

A Fully Integrated Child-Welfare System

As Utah's child-welfare and legal communities work toward a fully integrated child-welfare system that is focused on best practices, we are united in our commitment to protecting children and strengthening families. As such, we have come together to develop the following core principles that reflect our overarching goals of child safety, well-being, and permanency.

WE RECOGNIZE THAT IT IS OUR RESPONSIBILITY TO ENSURE THE FOLLOWING:

Core principles:

- Our interventions preserve and create safe family and community connections in ways that minimize loss, harm, and disruption.
- Children and families receive early, intensive family engagement, advocacy, and access to services and supports.
- All participants are empowered and valued within a trauma-informed environment that amplifies family voice.
- Children and families are served by highly-skilled professionals, including the judiciary, attorneys, child-welfare staff, foster parents, and other community partners.
- All participants experience hearings and judicial orders that are consistent, of high quality, embody best practices, and afford all participants due process of law.
- All participants are committed to providing families with an experience that is safety-driven, compassionate, transparent, and forward-moving.
- Our interventions in the lives of children and families will be effective and individualized regardless of race, ethnicity, religion, cultural heritage, country of origin, gender, sexual orientation, or socioeconomic status.

These core principles embody a collaborative, cross-system, statewide child-welfare transformation, supported by the following Utah child-welfare professionals:

- ▶ Board of Juvenile Court Judges
- ▶ Juvenile Court Improvement Program
- Office of Guardian ad Litem and Court Appointed Special Advocates
- Department of Human Services
- Utah Attorney General's Office, Child Protection Division
- Parental Defense Alliance of Utah
- Division of Child and Family Services
- Lokken & Associates, P.C.

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Introduction

These guiding practices represent how to implement the established core principles for Utah's child-welfare system. As we developed the core principles, it became apparent that in order for these principles to transform and be reflected in our child-welfare system, they require practical, action-based steps and implementation strategies to ensure that our daily child-welfare practices promote and reflect these principles.

They should guide the overall operation of our child-welfare system and be reflected in the delivery of all services and interventions to children and families. They are centered on the belief that child safety, well-being, and timely permanency are shared responsibilities of those within our child-welfare system. The goal is to strengthen families and increase child safety and well-being while reducing the number of children in foster care and the length of time any family has contact with the child-welfare system.

It is intended that these guiding practices will be updated to ensure their content reflects current best practices and supports our work towards a fully integrated child-welfare system. The Court Improvement Program (CIP) Steering Committee comprised of representatives from the Juvenile Court, Division of Child and Family Services, Parental Defense Alliance of Utah, Utah Attorney General's Office Child Protection Division, and Office of Guardian ad Litem and CASA will have a process for reviewing and updating these guiding practices at least once a year. If you have any comments or feedback to these guiding practices, please email Bridget M. Koza, CIP Coordinator, at *cip@utcourts.gov*, so that the CIP Steering Committee can consider it during their review process.



Equity and Cultural Humility

The clients and professionals within our child-welfare system are a diverse group of people, each with their own set of values and expectations. It is well-documented that certain racial and ethnic minorities are overrepresented in the child-welfare system, including Black and Native American families, and that racial disparities occur at various decision points throughout the child-welfare process.

Regardless of your role in the child-welfare system, whether attorney, judge, social worker, or other professional it is important to address your own and others' biases to ensure they do not drive decisions in child-welfare cases. The first step to reducing or preventing implicit bias in our decision-making process is to acknowledge and explore it. When we learn about our own biases, we can develop strategies, skills, and tools for dealing with them when they emerge. The practice of cultural humility can help address biases because it is a process of self-reflection and discovery that challenges individuals to not only learn about other people's culture, but to critically examine our own beliefs and cultural identities. It is important to avoid imposing our own personal values upon families, and take into account how racial, cultural, social, economic, or any other differences may affect our relationships with children and families.

