic reforms at the county child protective

services agency, and takes action to ensure that county policies
 and practices provide quality services that protect the safety and
 health of the children are in compliance with state and federal
 law. The department shall have policies and practices in place to
 monitor each county's case review system to ensure that a review
 of each child's status is made no less frequently than every six
 months.

8 (j)

9 (3) Each county welfare department or agency shall notify the 10 State Department of Social Services of every child fatality that 11 occurred within its jurisdiction that was the result of child abuse 12 or neglect. Based on these notices and any other relevant 13 information in the State Department of Social Services' possession, 14 the department shall annually issue a report-identifying the child 15 fatalities and any systemic issues or patterns revealed by the notices 16 and other relevant information. The State Department of Social 17 Services, after consultation with interested stakeholders, shall 18 provide instructions by an all-county letter regarding the procedure

19 for notification. that includes all of the following:

20 (A) Child death information stated separately for each county

21 and a statement as to whether the State Department of Social

22 Services has taken steps to ensure county compliance with the

23 requirement to notify the department of child deaths.

(B) A comparison of child death information over multiple years,
commencing with the 2015 calendar year up to the current year
in which the report is being prepared.

(C) Of the number of all child deaths resulting from abuse or
neglect in each county, the percentage of these deaths that were
those of children who had previously received child welfare
services in the county where the child's death occurred, or who
had been the subject of a report of possible abuse and neglect
received by the county child welfare agency.

33 (D) An analysis of the circumstances leading to each child's 34 death where the child had previously received child welfare 35 services in the county where the child's death occurred or where 36 the child had been the subject of a report of possible abuse and 37 method we have the child welfare as well.

37 neglect received by the county child welfare agency.

38 (*E*) An evaluation and conclusion of whether child welfare 39 services provided to the child, if any, were provided in a manner

that is consistent with state law, federal law, and county policies 1 2 and procedures. 3 (F) The steps the State Department of Social Services took to 4 investigate the circumstances of each child death and the county's 5 compliance with state law, federal law, and the county's policies and procedures, including, but not limited to, the number of county 6 7 case files that were reviewed, the names of the department staff 8 who conducted the investigations, the names and titles of the county 9 officials and staff interviewed as a part of the investigation, a summary of the substance of those interviews, and the county 10 policies and practices reviewed. 11 (G) The steps, if any, the State Department of Social Services 12

took to ensure that state law, federal law, and county policies and
procedures are being followed after the investigation and the
monitoring the department has implemented.

(H) By county, whether a review of each child's status is made
no less frequently than once every six months, either by a court or
by an administrative review, and the steps the State Department
of Social Services took to verify the conclusions of the review,
including, but not limited to, the name of the department staff
conducting the investigation, the number of case files reviewed,
the names of county officials interviewed, and a summary of the

23 substance of those interviews.

24 (I) Copies of the independently conducted audits.

(J) Copies of all documents related to the State Department of
Social Services' monitoring and evaluation of activities carried
out in the state's Title IV-E program, including county child
welfare activities.

29 (k) For purposes of this section, the following definitions apply:

30 (1) "Child abuse or neglect" has the same meaning as defined31 in Section 11165.6 of the Penal Code.

(2) "Custodian of records," for the purposes of this section and
paragraph (2) of subdivision (a) of Section 827, means the county
welfare department or agency.

35 (3) "Juvenile case files" or "case files" include any juvenile
36 court files, as defined in Rule 5.552 of the California Rules of
37 Court, and any county child welfare department or agency or State

38 Department of Social Services records regardless of whether they

39 are maintained electronically or in paper form.

1 (4) "Substantiated" has the same meaning as defined in Section 2 11165.12 of the Penal Code. 3 (l) A person disclosing juvenile case file information as required 4 by this section shall not be subject to suit in civil or criminal 5 proceedings for complying with the requirements of this section. 6 (m) This section shall apply only to deaths that occur on or after 7 January 1, 2008. 8 (n) Nothing in this section shall require a custodian of records 9 to retain documents beyond any date otherwise required by law. 10 (o) Nothing in this section shall be construed as requiring a 11 custodian of records to obtain documents not in the case file. 12 SECTION 1. Section 10850.4 of the Welfare and Institutions 13 Code is amended to read: 14 10850.4. (a) Within five business days of learning that a child 15 fatality has occurred in the county and that there is a reasonable 16 suspicion that the fatality was caused by abuse or neglect, the 17 custodian of records for the county child welfare agency, upon 18 request, shall release the following information: 19 (1) The age and gender of the child. 20 (2) The date of death. 21 (3) Whether the child was in foster care or in the home of his 22 or her parent or guardian at the time of death. 23 (4) Whether an investigation is being conducted by a law 24 enforcement agency or the county child welfare agency. 25 (b) All cases in which abuse or neglect leads to a child's death 26 shall be subject to the disclosures required in subdivision (c). Abuse 27 or neglect is determined to have led to a child's death if one or 28 more of the following conditions are met: 29 (1) A county child protective services agency determines that 30 the abuse or neglect was substantiated. 31 (2) A law enforcement investigation concludes that abuse or 32 neglect occurred. 33 (3) A coroner or medical examiner concludes that the child who 34 died had suffered abuse or neglect. (c) Upon completion of the child abuse or neglect investigation 35 36 into the child's death, as described in subdivision (b), the following 37 documents from the juvenile case file shall be released by the 38 custodian of records upon request, subject to the redactions set

