

California's Access to Visitation Grant Program

FISCAL YEAR 2005-2006

ANNUAL REPORT TO THE CALIFORNIA
LEGISLATURE

JULY 2007



ADMINISTRATIVE OFFICE
OF THE COURTS

CENTER FOR FAMILIES, CHILDREN
& THE COURTS

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This report has been prepared and submitted to the California Legislature under Family Code section 3204(d).

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EXECUTIVE SUMMARY

California Family Code section 3204(d) directs the Judicial Council to

report to the Legislature on the programs funded . . . and whether and to what extent those programs are achieving the goal of promoting and encouraging healthy parent and child relationships between noncustodial or joint custodial parents and their children while ensuring the health, safety, and welfare of children. . . .

This report provides the California Legislature with information on the programs funded during fiscal year 2005–2006 under the state’s Access to Visitation Grant Program for Enhancing Responsibility and Opportunity for Nonresidential Parents (hereinafter called the Access to Visitation Grant Program). The report highlights the total number of clients served for fiscal year 2005–2006 and how the courts and their subcontractors are promoting and encouraging healthy parent-and-child relationships through the grant-related services.

The Judicial Council is charged with administering and distributing California’s share of the federal Child Access and Visitation Grant funds from the U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Support Enforcement.¹ These grants, established under section 391 of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (Pub.L. 104-193, 110 Stat. 2258)—title III, section 469B of the Social Security Act—enable states to establish and administer programs that support and facilitate noncustodial parents’ access to and visitation with their children.

Under the federal statute,² grant funds may be used for such activities as mediation (both voluntary and mandatory), counseling, education, development of parenting plans, visitation enforcement (including monitoring, supervision, and neutral drop-off and pickup), and development of guidelines for visitation and alternative custody arrangements. The use of the funds in California, however, is limited by state statute to three types of programs:³

- Supervised visitation and exchange services;
- Education about protecting children during family disruption; and
- Group counseling services for parents and children.

¹ Fam. Code, § 3204(a).

² 42 U.S.C. § 669b.

³ Fam. Code, § 3204(b)(1).

Child Access and Visitation Grant funding allocations to states are based on the states' numbers of single-parent households. California has received the maximum allocation of federal funds (\$988,710 in fiscal year 2005–2006),⁴ which represents less than 10 percent of the total for the nation. All of the Access to Visitation Grant Program courts and their subcontractors are required to provide a 20 percent (nonfederal) funding match to supplement their federal grant funds.⁵

For fiscal years 2005–2006 and 2006–2007, the funding priority preference was directed toward continuation programs that demonstrated a strong history of sound fiscal management and program administration, compliance with federal and state grant reporting requirements, and documentation of beneficial and model services that satisfy the overall goals of the grant program. In addition, to maximize the limited resources and ensure overall cost-effectiveness, applicants are encouraged to collaborate with other courts and counties and are asked to designate one court as the lead or administering court. Courts may contract with nonprofit agencies and other community-based organizations to provide services, but contract agreements are made only with the designated superior court.⁶

In fiscal year 2004, the Judicial Council approved the multiyear funding allocation (i.e., fiscal years 2005–2006 and 2006–2007) of \$780,000 (per year) to 13 superior courts, which represent programs involving 26 counties and 30 nonprofit agencies. Under California's Access to Visitation Grant Program Data Collection and Reporting System for fiscal year 2005–2006, a total of 5,730 clients received access to visitation services. Of these services, 1,500 were father (i.e., this includes custodial and noncustodial parents), 1,563 were mothers (i.e., this includes custodial and noncustodial parents), 86 clients were grandparents/legal guardians, and 2,581 were children. The grant provided a total of 24,805 hours of grant-related services.⁷

Although no specific recommendations are made in this report, programmatically, the greatest challenge and statewide need continues to be adequate funding to meet these essential court-related services. California courts that receive Access to Visitation Grant Program funds, together with their subcontractors, continue to struggle with balancing the intricacies and difficulty of ensuring that “access to services” is not reduced while meeting the ever-increasing demand for services, the ever-increasing needs of families for *subsidized* financial assistance, and the limitations on affordable, available, and

⁴ The census data are adjusted every three years. As a result, funding allocations to the states may result in an increase or a decrease based on the number of single-parent households.

⁵ Program sustainability is a key policy goal of the grant program. In the grant application, applicants must submit a funding plan and course of action that describes (1) the program's proposed development plan for the fiscal year, including resources for supplemental funding and (2) results of previous funding efforts.