The Courts Catalyzing Change: Achieving Equity and Fairness in Foster Care Initiative was a partnership between the National Council of Juvenile and Family Court Judges and Casey Family Programs to reduce racial disproportionality and disparities in the child-welfare court system. A bench card was created for judges to use at shelter hearings. The bench card includes reflection questions that encourage the judge to pause and think about his or her own decision-making process. Here are the reflection questions — though they are written for judges to consider, everyone in the child-welfare system can use them to reflect upon any conclusions about or decisions made with regards to a family:

- What assumptions have I made about the cultural identity, genders, and background of this family?
- What is my understanding of this family's unique culture and circumstances?
- How is my decision specific to this child and this family?
- How has the court's past contact and involvement with this family influenced (or how might it influence) my decision-making process and findings?
- What evidence has supported every conclusion I have drawn, and how have I challenged unsupported assumptions?
- Am I convinced that reasonable efforts (or active efforts in Indian Child Welfare Act (ICWA) cases) have been made in an individualized way to match the needs of the family?
- Am I considering relatives as preferred placement options as long as they can protect the child and support the permanency plan?
- Have I placed the child in foster care as a last resort?
- How have I integrated the parents, children, and family members into the hearing process in a way that ensures they have had the opportunity to be heard, respected, and valued? Have I offered the family and children the chance to respond to each of the questions from their perspective?
- Is this family receiving the same level and tailoring of services as other families?
- Is the parents' uncooperative or negative behavior rationally related to the involvement of the Agency and/or the Court?

Trauma-Informed Services

Even before involvement with the child-welfare system, many parents and children have experienced toxic stress (or trauma).⁹ Addressing trauma while avoiding the infliction of further trauma must be the primary focus of our efforts to help the families we serve.¹⁰

Experiencing maltreatment and being removed from their homes are traumatic experiences for children. These experiences can cause children to develop feelings of worry and confusion as well as a loss of identity, self-esteem, and a sense of belonging. This can also lead to body dysregulation, difficulty managing emotions, cognitive impairment, and multiple long-term health consequences. These experiences do not have to dictate a child's future. When negative early experiences occur concurrently with protective factors, there is an opportunity to promote resilience. The following are protective factors:

- Support from family, friends, people at school, and members of the community;
- A sense of safety at home, at school, and in the community;
- High self-esteem and positive sense of self-worth;
- Self-efficacy;
- Spiritual or cultural beliefs, goals, or dreams for the future that provide a sense of meaning to a child's life;
- A talent or skill in a particular area (e.g., excelling in school or in a sport); and
- Coping skills that can be applied to varying situations.

Also, the children who end up doing well are most often those who have at least one stable and responsive relationship with a parent, caregiver, or other adult.¹⁶ These relationships provide the support and protection to children's lives that both buffer them from developmental disruptions and help build key skills.¹⁷ These include the ability to plan, regulate behavior, and adapt to changing circumstances.¹⁸ This enables children to respond to adversity and thrive.¹⁹

Also, a parent's own trauma history — either past or present experiences — can affect not only their ability to care for their children but also their ability to work effectively with their caseworker and respond to the requirements of the court.²⁰ We need to be aware of potential trauma 'icebergs' that may be hidden beneath the surface of parents' behavior.²¹ Knowing how trauma can manifest in difficult behaviors can helps us strategize about how best to engage parents in case planning and meeting case goals.²² See Attachment A for a chart on how trauma can affect a parent's thinking and behavior.

Trauma-Informed Services Continued

It is also important to be aware of historical trauma, a form of intergenerational trauma experienced by a specific cultural, racial, or ethnic group.²³ It is related to major events that oppressed a particular group of people, e.g., the violent colonization of Native Americans, slavery, genocide, and forced migration.²⁴ Descendants, who have not directly experienced a traumatic event, can still exhibit the signs and symptoms of trauma, such as depression, low self-esteem, anger, and self-destructive behavior.²⁵

As attorneys, it's important to understand how trauma may affect a client's behavior so you can modify your approach with them, prepare them for court hearings in ways that reduces the likelihood of a traumatic response, and advocate for them in ways that empowers them and helps build a sense of safety and resiliency.²⁶

For judges, courtrooms should be safe spaces that are used to promote healing for children and families through positive interactions. Specific ways to engage parents and children in their hearings to reduce stress and help them feel safe include:

- Speaking directly to the party;
- Addressing the party by name;
- Treating everyone in the courtroom with respect;
- Giving parties an opportunity to be heard; and
- Allowing parties to make choices, which could be as simple as asking children and parents what time of day they would prefer to come to court.²⁷

Also, there are two critical judicial determinations that can be tools to prevent further trauma to children and families: reasonable efforts to prevent removal and reasonable efforts to finalize the permanency plan.²⁸