- 39 forth in subdivision (e):
- 40 (1) All of the information in subdivision (a).

1 (2) For cases in which the child's death occurred while living

2 with a parent or guardian, all previous referrals of abuse or neglect

3 of the deceased child while living with that parent or guardian

4 shall be disclosed along with the following documents:

5 (A) The emergency response referral information form and the

- 6 emergency response notice of referral disposition form completed
- 7 by the county child welfare agency relating to the abuse or neglect
- 8 that caused the death of the child.
- 9 (B) Any cross reports completed by the county child welfare 10 agency to law enforcement relating to the deceased child.
- (C) All risk and safety assessments completed by the county
 child welfare services agency relating to the deceased child.
- 13 (D) All health care records of the deceased child, excluding
- mental health records, related to the child's death and previous
 injuries reflective of a pattern of abuse or neglect.
- (E) Copies of police reports about the person against whom the
 child abuse or neglect was substantiated.
- (3) For cases in which the child's death occurred while the child
 was in foster care, the following documents in addition to those
- 20 specified in paragraphs (1) and (2) generated while the child was
- living in the foster care placement that was the placement at the
 time of the child's death:
- (A) Records pertaining to the foster parents' initial licensing
 and renewals and type of license or licenses held, if in the case
- 25 file.
- 26 (B) All reported licensing violations, including notices of action,
 27 if in the case file.
- (C) Records of the training completed by the foster parents, if
 in the case file.
- 30 (d) The documents listed in subdivision (c) shall be released to

31 the public by the custodian of records within 10 business days of

- 32 the request or the disposition of the investigation, whichever is33 later.
- 34 (e) (1) Prior to releasing any document pursuant to subdivision
 35 (c), the custodian of records shall redact the following information:
 36 (A) The names, addresses, telephone numbers, ethnicity,
- 37 religion, or any other identifying information of any person or
- 38 institution, other than the county or the State Department of Social
- 39 Services, that is mentioned in the documents listed in paragraphs
- 40 (2) and (3) of subdivision (c).

1 (B) Any information that would, after consultation with the 2 district attorney, jeopardize a criminal investigation or proceeding. 3 (C) Any information that is privileged, confidential, or not 4 subject to disclosure pursuant to any other state or federal law. (2) (A) The State Department of Social Services shall 5 6 promulgate a regulation listing the laws described in subparagraph 7 (C) of paragraph (1) and setting forth standards governing 8 redactions. 9 (B) Notwithstanding the rulemaking provisions of the 10 Administrative Procedure Act (Chapter 3.5 (commencing with

Section 11340) of Part 1 of Division 3 of Title 2 of the Government Code), until emergency regulations are filed with the Secretary of

13 State, the State Department of Social Services may implement the

14 changes made to Section 827 and this section at the 2007–08

15 Regular Session of the Legislature through all-county letters or

16 similar instructions from the director. The department shall adopt

17 emergency regulations, as necessary to implement those changes,

18 no later than January 1, 2009.

19 (C) The adoption of regulations pursuant to this paragraph shall

20 be deemed to be an emergency necessary for the immediate

21 preservation of the public peace, health, safety, or general welfare.

22 The emergency regulations authorized by this section shall be

23 exempt from review by the Office of Administrative Law. The

24 emergency regulations authorized by this section shall be submitted

25 for filing with the Secretary of State and shall remain in effect for 26 no more than 180 days, by which time the final regulations shall

27 be adopted.

28 (f) Upon receiving a request for the documents listed in

29 subdivision (c), the custodian of records shall notify and provide

30 a copy of the request upon counsel for any child who is directly

31 or indirectly connected to the juvenile case file. If counsel for a

32 child, including the deceased child or any sibling of the deceased

33 child, objects to the release of any part of the documents listed in

34 paragraphs (2) and (3) of subdivision (c), they may petition the

35 juvenile court for relief to prevent the release of any document or

36 part of a document requested pursuant to paragraph (2) of

37 subdivision (a) of Section 827.

