SAN FRANCISCO CHILDREN OF INCARCERATED PARENTS PARTNERSHIP

# From Rights to Realities

## Ten-Year Review

San Francisco Children of Incarcerated Parents Partnership

Prepared for the Zellerbach Family Foundation
by Katie Kramer, The Bridging Group

**Spring 2012**

## Acknowledgements

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Many thanks for the vision and support of Ellen Walker, the former Program Executive for Improving Human Service Systems at ZFF, and to Amy Price, who currently holds this title and continues to serve as an expert and resolute champion on behalf of San Francisco's children of incarcerated parents.

Finally, thanks to the members and partners of SFCIPP for their leadership and commitment to this ongoing and most necessary work.

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# Executive Summary

One in every 28 American children—2.7 million—has a parent behind bars. More than twice that number have parents under some other form of criminal justice supervision (e.g. probation, parole), and more than half (54 percent) of U.S. prisoners are parents to a child or children under the age of 17. [1]

California is home to approximately one-tenth of all American children of incarcerated parents (CIP).

An estimated 16,196 San Francisco children had a parent in custody at a county jail during some period of time in 2010. During the same year, approximately 2,000 San Francisco children had a parent incarcerated in a California state prison, often located far from where the children live. [2]

Despite these numbers, the criminal justice system—police, district attorney, courts, corrections, probation—has not been required to consider children's existence, much less address their needs or care. Nor has there been a requirement that systems serving children—schools, child welfare, juvenile justice—address parental incarceration.

The San Francisco Children of Incarcerated Parents Partnership (SFCIPP) is a coalition of social service providers, representatives of government agencies, advocates and other community members founded out of a shared concern about the immediate and long-term effects of incarceration on children. Formed in 2000 under the auspices of the Zellerbach Family Foundation (ZFF), SFCIPP works to improve the lives of children of incarcerated parents by increasing awareness of their needs, strengths and rights both within the public systems that most affect them and among the broader public.

Behind the scenes, SFCIPP works closely with public systems to further aims such as reducing the trauma a child experiences when a parent is arrested, improving the frequency and quality of visits when a parent is incarcerated, helping families stay together during a parent's incarceration and after, and implementing other reforms consistent with the Bill of Rights for Children of Incarcerated Parents. Conceived by SFCIPP as a frame for its local work, the Bill of Rights has become a document of national import, informing efforts on behalf of children of incarcerated parents across the nation and even internationally.

This ten-year anniversary report presents an overview of SFCIPP's work thus far, examining changes in systems, policies and practices that have resulted from SFCIPP's commitment to honoring the rights and addressing the needs of children with incarcerated parents.

## SFCIPP Partner and Participating Organizations*

A Home Within
All of Us Or None
Annie E. Casey Foundation (Family to Family Initiative)
The Bridging Group
Building Better Bridges
California Court Appointed Special Advocate Association
California Department of Corrections and Rehabilitation
California Research Bureau
Center on Juvenile and Criminal Justice
Center for Restorative Justice Works
Center for Young Women's Development
Centerforce
Chief Justice Earl Warren Institute on Law and Social Policy at UC Berkeley Law School
Child Welfare League of America
Children's Hospital Oakland
Chowchilla Express
Community Works West
Families with a Future
First Focus
Friends Outside
Get on the Bus
Homeless Prenatal Program
Legal Services for Prisoners with Children
National Council on Crime and Delinquency
Northern California Service League
Prisoner Legal Services
San Francisco Adult Probation Department
San Francisco Court Appointed Special Advocate Program
San Francisco Department of Child Support Services
SF Department of Children, Youth and Their Families
San Francisco Department of Family and Children Services
San Francisco Human Services Agency
San Francisco District Attorney's Office
San Francisco Office of the Public Defender
San Francisco Sheriff's Department
San Francisco State University
San Francisco Police Department
Superior Court of California, County of San Francisco
UC Data
The Women's Foundation of California
Youth Justice Institute
Zellerbach Family Foundation

* This list may not be exhaustive; any omissions are unintentional.

## SFCIPP's History and Purpose

In 2000, the California Legislature asked the California Research Bureau (CRB) to conduct a preliminary study to identify the numbers, demographics and experiences of children with incarcerated parents living in California.[3] As a result of this legislation, and with additional funding from the Zellerbach Family Foundation (ZFF), the CRB published a series of reports that focused the state policy spotlight on children with incarcerated parents as a vulnerable population.

Meanwhile, ZFF had begun to invest in several public and private agency initiatives in San Francisco to address the needs of families involved in the criminal justice system. These convergent efforts led to a growing awareness of the difficulties and upheaval many children experience when a parent is arrested and incarcerated, and the lack of attention on the part of many public agencies to these children's needs. In an attempt to explore relevant policies and practices in San Francisco, ZFF brought together representatives from public human service and criminal justice agencies, academic institutions, and community organizations -- a multi-disciplinary group that ultimately became the San Francisco Children of Incarcerated Parents Partnership (SFCIPP).

SFCIPP held its inaugural meeting in March 2001. This and subsequent meetings provided an opportunity to identify a mission common to this diverse group that would spark collaboration among the systems that directly affect the lives of children with incarcerated parents, and to discuss who else should be at the table moving forward. Attendees of SFCIPP's first meeting recall leaving it with a common sense of purpose that led them to forge new channels of communication. The meeting set the stage for the development of SFCIPP's signature strategy of generating collaboration among agency administrators and other key stakeholders around the shared value of recognizing and responding to the concerns of children with incarcerated parents.

SFCIPP's first activity was to commission a survey of the field to discern what services and programs were available to children of incarcerated parents in the San Francisco Bay Area. This study concluded that the concerns of children with incarcerated parents were not being considered or met in a coherent manner. These findings were consistent with a 2003 report by the California Research Bureau (CRB), documenting that children routinely fell through the cracks when their parents were arrested. According to the CRB report, "No official responsibility is assigned to follow up on these children and ensure their subsequent safety and well-being. In some extreme cases, children may be left completely alone to care for themselves or may be placed with inappropriate and harmful caretakers."[4]

SFCIPP members agreed that the group's work should be grounded in a children's perspective, providing a logical framework from which SFCIPP's mission and future work would evolve. In 2003, SFCIPP published the Children of Incarcerated Parents Bill of Rights in concert with Friends Outside, an organization that has been a national leader in working with and advocating for the families of prisoners since 1955. The Bill of Rights was unveiled at a community event at the San Francisco library where it received public support from the San Francisco Sheriff and Public Defender along with many others.

In 2005, SFCIPP launched the Rights to Realities Initiative, with the long-term goal that every child in San Francisco whose parent was arrested and/or incarcerated would be guaranteed the rights articulated in the Children of Incarcerated Parents Bill of Rights. The group understood from its initial research that this goal was ambitious, requiring both system change and a transformation in public attitudes. SFCIPP developed a work plan that recognized the need for the work to evolve as it went, and to continue over an extended period of time.

SFCIPP's work plan was distilled into a Bill of Rights "Matrix" that allowed those using the tool to assess the status of each right in San Francisco; inventory model practices from around the nation; identify which agencies might contribute to addressing each right and who should lead a particular effort; and work with those agencies to develop responsive policies and practices. (See Appendix i for the Matrix Worksheet)

In 2005, the San Francisco Board of Supervisors passed a resolution endorsing the Bill of Rights and calling on city agencies to collaborate with one another toward its implementation.[5] The language of the resolution reflected specific recommendations for systems improvement that SFCIPP had developed, including supporting the training of staff at institutions "whose constituency includes children of incarcerated parents—such as schools, foster care agencies, probation departments, juvenile detention facilities and child care programs." Further reflecting SFCIPP's agenda for change, the Board's resolution encouraged relevant agencies to develop "child-centered" jail visiting facilities, ensure "access to people who are trained to address the unique needs of children of incarcerated parents," and "create opportunities for children of incarcerated parents to communicate with and support one another." (See Appendix ii for the complete resolution)

Subsequently, the California State Legislature adopted a similar resolution, which included a recommendation to distribute the Bill of Rights documents to state workers across California.[6]

Over the past decade, SFCIPP has been a catalyst and incubator for changing institutional culture and practices in order to respond to the needs and respect the rights of children with incarcerated parents. SFCIPP has developed a coalition structure that fosters teamwork and builds upon the strengths of individual members and represented agencies.