Family Engagement

When a family becomes involved in our child-welfare system, it can be difficult for a parent to fully trust the caseworker, a problem further compounded depending on the parent's understanding of how the child-welfare system works.²⁹ A lack of trust and familiarity can create significant barriers to engagement and impede elements of case planning, including the identification of a family's strengths, needs, and resources.³⁰

We must ensure the decision-making and planning process is family-driven with children and families as an integral part. Effective family engagement is at the heart of child welfare.³¹ The voices of parents, children, and other caregivers will be centered and elevated at each stage of the child-welfare process and proceedings. We will actively engage families early and with a sense of urgency so they are supported and empowered to meet their children's safety and well-being needs, and their own, through empathetic listening, compassion, and respect.³²

Positive parental, child, and family engagement are critical to successful outcomes.³³ When families are included in the decision-making and planning process, we enhance the fit between needs and services, and increase the likelihood of family participation in services and case plan completion.³⁴ We succeed when we encourage and empower families to be their own champions, and work towards family-driven case goals based on their specific strengths, resources, and needs.³⁵

One strategy to promote family engagement is to provide parents with the ability to choose from a defined set of options rather than imposing a single option.³⁶ We also need to provide timelines to help them understand what is likely to happen and what they need to do.³⁷ These both help to engage families by conveying respect.³⁸ Another strategy is to ensure that caseplanning meetings are arranged around the family's availability and are utilized to engage the family in case-planning discussions.³⁹

Supports & Services

We will take a family-centered approach when providing services and support. Each family is both unique and diverse. We must tailor services to their strengths and needs by respecting their economic circumstances, beliefs, culture, values, practices, and traditions. This sends a clear message about the family's value by reassuring them that they know their own challenges and needs best. Providing tailored services improves our child-welfare system's ability to respond to the actual conditions that contributed to the family coming to the system's attention.

Service receipt can affect reunification (if it is the permanency goal), so it is important that we all ensure that families' needs are correctly identified and addressed.⁴⁰ In one study, more than one-third of parents seeking to reunify were ordered to receive services for problems they were not identified as having.⁴¹ This can overburden parents already dealing with complex issues and diminish their ability to improve family functioning, which could lead to extended time in care for children.⁴²

We also seek to enhance the family's support network so there are enough resources in place to deal with the underlying causes of the maltreatment that brought the family to the attention of the child-welfare system.⁴³ We can do this by seeking and strengthening informal and formal community supports and resources so that we build community around vulnerable families and increase their safety capacity.

Front-Loading Service Delivery

Because the law does not give parents a long time to complete services required for reunification, parents need to get involved in services as soon as possible.⁴⁴ The longer children remain in out-of-home care, the less likely it is that they will be reunified with one or both parents.⁴⁵ Early and intensive permanency and service planning and implementation are critical to promoting expeditious reunification.⁴⁶ This "front-loading" approach is also aimed at generating early momentum in a case.⁴⁷ When we focus on the first 60 days post-removal, it creates an appropriate sense of urgency, capitalizes on parties' optimism at the beginning of the case, and sets the direction towards reunification from the outset.⁴⁸

The use of early family engagement and assessments is associated with many positive family outcomes, including higher levels of reunification, reduced re-abuse, increased kinship placements, and increased placement stability.⁴⁹ Also, parents' early cooperation and involvement in the development of a service plan is predictive of better outcomes because it emphasizes developing a positive relationship with the parent, it focuses on strengths and needs that are most relevant to the case, and it involves the parents in selecting the targets for service plans.⁵⁰

"Front-loading" for the courts includes establishing a process that encourages cooperation and problem-solving from the outset of the court proceeding.⁵¹ Research shows that front-loading procedures help to increase the quality of safety and case planning, reduce the length of time children remain in temporary placements, and ensure hearings themselves are more substantive and meaningful.⁵²

For attorneys, using the Cornerstone Advocacy model (in conjunction with preparing for trial) during the first 60 days of a case can help promote reunification.⁵³ Cornerstone Advocacy is a practice approach, created by Center for Family Representation (CFR) in 2004, that devotes intense advocacy, when children are in foster care, around:

- Placement options that support a child's connection to family and community;
- Family time arrangements where families spend as much time as possible with as little supervision as is necessary, out of the agency whenever possible, and doing activities that mimic family life;
- Service planning creating plans that are not duplicative or burdensome and that truly build on a family's strengths; and
- Teaming working together at Child and Family Team Meetings (CFTM) to keep the case progressing.⁵⁴