⁶ Judicial Council of California, Administrative Office of the Courts, *California's Access to Visitation Grant Program, Fiscal Years 2002–2003 and 2003–2004* (March 2004) p. 10.

⁷ This total is inclusive of all three types of program services offered under the grant program.

accessible services statewide. Each year, the funding requested by the courts far exceeds available federal funds. At present, no state funds are designated specifically for supervised visitation and exchange services in family law matters. Even with grant subsidies, providing services to all those in need remains a challenge, as does sustaining the program through the next funding cycle.

To assist the courts, program administrators, program constituents, and the Legislature in evaluating future policy decisions, the first in a series of future statistical data reports will be produced regarding California's Access to Visitation Grant Program Data Collection and Reporting System. Data collection is an essential and critical component for operating and administering grant-funded programs. Well-designed data collection systems help to support the need for ongoing funding, justify increases in future funding, and monitor program activity and progress to improve the scope and quality of services provided. In fiscal year 2008, a demographic profile of the characteristics of families receiving services funded by California's Access to Visitation Grant Program will be provided to the Legislature. It is anticipated that the data findings will set the context for proposed future grant-related recommendations, including enhancing the overall effectiveness of program-service delivery.

INTRODUCTION

Background

The Judicial Council is charged with administering and distributing the federal Child Access and Visitation Grant funds from the U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Support Enforcement.⁸ Under the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 (Pub.L. 104-193, 110 Stat. 2258), title III, section 469B of the Social Security Act, Congress authorized \$10 million in block grants—Grants to States for Child Access and Visitation—to enable states to establish and administer programs to support and facilitate noncustodial parents' access to and visitation with their children.

Funding allocations to the states are based on their numbers of single-parent households. In the 2000 Census, California had 1,127,062 single-parent households; therefore, the state receives the maximum allocation of federal funds (\$988,710 in fiscal year 2005–2006).⁹ This amount represents less than 10 percent of the total amount of national funding.

All of the Access to Visitation Grant Program courts and their subcontractors are required to provide a 20 percent (nonfederal) funding match to supplement their federal grant funds.¹⁰ Programmatically, the most significant challenge and statewide need for the grant program continues to be adequate funding to support court and community demands for the grant-related services.

Program Administration

During fiscal years 1997 through 2000, the California Department of Social Services (CDSS) was the lead agency and applicant for the federal grant funds. The administration of these funds was based on an interagency agreement between CDSS and the Judicial Council. Beginning in fiscal year 2000, under Family Code section 3204(a), the Judicial Council was charged with overall responsibility for administering the Access to Visitation Grant Program funds. The grant program receives guidance from the Judicial Council's Executive and Planning Committee and the Family and Juvenile Law Advisory Committee, the state Legislature, and the federal Administration for Children and

⁸ Fam. Code, § 3204(a).

⁹ The census data are adjusted every three years. As a result, funding allocations to the states may result in an increase or a decrease based on the number of single-parent households.

¹⁰ Program sustainability is a key policy goal of the grant program. In the grant application, applicants must submit a funding plan and course of action that describes (1) the program's proposed development plan for the fiscal year, including resources for supplemental funding and (2) results of previous funding efforts.

Families. The Administrative Office of the Courts' Center for Families, Children & the Courts (CFCC) has primary responsibility for administering and managing the grant program.

Grant Topic Areas

Under the federal statute, Child Access and Visitation Grant funds may be used to:

support and facilitate non-custodial parents' access to and visitation [with] their children by means of activities including mediation (both voluntary and mandatory), counseling, education, development of parenting plans, visitation enforcement (including monitoring, supervision and neutral drop-off and pick-up), and development of guidelines for visitation and alternative custody arrangements.¹¹

California Family Code section 3204(b)(1) limits the state's use of these grants to fund three types of programs:

- Supervised visitation and exchange services;
- Education about protecting children during family disruption;¹² and
- Group counseling services for parents and children.

For purposes of California's Access to Visitation Grant Program, *supervised visitation* is defined as "visitation between a noncustodial party and one or more children in the presence of a neutral third person." *Supervised exchange service* is defined as "the supervision of the transfer of the child from one parent to another for the purpose of visitation."¹³

Under Family Code section 3202(a), all supervised visitation and exchange programs must comply with all requirements of the Uniform Standards of Practice for Providers of Supervised Visitation set forth in Standard 5.20 of the California Standards of Judicial Administration.