Partner organizations have pioneered innovative programs and services of their own, often with the support of SFCIPP as a whole and/or in collaboration with relevant SFCIPP member groups. These include visiting services connecting San Francisco children to parents incarcerated throughout California, jail-based parenting programs that help facilitate child-parent reunification, case management sensitive to the needs of families affected by incarceration, trainings for systems professionals, improved treatment of young parents in the juvenile justice system, mentoring programs for youth with incarcerated parents, and a vehicle for youth affected by parental incarceration to speak on their own behalf and train those in various fields whose work intersects with the lives of children of incarcerated parents.

Exemplifying the continued high-impact nature of SFCIPP's work, in 2011, the San Francisco Department of Children, Youth and their Families (DCYF), which makes grants to child-serving agencies, added questions about CIP to its annual Community Needs Assessment. This systems-level reform could potentially lead to increased funding for organizations working with these children and their families. Similarly, the San Francisco Re-Entry Council's statement of its intent for the year 2012 began by citing SFCIPP and the Bill of Rights as framework for its work.

Along with heightened public visibility of the needs and rights of children with incarcerated parents, a signal achievement of SFCIPP has been its effectiveness, staying power, and continued growth as a coalition. SFCIPP has cultivated, developed and strengthened relationships with increasing numbers of government agencies in order to change institutional practices and culture and achieve system-wide reforms on behalf of children with incarcerated parents in San Francisco.

Given the ambitious nature of SFCIPP's mandate, there remains a long way to go before it is fully realized. But the achievements of the past decade indicate that the innovative and ever-evolving coalition, guided by the straightforward and successful framework of the Bill of Rights (which has been distributed by request across the country in the tens of thousands), will travel that road together until the rights are fully realized, and children's needs are recognized across the spectrum of systems that affect their lives.

## A Bill of Rights for Children of Incarcerated Parents

Children of prisoners have a daunting array of needs.

They need a safe place to live and people to care for them in their parents' absence, as well as basics such as food, clothing and shelter that parents typically provide. But beyond these material needs, young people themselves identify less tangible, but equally compelling, needs.

They need to be told the truth about their parents' situation. They need someone to listen without judging so that their parents' status need not remain a secret. They need the companionship of others who share their experience so they can know they are not alone. They need contact with their parents—to have that relationship recognized and valued, even under adverse circumstances. And rather than being stigmatized for their parents' actions or status they need to be treated with respect, offered opportunity, and recognized as having potential.

These needs, too often, go not just unmet but unacknowledged.

Children whose parents are incarcerated have committed no crime, but the penalty they are required to pay is steep. They forfeit, too often, much of what matters to them: their homes, their safety, their public status and private self-image, their primary source of comfort and affection. Their lives and prospects are profoundly affected by the multiple institutions that lay claim to their parents—police, courts, jails and prisons, probation and parole—but they have no rights, explicit or implicit, within any of these jurisdictions.

This need not be the case. Understanding the centrality of a guiding framework that recognized the rights and worked toward meeting the needs of children of incarcerated parents, SFCIPP, in partnership with Friends Outside, developed what is now internationally recognized, and widely cited, as the Children of Incarcerated Parents Bill of Rights (BOR).

| |
|---|
| I have the right to be kept safe and informed at the time of my parent's arrest. |
| I have the right to be heard when decisions are made about me. |
| I have the right to be considered when decisions are made about my parent. |
| I have the right to be well cared for in my parent's absence. |
| I have the right to speak with, see, and touch my parent. |
| I have the right to support as I face my parent's incarceration. |
| I have the right not to be judged, labeled or blamed because my parent is incarcerated. |
| I have the right to have a lifelong relationship with my parent. |
| I have the right to be heard when decisions are made about me. |

With more than 50,000 copies printed, the Bill of Rights brochure has been widely distributed and used in venues throughout San Francisco, across the state and around the country to educate the public, provoke discussion, train service providers, shape policy and change institutional practices.[7]

Initially, the BOR was developed with the sole intent of guiding the San Francisco work. But because it has resonated with a broad audience, the Bill of Rights has established itself as both a seminal document in the movement for the rights of children whose parents are incarcerated, and a model of national and international as well as local import.

## SFCIPP's Impact: From Rights to Reality (Selected Initiatives)

SFCIPP continues to utilize the BOR to organize and guide its efforts toward systematic changes across the spectrum of children's experiences, from a parent's arrest all the way through their return to the community. As the work has evolved, particular areas of both need and opportunity have emerged. These include keeping children safe and informed at the time of arrest, supporting them during their parent's incarceration and after release, and maintaining strong parent-child relations.

Over the past ten years, with the Bill of Rights as a foundation, more efforts and initiatives have emerged than it is possible to describe in this summary.

The seven projects that will be described in more detail were selected not because they are "better" than others undertaken by SFCIPP members, but because, taken together, they reflect the broad spectrum of work the coalition covers. Each also demonstrates an area where public agencies have become particularly engaged, making system change possible.

Other SFCIPP-related initiatives are certainly deserving of similar attention.

The seven covered here are:

**Public Defender Children of Incarcerated Parents Program**

**Police/Child Welfare Time of Arrest Bulletin Regarding Children of Arrested Parents**

**San Francisco Juvenile Hall: Young Mothers United**

**San Francisco County Jail: One Family Visiting and Parenting Initiative**

**Child Welfare Department Children of Incarcerated Parents Program**

**Project WHAT!: We're Here and Talking**

**Probation Department Family Impact Statement**

## Public Defender Children of Incarcerated Parents Program

### The Challenge

When parents are sent to prison or jail, there is often little in place to help them meet the needs and concerns of their children. Yet research suggests that if parents are able to continue communication and maintain a relationship with their children while they are incarcerated, both parents and children will fare better both during and after the incarceration.[8]

### SFCIPP Response

After attending the launch event for the BOR, the San Francisco Public Defender met with members of SFCIPP and ZFF to discuss launching a Children of Incarcerated Parents (CIP) program in the Public Defender's Office.

With seed funding from ZFF and guidance from SFCIPP, the Public Defender's Office launched its CIP program in July of 2004. The program is open to all parents with active cases in the Office of the Public Defender who are facing felony charges.

Social workers within the Public Defender's Office work with parents in the CIP program to complete needs assessments, develop plans to help meet identified needs, make referrals to services for both parents and children, and provide follow-up communication with parents for 12 months. Services provided for families include support for contact visits at the county jail; assistance with family-related legal matters such as family court, child welfare dependency court, paternity tests, power-of-attorney and child support orders; advocacy in criminal court for mitigation, release, and consideration of family impact at sentencing; food and clothing support to meet urgent child needs; and child care referrals.

The program also provides referrals for housing, vocational training and employment support when a parent comes home, as well as referrals to counseling services focused on parenting, anger management, substance abuse and mental health.[9]

While other programs may provide a similar combination of services and supports, what makes the Public Defender program unique is that the agency offering to serve the family is the same one representing the parent. This can reduce fear and suspicion that may otherwise keep arrested parents from seeking or accessing public services for their children.

Since July 2004, 624 families have been served through this program, which the Public Defender's Office maintains through public funds.[10]

> "The CIP Social Worker would come and visit me when I was locked up. She did a lot of work for me. She would mediate between my children and CPS. She put me on three-way calls so I could talk to my family out-of-state. She helped me get a DNA test to establish my paternity. She was my only way of communicating with the outside world. She helped me out a lot… I'd have been lost without her."
>
> --Former client

## Police/Child Welfare Time of Arrest Bulletin Regarding Children of Arrested Parents

### The Challenge

A parent's arrest can be scary and traumatic for children.

Children may be confused about what is going on; they may feel ignored or helpless when their parent is taken away.[11] After the parent is gone, the children may not know what will happen to them or who will take care of them. They may also start to have negative feelings about police and other law enforcement agents, feelings which can inform future interactions.[12]

Unfortunately, the impact on children when their parents are arrested is often overlooked. A 2002 survey of California law enforcement agencies found that two-thirds of the agencies did not have a written policy to instruct officers on what to do when a child is present at the time of a parent's arrest.[13]

### SFCIPP Response

SFCIPP put together a workgroup in August 2005 to begin talking about what San Francisco's children needed at the time of their parents' arrest. This group worked closely with the San Francisco Police Department (SFPD) and San Francisco Family and Children Services (FCS) to develop a joint protocol focused on reducing trauma and ensuring children's safety during and after a parent's arrest. (See Appendix iii for a helpful worksheet created by the California Research Bureau)

The aim of this protocol is to provide information to police officers about: (a) what arresting officers can do to help reduce trauma to children if they are present, (b) how to identify alternate caregivers if needed, (c) the role of Child Protective Services (Family and Children Services in San Francisco), and (d) what information to gather and document about the children.