The CFR wrote an article detailing the small adjustments an attorney can make, even with a busy caseload, to incorporate the Cornerstone Advocacy model into his or her practice along with specific advocacy strategies and timeframes for pursuing them.⁵⁵ Families whose attorneys used the Cornerstone Advocacy model reunited more frequently and had fewer instances of re-entry than attorneys who did not.⁵⁶

Sequenced Service Delivery

One way to help parents and children is to change how we develop case plans so that we focus on incremental steps and sequenced service delivery.⁵⁷ The capacity to make plans, follow them, evaluate progress, and make necessary modifications requires self-regulation and executive function.⁵⁸ Parents and children involved in the child-welfare system may need help developing and practicing these skills due to experienced adversity and trauma.⁵⁹ We need to ensure that service plans are broken down into steps and supported by reminders and feedback, especially positive feedback to reinforce progress. This can both encourage short-term success and help to develop skills over the long term.⁶⁰

We should also limit the number of services and activities families are expected to participate in at one time. A family's needs may require a sequence of services over time, rather than participation in numerous programs simultaneously. When we simplify and streamline processes, we reduce the demands on a parent and child's limited and easily-depleted attention resources. During the planning process it is also important to reduce any environmental stressors (such as dangerous housing conditions, urgent unpaid bills, or insufficient food) by addressing those basic needs. When we reduce the immediate burden of stress upon parents it allows them to focus on long-term priorities, such as building the skills needed to care effectively for their children.

Harm of Removal

While we recognize that removal may be necessary in some cases, it carries significant risks to the child and family in *all* cases.⁶⁶ Removing children from the custody of their parents harms them emotionally, developmentally, and socially.⁶⁷ Even when removed from dangerous environments, children suffer from loss and ambiguity.⁶⁸ It is a life-altering event for all those involved.⁶⁹ Studies have found better outcomes for similarly situated children living at home than those entering foster care.⁷⁰ It is the child-welfare system's responsibility to keep children in the home whenever safely possible, and remove only when absolutely necessary.⁷¹

Reasonable efforts require first focusing on preserving and strengthening families and on preventing the need to place children outside of their homes.⁷² To that end, when we assess safety, we need to avoid confusing it with risk.⁷³ This involves asking whether the danger can be removed, rather than the child.⁷⁴ Because determining whether a child is safe and whether they should be removed from the situation are two separate questions.⁷⁵ An out-of-home safety plan — i.e. a placement with a relative, foster home, or other court-ordered placement — becomes necessary when an in-home safety plan is not sufficient, feasible, or sustainable.⁷⁶ Judges often are in the best position to provide immediate feedback on removal decisions on a case-by-case basis through careful vetting of removal petitions.⁷⁷

Safety-Driven Decision-Making

Once a family becomes involved in our child-welfare system, safety should drive our decision-making. The most important question in many child-welfare cases is not whether a parent "neglected" his or her child, it is whether and when the child can safely live at home with his parents.⁷⁸ Because at the end of the day, parents do not need to be perfect, but they must be safe.⁷⁹

Safety planning is a shared responsibility, but ultimately the court must make critical safety decisions, such as when to remove a child and when to return a child home.⁸⁰ The American Bar Association's Child Safety Guide for Judges and Attorneys provides clear standards for judicial decision-making regarding child safety.⁸¹

Safety is fundamentally a function of identifying threats, determining the child's vulnerability to those threats, and then balancing the threats to which the child is vulnerable against the available protective measures.⁸² Good decisions about safety require extensive information about the family, including: the extent of maltreatment; circumstances contributing to the maltreatment; the child's vulnerabilities and strengths; the attitudes, behavior, and condition of parents; and how parents care for and discipline the child.⁸³

Safety-driven decision-making demands that, at every stage of the child-welfare process, we are continually asking and answering the following questions:

- ◆ If the child is maintained in their own home "What would it take for the family to be safely independent of formal child-welfare services?"
- ◆ If the child is out of the home and the permanency plan is reunification "What would it take to safely return the child home today?"
 - Also, ask "would you remove the child today?" If you wouldn't, then it is likely that the child can return home with services.
 - We ask these questions because children should not remain in foster care until the case plan is completed.⁸⁴ Once it is safe, they should return home.⁸⁵
 - Also, assessing child safety is relevant not only at the point of initial removal, but also when developing and approving an effective case plan and when determining whether a child can be reunified with parents or should achieve a different form of permanency (e.g. adoption or guardianship).86
- If a child has a permanency plan other than reunification "What would it take to safely place this child in a stable and permanent home?