California law provides guidance on program activities related to education about protecting children during family disruption.¹⁴ This guidance includes education on parenting skills and the impact of parental conflict on children, ways to put a parenting

¹¹ 42 U.S.C. § 669b.

¹² The term *parent education* is used as a synonym for "education about protecting children during family disruption."

¹³ Judicial Council of California, Administrative Office of the Courts, *Data Collection and Reporting System Handbook, Access to Visitation Grant Program* [Version 2] (2004), p. F-9.

¹⁴ Fam. Code, § 3201(b).

agreement into effect, and the responsibility of both parents to comply with custody and visitation orders.¹⁵

Group counseling services under the grant may include services for children as well as services for parents or guardians involved in child custody or visitation disputes, regardless of marital status. The criteria for what constitutes an “eligible provider” for the purpose of providing supervised visitation and exchange services, education, and group counseling are outlined in the state statute.¹⁶

Program Goals

The primary goals of California’s Access to Visitation Grant Program are to enable parents and children to participate in supervised visitation, education, and group counseling programs—irrespective of marital status and of whether the parties are currently living separately permanently or temporarily¹⁷—and to promote and encourage healthy relationships between noncustodial or joint custodial parents and their children while ensuring the children’s health, safety, and welfare.¹⁸ The overarching policy goal of the grant program is to help expand the scope and availability of services statewide for families with children who are now or have been in family courts.

Promotion and Encouragement of Healthy Parent-and-Child Relationships

Nearly 20 million children (27 percent) live in single-parent homes.¹⁹ For the first time in our nation’s history, more than half of our children will spend a significant portion of their childhood living apart from their fathers.²⁰ Recognizing the importance of parental involvement and seeking to promote greater parental involvement, the federal Child Access and Visitation Grant Program was created to “remove barriers and increase opportunities for biological parents who are not living in the same household as their children to become actively involved in their children’s lives.”²¹

California’s Access to Visitation Grant Program has been instrumental in providing opportunities for parents to establish healthy relationships with their children. As reported by the courts, their subcontractors, and individual clients through feedback surveys and questionnaires, quarterly progress summary reports, and data documentation, the grant-

¹⁵ *Ibid.*

¹⁶ Fam. Code, § 3202(b)(2).

¹⁷ Fam. Code, § 3203.

¹⁸ Fam. Code, § 3204(d).

¹⁹ U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, Promoting Responsible Fatherhood Grant Application (HHS-2006-ACF-OFA-FR-130), page 4.

²⁰ *Ibid.*

²¹ U.S. Department of Health and Human Services, Administration of Children and Families, Office of Child Support Enforcement, State Access and Visitation Program Directors and Administrators: State Profiles Information, memorandum (June 13, 2001).

related services are achieving the goals of promoting and encouraging healthy parent-and-child relationships through the continued development of parent education and group counseling programs. These grant-related services are teaching parents effective conflict resolution and communication skills for problem solving and allowing possibilities for noncustodial parents and their children to maintain continued contact through safe, secured supervised visitation and/or exchange services that are administered by trained skilled professionals.

Additionally, the courts and subcontractors strive to promote and encourage healthy parent-and-child relationships by improving parents' compliance with court orders, facilitating reunification of access contact between noncustodial parents and their children, and creating safe havens for supervised visitation and exchange services for children caught in the middle of separation and divorce, high-conflict family circumstances, or domestic violence. As stated in the San Francisco Kids' Turn parent education and counseling handbook, "...helping children deal with their emotions and modeling expressions is a powerful skill...learning new parenting skills will assist [your] children in growing up to be healthy, happy adults."²² Rebuilding and sustaining family relationships and helping family members improve their relationships with each other, where appropriate, remain the cornerstone of these grant-related services.

The Access to Visitation Grant serves as one important step toward helping children and parents through the critical stages of separation and divorce.

PROGRAMS FUNDED FOR FISCAL YEAR 2005–2006

The Access to Visitation Grant Program funds are awarded to California family courts through a request-for-proposals process. Applicants are strongly encouraged to involve multiple courts and counties in their proposed programs and to designate one court as the lead or administering court. Courts may contract with nonprofit agencies and other community-based organizations to provide services, but contract agreements are made only with the designated superior court.²³ The intent is for funds to be used for services that can be consolidated or coordinated with existing family court services.²⁴

Review and Selection Process

The Judicial Council determines the final number and amounts of grants.²⁵ For fiscal years 2005–2006 and 2006–2007, the grant proposals were evaluated with a priority preference for funding continuation programs that demonstrated a strong history of sound fiscal management and program administration, compliance with federal and state grant reporting requirements, and documentation of beneficial and model services that satisfied

²² San Francisco Kids' Turn *My Two Homes*, Parents' Handbook, Parents' Curriculum, Session 1, Handout 5 (1992/Rev. 1996, 2001, 2002), page 11.