In addition, the SFPD developed an agreement with FCS to clarify their respective roles and establish guidelines for how the two departments could work together to ensure that all children were left in a safe caregiver situation when parents are arrested, without placing children in foster care unnecessarily.

In January 2007, the San Francisco protocol was distributed throughout the police department, in a district-wide Class "A" Bulletin (09-014), which has been renewed every two years and remains in effect today.

To help support the rollout of this new protocol, SFCIPP worked with SFPD Training Sergeants and FCS to develop a training for officers about the protocol and how to deal with children in age-appropriate ways. In May 2009, SFCIPP and FCS co-facilitated 14 trainings covering every shift in two of the largest districts in San Francisco.[14] As part of this training, the group developed a "pocket card" for officers to carry. The card, which highlights key elements of the protocol, has been well received by police officers. (See Appendix iv for a facsimile of the "pocket card")

Several SFCIPP members also worked with the statewide California Peace Officer Standards and Training Commission (POST) as subject matter experts in the development of a training video about keeping children safe at the time of arrest. This video remains in the POST library and is available online at http://post.outpostnetworks.com/postcatalog/catalogue/c13/. Most recently, the San Francisco Adult Probation Department has adopted the time of arrest protocol for use by probation officers, who may also arrest parents of minor children.[15]

## San Francisco Juvenile Hall: Young Mothers United

### The Challenge

The juvenile justice system was not designed to meet the needs of girls, let alone young mothers. Yet, in San Francisco, there are approximately 250 girls or young women under the supervision of juvenile probation (which is responsible for oversight of the Youth Guidance Center, the city's locked facility), a significant number of whom are pregnant or parenting.

### SFCIPP response

In December 2004, ZFF began supporting The Center for Young Women's Development (CYWD) in developing their Young Mothers United (YMU) program. The program aims to build the skills of young incarcerated mothers to advocate for themselves, their children, and their right to family.

With support from SFCIPP, and input from pregnant young women and mothers, YMU developed the Young Mothers Bill of Rights (YMBOR). The goal of YMBOR is to "effectively change the way in which young mothers are treated, and to break the traumatic cycle of incarceration and discrimination that in turn inhibits healthy parenting."

In 2006, the San Francisco Juvenile Probation Department formally adopted the YMBOR as administrative policy in Juvenile Hall.

CYWD also developed *My Life Chose Me*, a manual to help young mothers understand their rights and navigate the intersection between the juvenile justice and child welfare systems. Additionally, they run bi-monthly organizing meetings for previously incarcerated young women to train other young people on the YMBOR.

Through these efforts, CYWD now has 12 young women qualified to train on the YMBOR. An outgrowth of these trainings has been the creation of a peer group that provides support, resources and a parenting group for mothers to attend with their children.[16] The next stage of the YMBOR movement is to ensure that each right is implemented into policy and practice wherever young mothers are constituents, with a focus on increasing and enhancing contact visits between young parents and their children at San Francisco Juvenile Hall. Already, CYWD is working with the Juvenile Probation Department to create and maintain a child-friendly visiting space for young parents in detention.

> "Juvenile justice advocates are lauding San Francisco for its pioneering Bill of Rights for incarcerated young mothers," reported the San Francisco Sentinel on May 29, 2007. San Francisco Chief Juvenile Probation Officer Bill Siffermann told the Sentinel: "The Bill of Rights ensures that the young mothers are treated with dignity."

## San Francisco County Jail: One Family Visiting and Parenting Initiative

### The First Challenge

The San Francisco County Jail system houses an average daily population of 2,200 individuals in six county jails. Approximately 55,000 people are booked into the jails annually. Of this annual population, 12,650 (23%) men and women self-reported having children under the age of 18.[17]

Studies have shown that children who visit their parents more often and under better visiting conditions exhibit fewer adjustment problems, and that visits have the potential to help both children and parents to maintain healthy relationships throughout the incarceration period.[18] While historically some contact visits have been available at the San Francisco County jail, they were not widely available to all parents throughout the jail system.

### SFCIPP response

In 2007, SFCIPP brought together a group of key stakeholders interested in expanding and improving visitation for children at the San Francisco County Jail – a group that was eventually dubbed the One Family Working Group. The One Family group included representation from the San Francisco Superior Court, District Attorney's Office, Public Defender's Office, Department of Family and Children Services, Department of Child Support, Department of Public Health and Mental Health, Sheriff's Department, and local community-based organizations.

In 2008, with seed funding from ZFF, the Annie E. Casey Foundation and the Sills Family Foundation, the group successfully launched the One Family Visiting Program in the San Francisco County Women's Jail.

This initiative, led by community-based organization Community Works West, includes enhanced visitation programs in an attempt to eliminate barriers and expand contact visitation throughout the jail system.

As a result of these efforts, on April 16, 2010, the San Francisco Sheriff issued a new jail-wide parent-child strategic plan, followed by newly-adopted visitation policies and procedures, informed by the efforts of Community Works and SFCIPP's One Family Working Group. These new policies and plans are being rolled out gradually, reaching more and more families, with the ultimate goal of reaching all children with parents in the San Francisco County Jail facilities.[19]

Also in the spring of 2010, the Sheriff's Department took the initiative one step further and created an Internal Visiting Committee whose mission is "to foster rehabilitation and maintain family ties by improving the ways in which inmates visit with their families and community members."

The committee is tasked with reviewing current visiting practices, training, equipment, and facilities and making recommendations to the Sheriff regarding how to expand parent-child contact visits. The committee is also working on the development of a curriculum to train line staff on issues affecting children who visit their parents at the jail.[20] The committee is comprised of representatives from three community service providers that facilitate visits; key administrative, program and custody staff from the Sheriff's Department; and other SFCIPP members.

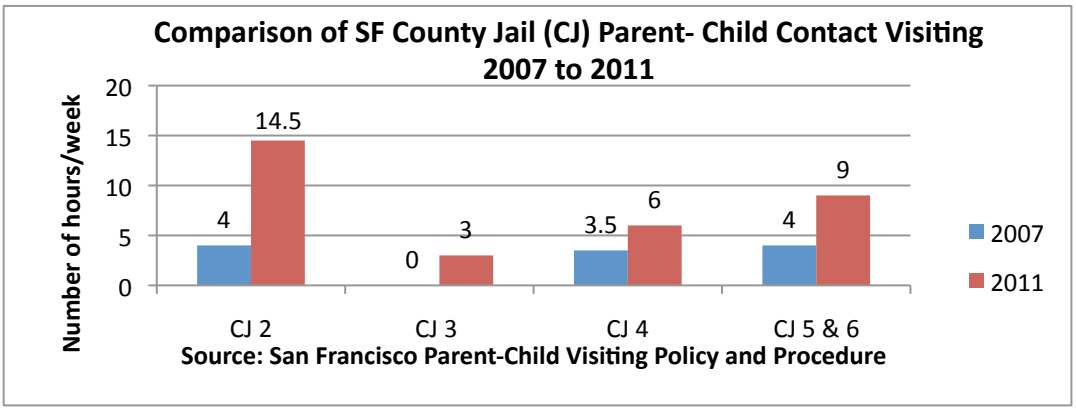
Core elements of the One Family Visitation Initiative:

- Pleasant child-friendly visiting environment (new paint, toys, books, etc.)
- Meaningful, frequent, and consistent opportunities for children to remain connected to their parents during their parents' incarceration through visitation and other means
- Linking these visits with a cognitive-behavioral parenting curriculum designed specifically for use in a jail setting
- Pre- and post-visit therapeutic interventions to increase the effectiveness of the visits
- Coordination with other programs being delivered at the jail
- Line staff buy-in
- Champions who will advocate for resources necessary to implement the program with fidelity
- Caregiver Support
- Transportation

As a result of the One Family Initiative, opportunities for parent-child contact visits at San Francisco County Jail have increased from 11.5 hours of contact visiting time per week in 2007 to 32.5 hours of contact visiting time per week in 2011.[21]

Two other community-based organizations have been providing visiting services for parents and their children at the San Francisco County jails since well before the creation of the One Family Visiting Program. The Center on Juvenile and Criminal Justice/Northern California Service League (CJCJ/NCSL) provides contact visiting to a number of families, as does Prison Match. This longtime program provides incarcerated fathers and their children with the support and resources necessary to maintain and strengthen their family relationships, including parenting classes for fathers and visiting services at the San Bruno facility of the San Francisco County Jail.