Answering these questions requires us regularly to assess the safety of the family and home where the child would return, and have frequent, quality family time between parents and children to gather information to inform safety assessments.⁸⁷ We also need to utilize appropriate safety plans and safety-related services that allow for timely reunification.⁸⁸

Reunification-focused

If a child has been removed from the care of his or her parents, reunification with the parents is the preferred initial permanency goal, except in cases where aggravated circumstances exist. 89 Most parents want to be good parents and have the strength and capacity, when adequately supported by family or other social supports, to care for their children and to keep them safe. 90 When children cannot be reunified with their parents, permanency with extended family rather than strangers should be prioritized. 91

Foster Care is a Support for the Entire Family

We want to change the foster-care experience for children and parents so it strengthens families, supports healing, and promotes timely reunification where appropriate. Our childwelfare system is a family-support system where foster care is a champion for the entire family; it is not a substitute for parents or an expedited conduit for adoption. It is a tool to improve parent engagement, enhance parental capacity to meet their children's needs, and achieve safe, timely reunification.

Achieving the best feasible partnership between parents and resource families promotes the stable and consistent caregiving needed to help children manage short-term transitions, such as family time with parents, as well as changes in caregiving brought about by reunification or adoption. Assistant Attorneys General (AAGs), Guardians ad Litem (GALs), and parental defense attorneys all play an important role in supporting and strengthening a collaborative, mentoring relationship between parents and resource families.

We can create a reunification-focused relationship between parents and resource families by creating opportunities for them to meet around the time of placement based on the families' circumstances and ensuring safety for all.97 We can also work with them to develop a coparenting relationship where they define roles, safety boundaries, communication with each other, and shared parenting activities specifically for the child.98 It is also important we support kin resource families in navigating their relationship with parents due to foster-care placement. We know that kin placement can provide an opportunity for more parent-child involvement, but it may also present challenges, depending on family dynamics.99



Kinship Placement and Maintaining Family Connections

We believe in a kin-first culture that prioritizes placement with relatives or close family friends, and supports an ongoing and diligent the search for relatives. 100 Placement with non-kin is a last resort when ongoing efforts have failed to locate, engage, and support safe relative placements. We define "family" broadly to include parents, relatives, and those who are not related by blood but who have a close and meaningful relationship with the child. By placing children with relatives or someone familiar to them, we can reduce the overall trauma of removal and placement by keeping them connected to their family, their community, and their culture. 101

Decades of research confirms that children who cannot remain with their parents thrive when raised by relatives and close family friends.¹⁰² Children placed with kin have better outcomes in terms of: greater placement stability; fewer emotional and behavioral problems during placement; and more connections to their biological family, culture, and communities.¹⁰³

The early identification of relatives is important. When courts and agencies have not conducted thorough relative searches and reunification is ruled out, they can be faced with the difficult choice of deciding between permanency with the resource parent and a relative who is appropriate but did not previously know of the child's need for a permanent home.¹⁰⁴

See Attachment B for a list of actions that can be used to build a kin-first courtroom.

The search for relatives should include:

- Engaging the legal mother and father and the child (if the child is of the maturity and age to verbalize their wishes) regarding available kin, preferences, etc.;
- A full genogram of paternal and maternal family members;
- A check of SAFE system, ORS, Vital Records, E-share, Facebook, and CLEAR; and
- Ongoing CFTM involvement of parents and extended family that allows the family to influence all placement decisions to the greatest extent allowable.¹⁰⁵

This process should also be ongoing, as appropriate.