²³ Judicial Council of California, Administrative Office of the Courts, *California's Access to Visitation Grant Program, Fiscal Years 2003–2004 and 2004–2005* (March 2005), p. 9.

²⁴ Fam. Code, § 3204(b)(3).

²⁵ Fam. Code, § 3204(b)(2).

the overall goals of the grant program. Consistent with the directives of Family Code section 3204(b)(2), the grant funding awards continue to support the goals of the grant program to reach the greatest number of single parent/family households; represent statewide geographical diversity in service delivery, including population and court size; include multicourt collaborations; and offer a range of various grant-related services.

Grant Amounts

The total federal funds received in California for fiscal year 2005–2006 was \$988,710. In fiscal year 2004, the Judicial Council approved the multiyear funding allocation (i.e., fiscal years 2005–2006 and 2006–2007) of \$780,000 (per year) to 13 superior courts, which represent programs involving 26 counties and 30 nonprofit agencies. The funding allocation and maximum grant amounts are as follows:

- \$45,000 for counties or collaborative regions in which the population is less than 250,000;
- \$60,000 for counties or collaboratives in which the population is over 250,000 but less than 1 million; and
- \$100,000 for counties or collaboratives in which the population is over 1 million.

Table 1 shows the federal grant allocation to California and the range of grants awarded to applicant courts. Table 2 lists the superior courts that were awarded grant funding and their grant awards.

Table 1. Funding Allocation And Range of Grant Awards

Grant Fiscal Year	Federal Grant Allocation to State	Range of Grant Awards	Number of Grant Awards to Applicant Courts	Number of Court/County Collaborations
2005–2006	988,710	\$45,000 to \$100,000; maximum awards based on population size	13	26

Table 2. Courts' Grant Awards

Court	Fiscal Year 2005–2006
Superior Court of Butte County	\$ 60,000
Superior Court of Fresno County	\$59,928
Superior Court of Los Angeles County	\$100,000
Superior Court of Mendocino County	\$49,231
Superior Court of Napa County	\$27,000
Superior Court of Orange County	\$86,978
Unified Family Court of San Francisco County	\$60,000
Superior Court of Santa Clara County	\$100,000
Superior Court of Santa Cruz County	\$60,000
Superior Court of Shasta County	\$64,231
Superior Court of Sonoma County	\$34,000
Superior Court of Tulare County	\$36,844
Superior Court of Yuba County	\$41,788

ACCESS TO VISITATION CLIENTS SERVED FOR FISCAL YEAR 2005–2006

Federal and State Grant Reporting Requirements

Under section 469B(e)(3) of the Social Security Act, as added by section 391 of PRWORA, states are required to monitor, evaluate, and report on programs funded through Child Access and Visitation Grants.²⁶ The purpose of this data requirement is to provide information to Congress on the progress of Access and Visitation Grant Programs, the goal of which is to "...support and facilitate a noncustodial parents' access to and visitation with their children."²⁷

Each state is required to collect and submit an annual report on two types of data:

- *Program descriptions*, including service providers and administrators, service area, population served, program goals, referral process, voluntary or mandatory nature of the programs, types of activities, and length and features of the program; and

²⁶ Child Support Enforcement Program Grants to States for Access and Visitation, <[http://www.vawnet.org/DomesticViolence/PublicPolicy/Child/Access and visitation](http://www.vawnet.org/DomesticViolence/PublicPolicy/Child/Access%20and%20visitation)>

²⁷ State Child Access Program Survey: Instructions for Completing Data Requirement.