Both programs credit the One Family Working Group and the Internal Visiting Committee with helping to increase their capacity. For example, in all of 2009, CJCJ/NCSL documented 239 visits for 267 children at the SF County Jail #4, where they operate their own visiting program. In the three months between August 6 and November 16, 2010 (right after the implementation of the SFSD Universal Visiting Policy), they documented 169 visits for 199 children. This represents a 182% increase when compared to data from 2009.[22]



## San Francisco County Jail: One Family Visiting and Parenting Initiative

### The Second Challenge

Contact visits are essential, but a full-rounded program that also includes parenting support helps back up the promise implicit in the visits by giving parents support that will help them maintain their families on the outside once they are released.

### SFCIPP response

Community Work's One Family program facilitates Parenting Inside Out® (PIO), a certified, evidence-based parent education program designed specifically for incarcerated men and women.

While in custody, parents have the opportunity to take up to 60 hours of parenting classes, for which they can receive high school education credits. Incarcerated parents who have children involved in the child welfare dependency system may use their classroom credits from PIO to complete court-ordered parenting education requirements as well.

Contact visiting is woven into the program, which provides support for families both during visits (e.g., staff are present to make suggestions for play or other positive interactions as appropriate) and after visits (e.g., staff are available to talk with parents about the visit, especially if it has been a particularly difficult or emotional one for either the parent or the child). Finally, the program provides support for the caregivers including outreach to educate them on the importance of visiting and support during visits. Community Works also offers restorative justice-based healing circles involving the incarcerated parent, children, caregiver and other family members and/ or support people. These circles, generally held shortly before a parent's release, provide a safe environment to have honest conversations about harm that family members may have experienced, and how to move forward to help the family to heal from this harm.

In its first three years, the One Family program facilitated visits for over 500 children and graduated 445 parents from the program.[23] Based on this success, in October 2010, Community Works partnered with SFSD and, with support from SFCIPP, applied for and won a Second Chance Act grant award from the U.S. Bureau of Justice Assistance to integrate the One Family program into SFSD's well-established No Violence Alliance (NoVA) transitional reentry program. The result of this grant was the implementation of the No Violence Alliance-One Family Reentry Initiative (NoVA-OFRI). NoVA-OFRI is a family-based treatment model providing joint services for incarcerated parents and their families during incarceration and wrap-around services for the entire family after reentry.

The initiative, which was launched in April 2011, served 40 incarcerated parents and their family members in its first year.[24]

> "Thank you from the bottom of my heart, for giving me this opportunity to learn these valuable parenting skills. Now the real work begins…."
>
> -– Father in PIO class at San Francisco County Jail

> "Because of this class, I have changed my values and how I make decisions and have started to understand my children better. I feel better as a dad. It is easy to make a child, but much harder to be a true father, especially from jail."
>
> -– Father in PIO class at San Francisco County Jail

## San Francisco County Jail: One Family Visiting and Parenting Initiative

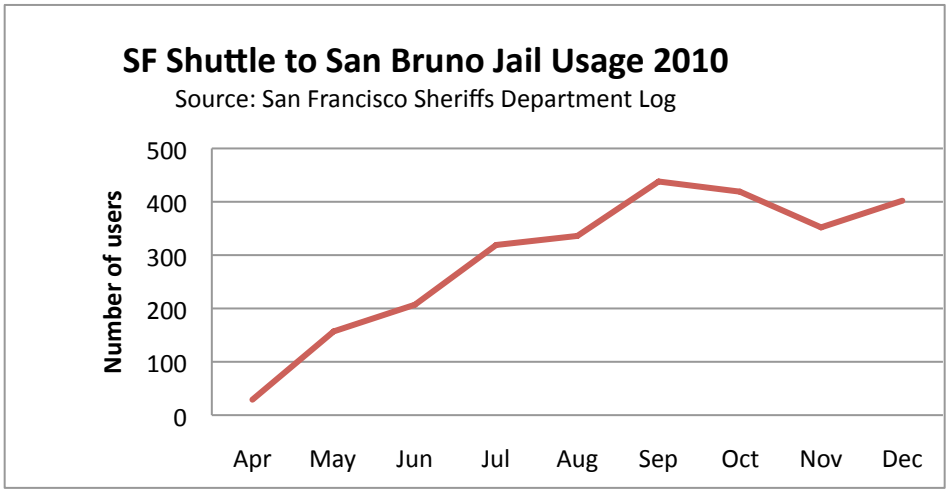
### The Third Challenge

Distance can be a major barrier to visitation, even in county jails. San Francisco houses many of its incarcerated individuals in a jail site in San Bruno, California, which is 20 miles south of San Francisco and not easily accessible by public transportation. Furthermore, children are dependent upon their caregivers to transport them to visits, yet many caretakers cannot afford the cost of transportation or the time off from work.

### SFCIPP response

In April 2010, the City and County of San Francisco, in partnership with the San Francisco Sheriff's Department, began operating a free Visiting Shuttle Service from the San Francisco Civic Center to the San Bruno Jail Complex.

The shuttle service has been a huge success. In its first nine months of operation, the shuttle provided over 2,659 family members with free transportation to visit their loved ones in the San Bruno jail.[25]



## Child Welfare Department Children of Incarcerated Parents Program

### The Challenge

Although the majority of children with incarcerated parents are not involved in the child welfare system, those who are experience particular vulnerabilities. If they and their parents are not supported in sustaining a relationship during a parent's incarceration, the risk that parental rights will be terminated unnecessarily increases. Many child welfare departments do not have guidelines for dealing with parental incarceration, or even a sense of how many among their caseload are facing this situation. San Francisco has long been aware of, and reached out to, these "dual system-involved families," but there was more that could be done.

In a point-in-time measurement in May 2011, Family and Children Services (FCS) identified 183 incarcerated parents (in jail or prison) with a child involved in the San Francisco County child welfare system. Of these parents, 58 (32%) were moms and 125 (68%) were dads.[26]

Incarceration should not impede these parents from working toward reunification (or healthy relationships with their children and the children's caregivers when reunification is not possible). In order to ensure that it does not, it is crucial that visits between parents and children occur regularly during the period of incarceration. Further, incarcerated parents must be able to access services they need to comply with their case plans.

### SFCIPP response

Since 1999, SF FCS has contracted with community-based organizations to provide liaisons to incarcerated parents whose children are in foster care in San Francisco. These liaisons facilitate contact visits for children at the SF county jails and work with parents in state prison to maintain their family relationships. They also assist both jailed and imprisoned parents in accessing services required by their case plans. From 2008 through 2010, the community-based organization Friends Outside facilitated approximately 288 contact visits between children in foster care and their parents at the SF County Jail.

The One Family Working Group's efforts to provide child-friendly contact visits for children with a parent in San Francisco County Jail have helped to advance FCS' visitation goals for children in the dependency system. The space available for visits has been improved, and the attention given to the visitation program and the positive publicity around it have led to increased support from all involved. As a result, it has become standard practice for children in the dependency system whose families are working toward reunification to have court-ordered visits with their incarcerated parents.[27]

Additionally, in 2008, SFCIPP worked with the Family to Family Initiative of the Annie E. Casey Foundation to create a replicable model for child welfare departments to support families dealing with parental incarceration. This included a three-year grant from the Annie E. Casey Foundation to FCS to support a CIP Coordinator position within FCS. The grant enabled FCS to create a new section in the SF Child Welfare Social Worker Handbook focused on "Working with Arrested and Incarcerated Parents," and to provide training for SF County child welfare workers in the practices described in the handbook.