Relatives and other friends can also be utilized as a support for the family throughout the entirety of the case. It is important we work to build, support, and strengthen these existing relationships.¹⁰⁶ This type of support is essential for adults who need to make substantial changes in their own lives, as is typical in many child-welfare cases.¹⁰⁷

Given the importance of sibling relationships and the positive outcomes ¹⁰⁸ they can generate, it is crucial for siblings to be placed together or, if that is not possible, seek ways for them to remain connected while they are in foster care, post-permanency, or after they have aged out of care. ¹⁰⁹

Maintaining Social and Cultural Connections

When children are removed from their home, it separates them from their parents, siblings, extended family, friends, community, and school. Thus, it is important for children to have some sense of normalcy and be connected with familiar things. Our child-welfare system prioritizes maintaining as many social, communal, and cultural connections as possible, when they do not compromise a child's safety and well-being.¹¹⁰ These relationships allow a child to develop resiliency and to work through and overcome the trauma they have experienced.¹¹¹

The default is that children will remain in their school, when removed from their home or change placements, unless it is not in their best interest. If a school change is in a child's best interest, then the child should be immediately enrolled in a new school even if they do not have the required school records to enroll. It is the responsibility of the new school to obtain the child's school records from their previous school. We should also make every effort to maintain any social connections the child had through their old school, as appropriate Its This may include, but is not limited to: sports, clubs, dance, art, drama, music, and volunteer work.

Family Time (or Visitation)

Research on parent-child contact consistently shows that family time is fundamental to timely reunification¹¹⁶ and permanency. Family time is essential for a child's well-being and helps mitigate the trauma of an out-of-home placement.¹¹⁷

Family time should be liberal and presumed unsupervised unless there is a demonstrated safety risk to the child. To promote meaningful family time, it should be conducted in the least-restrictive environment available that supports the child's safety, with the level of supervision a family requires determined on a case-by-case basis. The Family time should be conducted in child-friendly places conducive to parent-child interaction and engagement, organized around activities that reflect the routine activities of the family, and progress through reduced supervision and increased frequency.

Child and Family Teams should use creative problem-solving to increase family time so that one hour, once a week is not the default. We should consider individuals outside of DCFS staff, including kin or other community members, who may be available and appropriate, to facilitate more frequent family time. While in-person family time is preferred, additional forms of family time should be utilized to maintain and enhance on-going connection with parents and children. For example, parents should be encouraged to participate in the child's normal day-to-day activities. The parent should be told about all doctor and school appointments as well as extracurricular activities so that they can go even if the parent and child do not get to interact at these events.

Recruiting, Training, & Retaining High-Quality Professionals

When families come into contact with the child-welfare system, nothing has the power to impact them more than the professionals who serve and work with them every day. ¹²³ A competent, stable, and high-quality workforce is important to providing children and families with the supports they need to stabilize, reunify, and thrive. ¹²⁴ We are committed to recruiting, training, and retaining high-quality professionals and using multi-disciplinary trainings as an effective tool in sharing best practices and child-welfare expertise.

DCFS is committed to providing qualified, trained, and skilled staff, supported by an effectively structured organization that helps ensure positive outcomes for children and families. We understand that children and families need a relationship with an accepting, concerned, and empathetic worker who can confront difficult issues and effectively assist them in their process toward positive change. DCFS' practice model creates this environment. It is based on the seven principles of protection, partnership, permanency, cultural responsiveness, organizational and professional competence, and development. The practice model training emphasizes the importance of maintaining the parent-child relationship whenever possible, the preference for providing in-home services over taking a child into protective custody, and the importance and priority of kinship placement in the event a child must be taken into protective custody.

High-quality legal representation for parents, children, and child-welfare agencies is one of the most important systemic safeguards to avoid unnecessary removals, overly long stays in foster care, and trauma to parents and children. AAGs, GALs, and parental defense attorneys need to be well-trained because the child-welfare court system works best when all parties are represented by high-quality, well-trained lawyers. For local practice standards, Utah Code specifies the duties and responsibilities of GALs and the Indigent Defense Commission adopted Core Principles for Appointed Attorneys Representing Indigent Parents in Child Welfare Proceedings. Further, the American Bar Association has published practice standards for agency representation, child representation, and parent representation that promote uniformity, increase the quality of representation, and discuss the requisite training content that attorneys should receive. The Family Justice Initiative also has published the attributes for high-quality legal representation of children and parents in child-welfare proceedings.

For judges, the National Council for Juvenile and Family Court Judges' Enhanced Resource Guidelines sets forth principles and best practices that should guide juvenile court judges and provides tools to achieve key principles of permanency planning for all children and families. The American Bar Association also published Judicial Excellence in Child Abuse and Neglect Proceedings¹³² which provides principles and standards to promote judicial excellence in childwelfare proceedings.