- *Participant characteristics*, including the number of referrals for each program, the number of participating individuals, and the number of persons who have completed program requirements through authorized activities.²⁸

Additionally, programs are required to collect data on one mandatory federal outcome measure—increased noncustodial-parent parenting time with children. This is defined as “an increase in the number of hours, days, weekends, and/or holidays as compared to parenting time prior to the provision of access and visitation services.”²⁹

Under California’s Access to Visitation Grant Program Data Collection and Reporting System for fiscal year 2005–2006, a total of 5,730 clients received access to visitation services. Of these services, 1,500 were father (i.e., this includes custodial and noncustodial parents), 1,563 were mothers (i.e., this includes custodial and noncustodial parents), 86 clients were grandparents/legal guardians, and 2,581 were children. The grant provided a total of 24,805 hours of grant-related services.³⁰

Client Information

All of the grant programs are required to conduct an intake with the family prior to the delivery of the grant services. The data collection process begins with the initial entry form. This part of the data collection process “enrolls” the family in the Access to Visitation Grant program database. So during the intake process, individuals are asked to complete an initial entry form and specify what their relationship is to the child (i.e., mother, father, grandparent, or legal guardian).

For California, the client information is a unique count of the number of custodial and noncustodial parents who received services (direct or otherwise) funded by the grant program. There is no duplication in this number, which means that even if a parent receives multiple services at various times throughout the grant year, he or she is counted only once under client information. When possible, programs gather this information for both parents. However, for some services (e.g., parent education), only one parent is required to participate, or the program has had an interaction with only one parent (perhaps the other parent never showed up for intake or service delivery). In these cases, the programs would be unable to capture or collect the client information or any of the other demographic variables for that parent.

For the purpose of California Access to Visitation Grant Program Data Collection and Reporting System and the data collection requirement, the family is the unit of analysis.

The total number of clients served for fiscal year 2005–2006 is shown in Table 1. Table 2 highlights the three types of program services funded by the grant and the percentage of clients served for each provision of service. The number of children reported is the

²⁸ *Ibid.*

²⁹ *Ibid.*

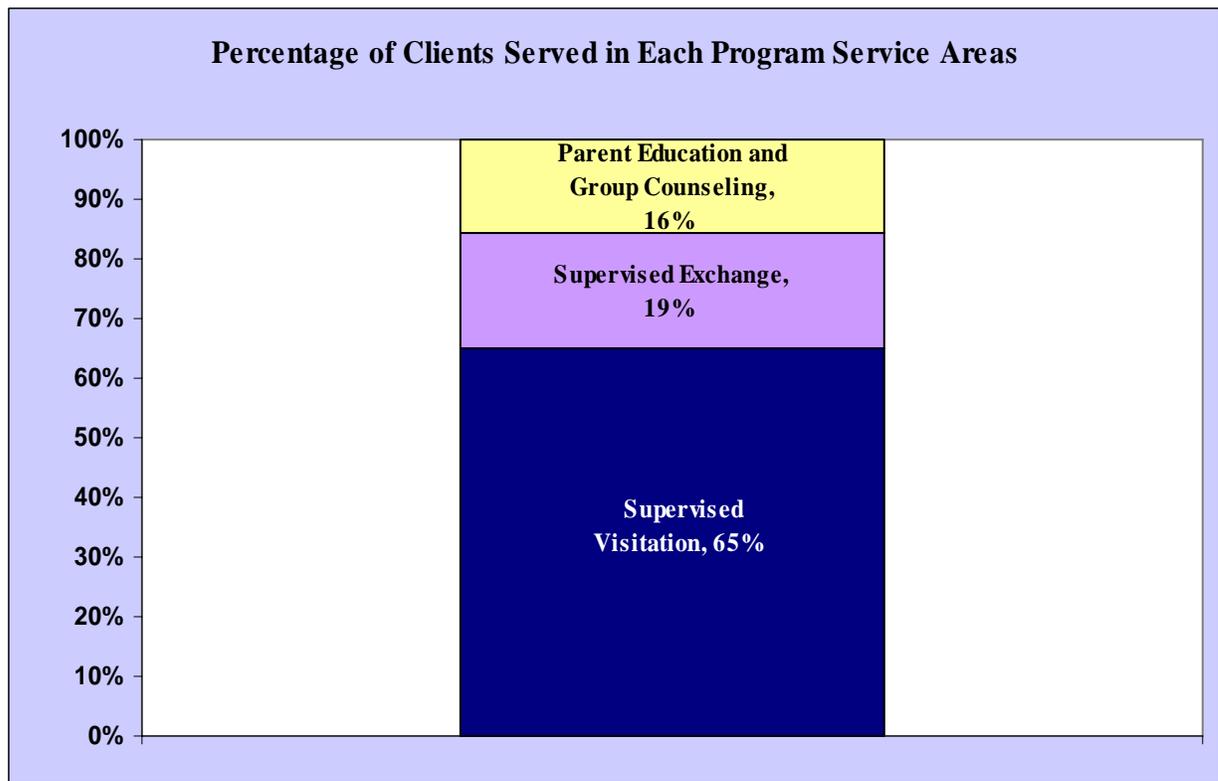
³⁰ See footnote 7.

number of children who are listed in the court order or are identified to be supervised or who attended a parent education or group counseling session. This number does not represent the total number of children in the family.