This work has resulted in the following changes: (1) improved identification of incarcerated parents through efforts to increase data sharing with the probation and sheriff's departments; (2) improved data collection about incarcerated parents via the child welfare database; (3) improved visitation for families, including a streamlined referral process to visiting programs and opportunities; (4) improved communication with incarcerated parents, including the development of a model to include parents in Team Decision Making meetings via speakerphone; and (5) approval for the Parenting Inside Out® class held inside SF County Jail to count toward completion of case plan requirements for reunification.[28]

SFCIPP's work on behalf of "dual-system involved" families (those with both criminal and family court involvement) led to a request for training from the San Francisco chapter of the Court Appointed Special Advocate (CASA) program. CASA trains and supports volunteers who are appointed by judges to watch over and advocate for abused and neglected children to make sure they do not get lost in the overburdened legal and social service systems, or linger in inappropriate group or foster homes. After an initial presentation by the SFCIPP coordinator, California CASA – the statewide organization – initiated a conversation about ways the organization might further support those dual-system involved families with whom they worked. With funding from ZFF and support from SFCIPP members, California CASA developed and hosted a series of three trainings for CASA volunteers focused on children of incarcerated parents. (The curriculum is available online, see the Toolkit for the url)

The first CASA training covered California legislation, AB 2070, which makes it possible for courts to extend the timeline for family reunification to 24 months in certain cases. The training included information on how this legislation directly affects children with incarcerated parents, and how CASA volunteers can support the reunification process for these children.

The second training was designed to help CASA volunteers understand the particular issues affecting children of incarcerated parents. Volunteers learned how to advocate for their needs in the community, as well as how to present their concerns in court.

The third event was a day-long regional training on children of incarcerated parents for CASA volunteers from throughout the San Francisco Bay Area.[29]

## Project WHAT!: Voices of the Children

### The Challenge

When parents are incarcerated, their children may experience a mixture of feelings including anger, shame, depression, sadness, and concern and fear for their parents' safety.

One of the biggest challenges for young people affected by parental incarceration, however, can be the sense of stigma and isolation. Many talk of feeling that expectations of them change when people learn of their parents' situation ("I know where your mother or father is, so I guess I know where you will be someday"). They may feel that no one understands what they are going through, and no one is there to support them.

### SFCIPP response

In April 2006, the SFCIPP Coordinator arranged for representatives from the Y.O.U.T.H. Training Project to present to SFCIPP about their successful training curricula written by foster youth and used to train foster parents, child welfare staff and other service providers on how to better support these youth.

From this conversation, SFCIPP hatched the idea of developing a youth-led training and advocacy group to educate service providers, teachers, policy makers and law enforcement (among others) about the needs of children of incarcerated parents and what those in positions of authority can do to support these young people throughout their parents' incarceration. With support from ZFF, Community Works West developed and implemented Project WHAT! (We're Here And Talking!).

Project WHAT! is a group of youth advocates ages 14-22 who are experiencing or have experienced parental incarceration.

Project WHAT!'s work emphasizes the power of a child's story to raise awareness about the effects of parental incarceration and inspire others to identify ways they can reach out, support and reduce the trauma young people might experience.

Project WHAT!'s long-term goal is to improve services and policies that affect the lives of CIP. The program is youth-driven, with youth advocates responsible for curriculum development and the facilitation of interactive training for a wide range of service providers, public officials and agency leaders. Project WHAT! also provides workshops for other youth and for incarcerated parents.

As of October 2011, Project WHAT! had hired and trained 62 young advocates who had reached more than 5,500 people through more than 80 trainings and presentations.[30]

Project WHAT! is making a significant difference in the awareness of these professionals as well as their attitude toward and interactions with CIP.

Eighty-five percent of people attending a Project WHAT! training stated that they left feeling inspired and empowered to act upon an issue related to children of incarcerated parents. Thirty-one percent of participants said they would spread the word about what they learned while 26 percent of participants pledged to learn more about the topic on their own. Eighteen percent stated they would "reach out" to youth affected by incarceration (e.g., help them visit, write to an incarcerated parent, talk with them about what they are going through or refer them to services), and eight percent said they would give more resources to youth because of what they learned in the Project What! training.[31]

Inmates at Solano County Jail were so moved by a Project WHAT! training that they raised funds for the county to replicate Project WHAT! with technical assistance from Community Works West.

In 2008, Project WHAT! reprinted and expanded its youth-written *Resource Guide for Teens with a Parent in Prison or Jail* into a comprehensive 84-page document. This extensive guide answers common questions that children have when a parent is incarcerated and includes a section that explains complex jail and prison visiting procedures in plain language. It also includes compelling stories written by youth, along with a CD of the stories spoken aloud. The *Resource Guide* has been distributed to more than 4,500 youth and community service providers. [32]

In September 2009, Project WHAT! hosted the first-ever summit by and for young people with incarcerated parents and others interested in supporting these youth. This event was attended by 125 youth and adults. Project WHAT! also produced a documentary, "A Sentence Apart", charting the journey of two Project WHAT! advocates as they faced separation from their incarcerated parents. The documentary has become an integral part of the trainings and is accompanied by a screening guide so professionals can bring the documentary back to their workplaces.

In addition to educating others about their life stories, Project WHAT! gives the youth advocates a chance to build community and connect with other kids dealing with a parent's incarceration. While these youth each have their own life story, facing parental incarceration is a common bond that helps them to build community and support each other in ways that other programs may not. Through extensive training and opportunities for public speaking and advocacy, Project WHAT! also helps youth increase their self-esteem and confidence and develop future goals.

> "I know I am making a difference in someone's life every time I read my story. Project WHAT! has changed my life tremendously and is hopefully changing others' lives as well."
>
> --Project WHAT! youth advocate

> "I was amazed by the personal stories of the young adults involved in Project WHAT. I was inspired to explore the possibilities of improving the two visiting rooms at (the prison where I work). I'm thrilled by the interest around the community and at our institution to improve the areas to make them more conducive to family interaction, and more child-friendly. A working committee has been put together to accomplish this larger goal and I'm so glad you all have agreed to be a part of the team. After many months of discussion, we are finally getting together."
>
> --Service provider at a PW Workshop

## Probation Department Family Impact Statement

### The Challenge

When parents are arrested and convicted, decisions made about them may greatly affect their children. Will they be incarcerated in a local county jail or a state prison that is much further away from home? Or might they be given community supervision, such as probation, and be able to stay home with their children? How long will their sentences be? The answers to these questions can determine whether and for how long parents are separated from their children as well as what happens to the children in the case of a separation.

Too often, however, children's needs are not taken into account when decisions that can affect them profoundly are made.[33]

### SFCIPP response

In December 2008, SFCIPP arranged a series of meetings with the San Francisco Probation Department to discuss what probation officers could do when making sentencing recommendations to judges.

These meetings were part of a longtime effort on the part of SFCIPP members and partners to institutionalize a voice for children in sentencing procedures. Ultimately, Adult Probation, the Superior Court, the Sheriff's Department and many other members of SFCIPP collaborated to develop what SFCIPP dubbed a Family Impact Statement (FIS). Loosely based on the concept of the Environmental Impact Statement, the Family Impact Statement offers a means for the court to consider the impact of a given disposition on children and families.

In order to institutionalize the FIS and give it the greatest possible impact, the group worked with Probation to incorporate it into the Pre-Sentence Investigation Report (a standardized risk assessment that probation officers typically conduct and submit to the court to inform sentencing decisions). The Family Impact Statement is comprised of questions and considerations related to parenting minor children. The responses can then be incorporated into the recommendations Probation includes in the Pre-Sentence Investigation Report submitted to the court.

Text from the San Francisco Adult Probation Department Family Impact Statement:

> How many children does the defendant have?
> How many minor children does the defendant have?
> What is the children's current living situation?
> Who is their current caretaker and where do the children live?
> Is the defendant the primary caregiver?
> Does the defendant financially support the children?
> Is there an active child support case? If yes, in which county?

The FIS officially became Probation Department policy in September 2010, and has since been implemented throughout the department. With ZFF support, the Probation Department has commissioned an outside evaluator to assess the implementation of this policy to ensure that probation officers are using the FIS as intended. The FIS has also been incorporated as an optional component of the updated version of the COMPAS risk assessment software system that is utilized by over 200 local, state and federal criminal justice agencies across the country.[34]

In addition to the FIS, the Adult Probation Department is (with support from ZFF) working on an overall refocusing of the department to ensure that all of its policies and practices are family-focused and consider the needs of children. This initiative includes training for all probation officers and supervisors in family-focused, strength-based supervision.