Quality Hearings

Court decisions in child-welfare proceedings are serious and life changing.¹³³ Essential to the court's decision-making is having quality hearings where there is:

- Judicial engagement of parents and children;
- A hearing process that is experienced as fair;
- The presence of parents, age-appropriate children/youth, and other participants;
- Active legal representation;
- Appropriate and clear verbal judicial orders and findings; and
- A sufficiently thorough on the record discussion of a variety of topics related to children's safety, permanency, and well-being as well as parents' needs and progress.

Pro forma hearings fall short of the judicial oversight required and may contribute to child safety concerns; prolonged foster care stays; delays in reunification, adoption, and other permanency outcomes; poor child and youth well-being outcomes; and unnecessary financial costs to the government.¹³⁵

Procedural Justice & Engagement

The courtroom should be a place where all who appear are treated with respect, patience, dignity, courtesy, and as part of the problem-solving process. When a party experiences a sense of fairness, they will be more likely to comply with court orders, return for further hearings, and trust the system. In assessing what procedures are "fair," there are four key factors:

- 1 Voice having one's viewpoint heard,
- Neutrality unbiased decision-makers and transparency of the process,
- 3 Respectful treatment individuals are treated with dignity, and
- Trustworthy decision-makers the view that the decision-maker is compassionate and invested in helping.¹³⁸

See Attachment C for a list of actions that can be used to build a court process that embodies these four key factors of procedural justice.

Children and parents must have the opportunity to be present in court and meaningfully participate in the court process.¹³⁹ This requires that courtrooms be culturally responsive.¹⁴⁰ Judges and all professionals must ensure that families are appropriately engaged in and understand the judicial process, the timelines that apply to cases, and the court's orders and expectations.¹⁴¹ Judicial engagement of parents in hearings is associated with positive case processing and child-welfare case outcomes, such as better placements (e.g., less stranger foster care),¹⁴² predicted attendance at subsequent hearings,¹⁴³ likelihood of placement with parents at the review hearing if there was judicial engagement at shelter hearings,¹⁴⁴ higher levels of reunification,¹⁴⁵ decreased time to adoption,¹⁴⁶ and overall, decreased time to permanency.¹⁴⁷

Reasonable Efforts to Prevent Removal, Reunify Families, & Achieve Timely Permanency

It is the responsibility of all parties and judges to ensure that required reasonable efforts and active efforts in ICWA cases are made by DCFS to prevent removal, reunify families, and achieve permanency for children. The judicial determination that reasonable efforts were made to prevent removals provides an incredibly powerful tool to keep families together and prevent trauma to children. Where out-of-home placement is necessary, the reasonable efforts determination to finalize the permanency plan is the second critical tool for expediting reunification or other safe permanency options and minimizing trauma to parents and children. These tools provide all participants with the opportunity to change the outcomes for the families and children that experience our child-welfare system.

The reasonable efforts to prevent removal finding is the judge's opportunity to fully assess the efforts that have been made to engage the family in services and supports that would have either eliminated the safety threat prior to foster-care placement or allowed the child to return home immediately.¹⁵⁰ These findings powerfully communicate whether the court is satisfied that foster care is used only as a last resort and not simply as the most expeditious intervention and provides guidance about the court's expectations for immediate service delivery, whenever possible.¹⁵¹ A judicial finding that it was reasonable to make no efforts to prevent the placement should only be made if there are no other reasonable means to protect the child from an imminent safety threat.¹⁵²

Attorneys and judges should use the reasonable (or active) efforts mandate to ensure the parents have a fair opportunity to reunite with their children (if reunification is the permanency goal) and that children reach permanency in a timely fashion. Reasonable (or active) efforts should be discussed at every hearing. Reasonable (or active) efforts does not mean cookiecutter case plans with the same referrals for the same services being provided to every parent regardless of their individual needs. Attorneys and judges need to raise the reasonable (or active) efforts issue when either services are unavailable or have long waiting lines. Attorneys should let judges know that the service must be provided in a timely fashion and that failure to do so is a violation of the reasonable (or active) efforts to reunify mandate.

ATTACHMENT A How Trauma Can Affect Parents' Thinking and Behavior 158

What behaviors do you see?