38 (g) Documents from the juvenile case file, other than those listed

39 in paragraphs (2) and (3) of subdivision (c), shall only be disclosed

40 upon an order by the juvenile court pursuant to Section 827.

(h) Once documents pursuant to this section have been released
 by the custodian of records, the State Department of Social Services
 or the county welfare department or agency may comment on the
 case within the scope of the release.
 (i) Information released by a custodian of records consistent
 with the requirements of this section does not require prior notice

7 to any other individual.

8 (j) (1) Each county welfare department or agency shall notify 9 the State Department of Social Services of every child fatality that 10 occurred within its jurisdiction that was the result of child abuse 11 or neglect. Based on these notices and any other relevant 12 information in the State Department of Social Services' possession, 13 the department shall annually issue a report identifying the child fatalities and any systemic issues or patterns revealed by the notices 14 15 and other relevant information. The State Department of Social Services, after consultation with interested stakeholders, shall 16 17 provide instructions by an all-county letter regarding the procedure 18 for notification.

19 (2) Commencing January 1, 2014, the report required under

20 paragraph (1) shall also be based upon the county child welfare

21 agency death review reports provided to the State Department of

Social Services pursuant to subdivision (b) of Section 10850.45,
 and shall include the following additional information:

24 (A) Child death information stated separately for each county.

25 (B) Whether each county prepared and submitted to the State

26 Department of Social Services the child death review reports 27 required by Social 10850.45

27 required by Section 10850.45.

28 (C) A comparison of child death information over multiple

29 years, commencing with the 2014 calendar year up to the current

30 year in which the report is being prepared, and an analysis of

31 whether these deaths indicate any systemic issues or patterns that
 32 need improvement.

32 need improvement.

33 (D) Of the number of all child deaths resulting from abuse or

34 neglect in each county, the percentage of these deaths that were

35 those of children who had previously received child welfare

36 services in the county where the child's death occurred.

37 (k) For purposes of this section, the following definitions apply:

38 (1) "Child abuse or neglect" has the same meaning as defined

39 in Section 11165.6 of the Penal Code.

1 (2) "Custodian of records," for the purposes of this section and 2 paragraph (2) of subdivision (a) of Section 827, means the county 3 welfare department or agency. 4

(3) "Juvenile case files" or "case files" include any juvenile

5 court files, as defined in Rule 5.552 of the California Rules of

- 6 Court, and any county child welfare department or agency or State
- 7 Department of Social Services records regardless of whether they

8 are maintained electronically or in paper form.

- 9 (4) "Substantiated" has the same meaning as defined in Section 10 11165.12 of the Penal Code.
- (1) A person disclosing juvenile case file information as required 11
- 12 by this section shall not be subject to suit in civil or criminal
- 13 proceedings for complying with the requirements of this section.
- 14 (m) This section shall apply only to deaths that occur on or after 15 January 1, 2008.
- 16 (n) Nothing in this section shall require a custodian of records
- 17 to retain documents beyond any date otherwise required by law.
- 18 (o) Nothing in this section shall be construed as requiring a 19 eustodian of records to obtain documents not in the case file.
- SEC. 2. Section 10850.45 is added to the Welfare and 20
- 21 Institutions Code, to read:
- 22 10850.45. (a) A county child welfare agency shall, within 60 23 calendar days of determining that abuse or neglect led to a child's
- 24 death in the county as described in subdivision (b) of Section
- 25 10850.4, review the child's death and prepare a written report that
- 26 contains all of the following:
- 27 (1) An analysis of the circumstances leading to the child's death.
- 28 (2) An evaluation of whether child welfare services provided 29 to the child, if any, could have been improved.
- 30 (3) If the agency's evaluation under paragraph (2) determines
- 31 that child welfare services delivered to the child could have been
- 32 improved, recommendations regarding how to improve the delivery 33 of child welfare services for children in the future.
- 34
- (b) (1) A county child welfare agency shall provide the State
- 35 Department of Social Services with a copy of each report prepared 36 pursuant to subdivision (a), within 10 business days of completing
- 37 the report.
- 38 (2) The State Department of Social Services shall review the
- 39 reports provided under paragraph (1) for any systemic issues or
- 40 patterns that need improvement.

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- 1 SEC. 3. If the Commission on State Mandates determines that
- 2 this act contains costs mandated by the state, reimbursement to
- 3 local agencies and school districts for those costs shall be made
- 4 pursuant to Part 7 (commencing with Section 17500) of Division
- 5 4 of Title 2 of the Government Code.

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