The following is a case example of the benefits of these efforts[35]:

*Patricia is a mother of 3 children -– seventeen, eight, and five years old -- who recently violated a condition of her probation.*

*The Probation Department considers whether to file a Motion to Revoke Patricia's probation and send her to jail.*

*The Probation Department, informed by the Department of Public Heath and Child Welfare, takes into consideration Patricia's role and responsibility as the primary caretaker of three minor children and the effect that even a short jail stay would have on the whole family.*

*The Probation Department decides to keep Patricia under local probation supervision, offer her parenting classes, and connect her to social services to help her strengthen her ability to be a parent as well as a productive member of society.*

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## Looking Forward: SFCIPP In Its Second Decade

SFCIPP launched its coalition with a commitment to making visible the experiences of children with incarcerated parents. Over the past ten years, SFCIPP has engaged in a strategy of collaboration across agencies and organizations to respond to the needs and concerns of these children. As a result of SFCIPP's commitment and strategies, San Francisco children are no longer ignored, but now much more visible. Their needs are considered at the time of their parents' arrest, when decisions are made about parents' sentencing, when arrangements are made for visiting incarcerated parents, and when parents' case plans are designed so that reunification becomes part of the re-entry agenda.

SFCIPP's increase in visibility and momentum is evidenced in the numbers of organizations and individuals who affiliate themselves with SFCIPP via its working groups, general meetings and/or individual collaborations. At this point, nearly every relevant San Francisco department and agency whose work affects children of incarcerated parents is engaged in SFCIPP's work in one way or another, usually with representation from the senior or department head level.

Along with systems reforms and heightened public visibility of the needs and rights of children of incarcerated parents, a hallmark achievement of SFCIPP has been its effectiveness as a coalition of otherwise disparate actors, now working in unison toward the common goal of respecting the rights and meeting the needs of these children. Over the past ten years, as SFCIPP's membership has grown, the coalition has maintained a hybrid but cohesive organizational structure. Fundamentally, SFCIPP has achieved cross-system reforms while establishing a framework within which human service agencies, academic institutions and grassroots organizations can continue to collaborate and to maximize their own and each others' impact on the lives of individual children.

While SFCIPP's mission and work are specific to the City and County of San Francisco, its efforts have informed the work of public agencies, government departments and community coalitions around the state and throughout the country. Figuring how, given its local mandate and resources, to respond to the many requests for assistance SFCIPP receives both locally and from around the county is an ongoing challenge that SFCIPP is working to address in a more methodical manner. SFCIPP provides informational support and referrals to the extent that it can through an increasingly streamlined process, but, in keeping with its limited and local mandate, SFCIPP has also learned to set boundaries. In this way SFCIPP has clarified and reaffirmed its mission as a coalition dedicated to improving public systems in San Francisco by working collaboratively to develop practices and procedures that respect the rights and fulfill the needs of children with incarcerated parents. That the Bill of Rights and Rights to Realities models have taken on national momentum was and continues to be a welcome surprise, but one that has not fundamentally changed SFCIPP's mission as a local coalition.

Notably, however, SFCIPP's visits and dialogue with representatives from neighboring Alameda and Solano Counties have resulted in replications of nascent Bill of Rights coalitions nearby. SFCIPP has been able to learn from these efforts as well as to collaborate with them when possible. Increasing these collaborative efforts in order to weave a cohesive safety net for children of incarcerated parents is a goal in the coming years.

As it looks to the future, SFCIPP recognizes that stronger data collection systems are needed in order to understand the impact of its work thus far and how better to safeguard the well being of children of incarcerated parents. Many agencies collect and disseminate information about the welfare of children without ever mentioning children of incarcerated parents. Thus, advocating that all human service systems that collect and disseminate information on the welfare of children add specific questions

related to the needs of children of incarcerated parents is a foreseeable goal for the future. With increasing public attention on reforming reentry policies and practices, SFCIPP may also be in dialogue with service providers and policy makers about considering how to bring the needs of children into reentry planning.

SFCIPP has made great strides in its campaign to make the Bill of Rights a reality for children of incarcerated parents -- changing policies, improving programs and facilitating cultural shifts within institutions charged with criminal justice and child welfare. Thus far, SFCIPP's efforts have withstood changes in City and County administrations and resource and staffing reductions due to strained economic conditions. But, in light of state budget exigencies, SFCIPP recognizes the necessity of steadfast commitment and vigilance in order to maintain and expand the gains its partnership has made on behalf of children of incarcerated parents.

By working collaboratively with human service systems to develop practices and procedures that respect the rights and meet the needs of children of incarcerated parents, SFCIPP has affirmed its mission as a coalition dedicated to improving public systems in the best interest of the children and families whose lives they touch. SFCIPP looks forward to reaffirming this mission over its second decade and beyond.

## SFCIPP Toolkit

Over the past decade, SFCIPP and its member agencies have developed a number of resources aimed at advancing the Rights to Realities agenda as well as offering information and resources to CIP, their families, and professionals wishing to support them. Key resources are listed below.

San Francisco Children of Incarcerated Parents Partnership

**Children of Incarcerated Parents Bill of Rights**
pdf in English, Spanish: http://bit.ly/Kqgrv3 hardcopy order form: http://bit.ly/Mp5fRb
DVD order form: http://bit.ly/Kqgrv3

Community Works West

**One Family website** http://bit.ly/LbQjUK
**Project WHAT!'s Resource Guide for Teens with a Parent in Jail or Prison** pdf: http://bit.ly/MoPrke
Order form: http://bit.ly/KDoUjp
***A Sentence Apart*** film: http://bit.ly/MeaZP0

The Center for Young Women's Development

**Bill of Rights for Young Incarcerated Mothers** http://bit.ly/MP6bga
**Know Justice Handbook** http://bit.ly/LGoRRB
**My Life, Chose Me** pdf: http://bit.ly/LH0yRW

Friends Outside

**How To Explain Jails and Prisons to Children – A Caregiver's Guide** http://bit.ly/KDpfTk

CalCASA

**CalCASA Children of Incarcerated Parents Curriculum** http://bit.ly/LGZFsz
**Kinship Care When Parents Are Incarcerated: What We Know, What We Can Do** http://bit.ly/L0aoin
**Transportation to Visits When The Child's Parent is Incarcerated** http://bit.ly/Lmb9a3

Family to Family California

**Children of Incarcerated Parents resources website** http://bit.ly/LGp9l8

The Annie E. Casey Foundation

**When a Parent Is Incarcerated: A Primer for Social Workers** pdf: http://bit.ly/sLElrl

California Research Bureau

**Keeping Children Safe When Their Parents Are Arrested** pdf: http://bit.ly/KRU08q

City and County of San Francisco Human Services Agency

**A Parent's Handbook About Child Welfare Services** pdf: http://bit.ly/O0U1qh

CA Police Officers Standards and Training (POST)

**Responsibility for Children When The Parent Is Arrested** telecourse: http://bit.ly/NDFMXr

For further resources and information, please visit the SFCIPP website at www.sfcipp.org.

**Appendix i**
SFCIPP's Matrix Worksheet


**RIGHTS TO REALITIES MATRIX**
**(WORKSHEET)**

**I have the right to** _____

*ACTION ITEM:* _____

**From Right to Reality Key Questions**

1. MODELS: Are there models from elsewhere? (If so, please list it)

2. CHAMPIONS: Who is or could be the champion/ leader(s) on this issue?

3. PLAYERS: Who is or should become involved in making this happen?

4. STEPS: What actions need to be taken (and by whom) to get it done?

5. INDICATORS: What data should we gather to evaluate success?

Additional Notes:

## Appendix ii

San Francisco Board of Supervisors Resolution Number 545-05

FILE NO. 051048 RESOLUTION NO. 545-05

[Resolution endorsing the bill of rights established by the San Francisco Children of Incarcerated Parents Partnership and urging relevant city agencies to work together towards its implementation]

**Resolution endorsing the bill of rights established by the San Francisco Children of Incarcerated Parents Partnership and urging relevant city agencies to work together its implementation to reduce recidivism for parents and improve outcomes for children.**

WHEREAS, As many as one in ten children in California have a parent in jail, in prison, on parole, or probation; and

WHEREAS, Studies indicate that maintaining family bonds during incarceration reduces recidivism for parents and improves outcomes for children; and

WHEREAS, The San Francisco Children of Incarcerated Parents Partnership (SFCIPP) has developed a bill of rights for children of incarcerated parents and is working with multiple city agencies to implement it; and