Puts themselves or their child in risky situation; misses visits, court dates, and appointments; and has difficulty completing the case plan

Misses visits, court dates, case conferences, appointments with the child

Appears disinterested in reunification efforts, seems "checked out," is uncooperative, relapses

Appears "on guard" and on edge, agitated, or impulsive; overreacts, displays angry outbursts, confronts others

Has difficulty in relationships with attorney, service providers, foster parent; is uncooperative; pushes helpers away

Displays resistant behavior, emotionally disengages, takes a helpless stance, appears overwhelmed and paralyzed

How is it related to trauma?

Difficulty with Decision-Making and Judgement: Trauma negatively affects the parts of the brain involved with planning, evaluating situations, thoughtful decision-making, and problem-solving.

Re-Experiencing Trauma – Avoidance: People with trauma histories may re-experience past traumas when "triggered" by memories. They may avoid places and people who remind them of traumatic experiences and places that feel unsafe.

Re-Experiencing Trauma – Disconnecting: Trauma can cause people to disconnect from strong negative emotions and to disengage from triggering experiences.

Hyperarousal: Trauma can impair the body's stress system so it is on constant high alert. This causes people to overreact to even ordinary stress and to be overly focused on threats in the present.

Negative Self-Concept and Difficulty with Trust: People who experienced abuse and neglect in childhood commonly internalize the way they have been treated by others, experiencing strong feelings of shame and viewing themselves as "damaged goods."

Feelings of Powerlessness: Childhood experiences of victimization cause profound feelings of helplessness and hopelessness. The court setting, hearings, legal process, interacting with authority figures, case conferences – these can all trigger profound feelings of lack of control.

ATTACHMENT B Building a Kin-First Courtroom

Judges can ask the following guestions to create an expectation for a kin-first culture:159

- What is preventing a kinship placement now?
- What reasonable efforts were made to place siblings together?
- Ask the agency at each and every hearing: What efforts has the agency made to identify and locate kin? What efforts have been made to engage kin beyond a notice letter so that they may be part of a child's life?
- Ask the parents and child(ren) at first and all subsequent hearings to give the court information about their important family connections.
- Has the agency explained all possible placement options to kin (i.e., guardianship, adoption, foster care, etc.)?
- Order a family time plan not only for parents, but for siblings and relatives so children can maintain family connections.
- Ask whether ICWA applies and ensure the agency makes efforts to identify appropriate placements.

ATTACHMENT C

Parental Engagement Strategies for the Courtroom

A list of actions that is used to build a court process that seeks to connect with parents by giving them a voice, ensuring their understanding of decisions, reaffirming their confidence in the process and preserving their dignity.¹⁶⁰

- Allow litigants to bring phones into the courthouse or provide free storage areas.
- Create a welcoming courthouse/courtroom environment (e.g., family-friendly waiting room).
- Clearly state the court's rules in a respectful and transparent manner.
- Display artwork to make courtroom more family-friendly.
- Start court hearings on time. Provide an estimate of wait times.
- Apologize for lengthy delays.
- Introduce yourself by name.
- Address parents by name (not "mom," "mother," or "respondent").
- Personalize interactions make eye contact.
- Use open-ended questions and listen to answers.
- Ask parents and youth to repeat back their understanding of key decisions.
- Write information, such as the requirements of a treatment plan, on visible dry erase boards in addition to stating them out loud.
- Provide an opportunity for parents and youth to address the court directly.
- Consider allowing parents and youth to speak first at hearings, before the professionals report on the family's progress.
- Explain how and why decisions are made (e.g., why can't a child return home).
- Avoid the appearance of favoritism.
- Acknowledge unfairness.
- Situate the judge's bench at eye level.
- Create courtrooms where the parties, judge, and professionals are seated in a circle.
- Seek regular feedback from families about the court processes.
- Schedule court hearings at times convenient for families.
- Provide parents with a written copy of the court order after each hearing. Ensure orders
 are written in a manner that conveys the key pieces of information to the parent, including
 the requirements of the treatment plan.
- Minimize ex parte removal orders.
- Conduct robust removal hearings before a child's removal.
- Forge relationships between foster and birth parents.
- Involve birth parents when children are in foster care.
- Preserve positive relationships between children and their parents whenever possible and terminate parental rights only when absolutely necessary.

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- How soon something may occur;
- How severe the consequences will be to a child; and
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