WHEREAS, This Bill of Rights gives the child the right to be kept safe and informed at the time of the parent's arrest, to be heard when decisions are made about them, to be considered when decisions are made about the parent, to be well cared for in the absence of the parent, to speak with, see, and touch his or her parent, to support in the struggle with the parent's incarceration, to not be judged, blamed, or labeled because a parent is incarcerated, and to a lifelong relationship with the parent; and

WHEREAS, The City can improve its rate of recidivism and improve outcomes for youth by providing: access to jail visiting facilities that are child-centered, transportation for children to visit incarcerated parents, opportunities with people who are trained to address the

Supervisor Dufty, Maxwell, Alioto-Pier, Sandoval, Ma, McGoldrick, Mirkarimi, and Ammiano.
BOARD OF SUPERVISORS Page 1
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unique needs of children of incarcerated parents, and by creating opportunities for children of incarcerated parents to communicate with and support each other; and

WHEREAS, Training staff at institutions whose constituency includes children of incarcerated parents—such as schools, foster care agencies, probation departments, juvenile detention facilities and child care programs—to recognize and address these children's needs will help guide children through the difficult time following a parent's arrest; and

WHEREAS, Multiple city agencies—including, but not limited to, schools, the Department of Human Services, the Police Department, the Probation Department, the Sheriff's Department, and the Youth Guidance Center—connect with and have the opportunity to improve the prospects of the children of incarcerated parents; now, therefore be it

RESOLVED, That the San Francisco Board of Supervisors recognizes and endorses the above bill of rights, and encourages city agencies whose constituency includes the children of incarcerated parents to work together towards implementation; and be it

FURTHER RESOLVED, That the San Francisco Board of Supervisors encourages the relevant agencies to consider the following means of achieving the implementation of the rights: creating access to jail visiting facilities that are child-centered; offering transportation for children to visit incarcerated parents, providing access to people who are trained to address the unique needs of children of incarcerated parents, and by creating opportunities for children of incarcerated parents to communicate with and support each other.

## Appendix iii

California Research Bureau's checklist for developing an arrest protocol

### A Memorandum of Understanding Concerning Children's Safety and Well-being When a Parent is Arrested

#### PURPOSE

This protocol documents the agreement between the [*local jurisdiction name*] [*list Child Welfare Services Agency, local Law Enforcement Agencies, mental health and other local agencies, and other community partners as appropriate*] to develop and implement a coordinated response to all arrests where children are present and/or are living in the household of the arrestee. It establishes a consistent approach to keeping children safe and well cared for whenever they are present at an arrest and/or live in the household of the arrestee.

Nothing in this protocol shall be construed as negating or minimizing the right of the parent or responsible adult to designate the caregiver for their children, unless there is compelling evidence to the contrary (such as obvious drug use, weapons or other indicators of an unsafe environment).

#### GOALS

The goals of this protocol are to:

1. Allow child welfare services, law enforcement, and partnering agencies to work together to make timely and appropriate decisions on behalf of children present at an arrest and/or living in the household of the arrestee.
2. Relieve law enforcement of the burden of making placement decisions and arrangements for children present at arrests and/or living in the household of the arrestee.
3. Improve the safety and well-being of children affected by arrest by establishing clear procedures for their care and placement, if needed.
4. Recognize that witnessing an arrest can traumatize children, and that it is the responsibility of all participating partners to minimize the negative impacts of arrest on children.

#### SCOPE

This protocol is binding on all employees and representatives who may be involved in an arrest affecting children, including but not limited to police officers, sheriff's department personnel, parole officers, social workers, mental health professionals, and other law enforcement and child welfare services personnel.

**TRAINING**

All employees and representatives who may be involved in an arrest affecting children (including but not limited to police officers, sheriff's department personnel, parole officers, social workers, mental health professionals, and other law enforcement and child welfare services personnel) shall receive appropriate training on effective approaches to keeping children safe and well cared for when they are present at an arrest and/or live in the household of the arrestee.

**PROCEDURES FOR LAW ENFORCEMENT REPRESENTATIVES**

**Prior to the arrest warrant being issued**

Law enforcement personnel from the agency initiating the arrest process will take steps to determine if children may be present in the household, including but not limited to:

1. Contacting child welfare services and inquiring if they have had any contact with the household.
2. Recording any visible evidence of children if observations of the household are done prior to the request for an arrest warrant.

**At the time of arrest**

All arrestees are to be asked if there are children presently living in the household. Arresting officers will also observe all rooms and exterior yard areas for signs that children may be living in the household.

Whenever possible, if children are known to be present in the household, the timing of the arrest will be when these children are not physically present.

When children are physically present during the arrest, the arrest is to be made away from of the children, if possible. One officer will be designated to provide a consistent presence to these children, offering reassurance and an explanation of what will happen to them, as appropriate.

Arrangements will be made at the time of arrest for the most appropriate way to care for the children. These arrangements may include:

1. Allowing the arrestee to contact a family member, friend or trusted neighbor to make arrangements for the children.
2. Contacting child welfare services or an agency participating in this partnership and requesting their assistance in finding an appropriate temporary caregiver.

3. Contacting child welfare services or an agency participating in this partnership and requesting their presence at the arrest scene, so that the children may be taken into protective custody.

Under no circumstances will the arresting officer designated to stay with the children leave the household until appropriate temporary care arrangements have been made for them, and the physical transfer to their temporary caregiver (including child welfare services, when appropriate) has been completed.

If children are at school or at a known location outside the household at the time of arrest, the arresting officers will contact the school or other known location and advise the principal or appropriate responsible adult of the parent's arrest and arrangements being made for the care of the arrestee's children.

Only when all other options have been exhausted are children to be transported to the police station, transported in a patrol car, taken into formal child protective custody, or otherwise subjected to situations that may cause fear, confusion or additional trauma.

**After an arrest**

The police report will include information about whether children were present at the arrest and/or are currently living in the household. For all arrests where children were present and/or are living in the household, the report will include pertinent information about these children, including their names, gender and ages, and how they were placed. This information is to be kept confidential and only released to authorized representatives of the arrestee or agencies partnering on this protocol. The contact information of the person and agency designated to follow up with the temporary caregiver as appropriate will also be listed.

Police reports of all arrests where children were present and/or are currently living in the household will be regularly reviewed by designated members of this partnership to evaluate how the safety and well-being of these children was ensured at the time of arrest, and to discuss any challenges or changes needed to improve the treatment of children affected by arrest. This will require consistent inclusion of appropriate information on the arrest report.

**PROCEDURES FOR CHILD WELFARE SERVICES REPRESENTATIVES (AND OTHER PARTNERING AGENCIES)**

**Prior to the arrest warrant being issued**

If contacted by law enforcement representatives prior to their initiating an arrest, child welfare services personnel will respond by:

1. Promptly providing as much relevant information as possible about any contact they have had with the household.
2. Making arrangements for a designated person from child welfare services or another agency participating in this partnership to be available or on call at the time of an arrest in which children are likely to be present, in order to provide assistance to the officer designated to stay with these children until arrangements are made for their care.

**At the time of arrest**

If contacted by law enforcement at the time of arrest, the designated person from child welfare services or the partnering agency will assist the officer designated to stay with children present at the arrest to make arrangements for their care. This assistance will include any or all of the following:

1. Consulting by phone with the designated officer as she/he determines whether to allow the arrestee to contact a family member, friend or trusted neighbor to make arrangements for the children.
2. Contacting appropriate temporary caregivers on behalf of the children and making arrangements for their transfer and care from the arrest scene, school, or other known location.
3. Going to the arrest scene, staying with the children, transporting them directly to their temporary caregiver, or taking the children into temporary protective custody if necessary.
4. Going to the school or other known location and transporting the children to their temporary caregiver or taking them into protective custody if necessary.

Under no circumstances will the child welfare services representative or alternative partnering agency, contacted by an officer at an arrest scene, refuse to provide assistance.

Assistance is to be provided in a timely and cooperative manner, and unless there are mitigating circumstances, it is to be provided within one hour of contact by the designated officer.

Only when all other options have been exhausted are children to be transported to the police station, transported in a patrol car, taken into formal child protective custody, or otherwise subjected to situations that may cause fear, confusion or other trauma.

**After an arrest**

The designated person from child welfare services or another agency participating in this partnership is responsible for assessing the need for following up with the temporary caregiver and coordinating any needed care with the appropriate agencies. The person who responded to the request for assistance from law enforcement officers will prepare a report, which is to be reviewed periodically by the designated representative within the agency. This report will include, at a minimum, pertinent information about the children, including their names, gender and ages, and how they were placed. This information is to be kept confidential and only released to authorized representatives of the arrestee or agencies participating in this partnership.

**AUTHORIZATION**

The department and agency heads listed below have authorized this protocol. It will remain in place until further notice.

*[List all participating agencies and departments, with signatories of each, and date signed.]*

## Appendix iv

San Francisco Police Department's Time of Arrest Protocol Pocket Card

**Screening Procedures**

**Prior to releasing child to a designated adult:**
Officer will conduct background check for 290 registration or violence against children. (Not applicable to out-of-custody parent absent court order.)

***Always contact CPS at 558-2650 for expedited response prior to placing child with adult other than non-arrested parent. CPS will screen for history of child abuse or active CPS cases.***

**Document**
in report, information about all children present at the scene or otherwise the responsibility of the arrestee, including:
1) names, gender, ages
2) names and contact information for adult(s) with whom children are placed
3) names of CPS worker and SRO or principal, if child is at school
4) other family members parent identifies as potential placements
5) medical info (allergies, medications, doctor)

**Offer**
older children and/or their caregivers basic information about post-arrest process.

**Keeping Childen Safe at the Time of Arrest**
**Reference: Departmental Bulletin 09-014**

**AT THE SCENE**

**Determine**
whether children are present or currently living in the residence, at school, or otherwise the responsibility of the arrestee. (Ask and observe -- toys, clothing, formula, diapers, bunk beds, etc.)

**Reassure**
when safe to do so allow parent to assure children that they will be okay and explain what is happening.

**Question/handcuff parents out of the presence of the child(ren)**
whenever possible, as officer safety permits.

**Ensure the safety of the child(ren)**
using the following means:
If another parent or guardian is not present at the scene,
1) allow arrestee to make arrangements for child(ren);
2) assist in locating/contacting caregiver designated by parent;

**Screen**
Officers and CPS will screen the designated caregiver. (see reverse for screening procedure)
3) if unable to identify appropriate caregiver, contact **CPS at 558-2650** and make arrangements to transfer child to their care.

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## SFCIPP Timeline of Significant Events

**2001**

| | |
|---|---|
| March | Inaugural meeting of SCFIPP was held on March 29, 2001 with representation from SF Human Services Agency, CBOs, California Research Bureau, SF Sherriff's Department, UC Data, Stuart Foundation, and Zellerbach Family Foundation. |

**2002**

| | |
|---|---|
| January | Consultant hired by SFCIPP to conduct "What's Currently Happening" Research Project of what is happening now in San Francisco regarding incarcerated moms and their children (identify current programs, gaps in services, barriers to fill gaps and a systems flowchart). |
| October | Idea for a Bill of Rights for Children of Incarcerated Parents Bill is hatched. |

**2003**

| | |
|---|---|
| November | Children of Incarcerated Parents Bill of Rights is launched. |
| December | SF Public Defender's Office approaches Zellerbach with the idea of the Children of Incarcerated Parent's Social Worker in the Office of the Public Defender |

**2004**

| | |
|---|---|
| July | Public Defender's Office hires a specialist to work on Children of Incarcerated Parents issues. |
| October | Center for Young Women's Development Initiates development of Bill of Rights for Young Women in the SF Juvenile Hall. |
| | AB 194 is passed allowing parents to make three phone calls at time of arrest to ensure their child(ren)s safety. |

**2005**

| | |
|---|---|
| January | SFCIPP Part-time coordinator is hired. |
| | Rights to Realities Campaign is launched. |
| July | SF Board of Supervisors passes a resolution endorsing the Bill of Rights and encourages City Agencies across SF to work together to implement the rights. |
| August | SFCIPP website is launched. |
| | Time of Arrest Workgroup is organized based on the current research efforts being conducted by the California Research Bureau. |

**2006**

| | |
|---|---|
| January | Cuts in visiting at state prisons triggers SCFIPP to form a Visitation Workgroup focused on examining visiting policies and practices at the local level in the SF County Jail. |

2006 (continued)

April — California Research Bureau hosts conference: Keeping Children Safe When Parents are Arrested: Local Law Enforcement Approaches That Work.

After a presentation by the Y.O.U.T.H. Training Project at a SCFIPP meeting, a workgroup is assembled to discuss how to bring the voices of children and youth to the table – thus the beginnings of Project WHAT! (We're Here and Talking!).

The Center for Young Women's Development produces the video *My Life Chose Me*.

July — A draft of the Time of Arrest Protocol is developed with the SF Police Department.

September — Visitation Workgroup begins discussions with the SF Sheriff's Department about contact visiting between children and their parents.

AB 1942 is passed requiring the statewide Police Officer Standards and Training (POST) to create guidelines and a training video on child safety at time of arrest.

**2007**

January — SF Police Chief signs city-wide Time of Arrest Protocol Bulletin.

May — SFCIPP hires consultant to act as liaison between SF Sherriff's Office and FCS to improve visiting and implement consistent visiting policies.

July — Funding from Annie E. Casey Foundation allows development of a CIP Coordinator position at FCS.

July — Family to Family Consultant hired to work with FCS and SFCIPP to develop a tool kit to replicate HSA CIP project.

October — One Family Workgroup is established with representatives from SFSD, HSA, Public Defender's Office, CBOs, and the Courts. Initial goal is to establish meaningful contact visits for children in all 9 facilities of SF County Jail.

Chowchilla Express begins operation to bring children from throughout the state to visit their moms at remote prisons in Central California (Chowchilla).

**2008**

September — Community Works One Family Visiting Program is launched.

AB 2070 is passed increasing the time of reunification from 15 to 22 months if parent's incarceration is a significant factor in child's placement into the child welfare system.

December — SCFIPP begins conversations with the SF Adult Probation Department on a Family Impact Statement.

**2009**

May — Formal draft of questions for Probation Family Impact Statement is developed.

Joint Child Welfare/Police Department Time of Arrest Protocol Pilot trainings are conducted with two police precincts in San Francisco.

2009 (continued)

| | |
|---|---|
| September | Project WHAT! hosts the first ever PW Summit for Children of Incarcerated Parents. |
| | Family Impact Statement is formally incorporated into the SF Probation Department Pre-Sentence Report. |
| | California State Senate passes resolution encouraging government agencies to distribute the CIP BOR and encourages departments to use the BOR as a framework for analysis and determination of procedures when making decisions about services for these children. |
| October | SFCIPP team travels to NYC to present its work to newly establish NY CIP partnership. |
| | SB 118 is passed requiring social workers to include information about parental incarceration into the child welfare case management system. |

**2010**

| | |
|---|---|
| January | SF Reentry Council establishes Subcommittee on Families, Communities and Victims with many representatives from SFCIPP. |
| February | SFCIPP launches blog page. |
| April | SFSD launches a bus shuttle service from city center to a remote SF County jail facility. |
| May | SFCIPP team travels to Los Angeles to present its work to potential new LA CIP coalition. |
| June | SFCIPP creates program associate position to establish leadership role for CIP within coalition. |
| September | SB 962 is passed authorizing incarcerated parents to attend dependency court hearings about their children by video conference. |

**2011**

| | |
|---|---|
| January | SFCIPP representatives begin work with Alameda County leaders to launch an ACCIPP (Alameda County Children of Incarcerated Parents Partnership). |
| | Alameda County formalizes Children of Incarcerated Parents Partnership, based on the SFCIPP model. Solano and San Mateo Counties begin similar replication efforts. |
| | SFCIPP launches Facebook page. |
| April | Annie E. Casey Foundation publishes *When A Parent is Incarcerated: A Primer for Social Worker*, a toolkit for social workers serving CIP, authored by SFCIPP member Yali Lincroft and based on SF FCS' collaborative efforts with SFCIPP. |
| | SF Reentry Council's cites Bill of Rights in its statement of intent. |
| May | DCYF includes children of incarcerated parents in the community needs data collection. |

2011 (continued)

| | |
|---|---|
| June | SFCIPP begins tracking steep increase in inquiries from local constituents as well as other jurisdictions. |
| September | SFCIPP produces 10-year review of coalition efforts/ Rights to Realities Campaign. |
| October | Centerforce recognizes Zellerbach Family Foundation for its ground-breaking work on behalf of CIP, including its ongoing support of SFCIPP. |