Table 1. Access to Visitation Clients

Fiscal Year 2005–2006	Number of Clients Served
Custodial Parents	1,639
Noncustodial Parents	1,510
Children	2,581
Total Clients (includes parents, grandparents, and legal guardians)	5,730

Table 2. Percentage of Clients Based on Grant-Related Services



Hours of Service Delivery

The total number of hours of service for all clients served during fiscal year 2005–2006 is provided in Table 3. When measuring the number of hours spent on supervised visitation, grantees were instructed to include the amount of *scheduled time* of the actual visitation session (that is, supervised contact between the noncustodial parent and child) and not to include transition time or time spent on intake, orientation, or administrative tasks. In addition, the hours of service provides information for noncustodial parents only because visitation sessions are not provided between custodial parents and the child.

The number of hours spent on supervised exchange is the *actual time* spent during each exchange, including the time that staff spent waiting for the parent to arrive. This number

reflects an accurate assessment of the amount of time it took for the exchange of the child from one parent to another.

In contrast to the service hours for supervised visitation and exchange services, parent education and group counseling are provided in a group setting rather than individual service hours. The service hours for parent education and group counseling reflect the scheduled time of the group session or class (the hours spent teaching a class or counseling). This does not include transition time or time spent on intake, orientation, or administrative tasks.

Table 3. Hours of Service

Fiscal Year 2005–2006	Service Delivery Hours
Supervised visitation ³¹	21,645
Supervised exchange	2,694
Parent Education/Counseling	466
Total Hours	24,805

Access to Visitation Referral Sources

The first step in receiving supervised visitation and/or exchange services is through a referral. Referral sources can include: court order (e.g., judicial officer); court-connected mediator or child custody evaluator; self-referral; title IV-D of the Social Security Act³² (child support case); attorney; and/or nonprofit agency. Under the California Access to Visitation Grant Program, this data element is defined as who directed the parent to come to the program for services. Table 4 highlights the various ways in which the family was referred to the services.

Important note: California asks the referral information of each family and not of each parent, and so the total here equals the total number of *families* and not the number of parents. The data variable is collected based on the family rather than on individuals because most referrals under the Access to Visitation Grant Program come directly from the court and the referral includes all family issues (versus a separate referral for each parent or child). While there may be different reasons why each individual is receiving services, the mechanism that brought the family to the service delivery agency applies to both parents.

³¹ Supervised visitation here includes the following various types of supervised visitation services: one-to-one visitation, multiple group visitation, directed/facilitated visitation, and therapeutic visitation.

³² 42 U.S.C. § 651 et seq.

Table 4. Referral Sources

Referral Sources	Number of Referrals for Fiscal Year 2005–2006
Self-referral	45
Court order ³³	1,574
Title IV-D ³⁴	9
Other ³⁵	60
Don't know/ Blank ³⁶	2
Total	1,690

It is anticipated that the *first* in a series of future statistical data reports will be provided to the Legislature in fiscal year 2008 regarding California's Access to Visitation Grant Program Data Collection and Reporting System. The data collection analysis will provide a demographic profile of the characteristics of families receiving the grant-related services. One of the data collection program goals is that the data findings will set the context both for evaluating future policy decisions and for enhancing the overall effectiveness of program service delivery.

CONCLUSION

An estimated 40 to 50 percent of all marriages end in separation or divorce, affecting approximately one million children each year.³⁷ Despite the many accomplishments of California's Access to Visitation Grant Program and the tireless efforts of the courts and subcontractors to identify and secure additional funding to support their services, inadequate funding continues to impede the courts' and subcontractors' ability to expand or maintain current service delivery levels for parents and children. Supervised visitation and exchange services are the most labor intensive grant-related services required by staff for a family, and yet, funding remains inadequate to meet service delivery demands by the court. According to a statewide survey conducted in November 2005 by the Center for Families, Children & the Courts, of all family law judicial officers practicing in California, more than half of the judicial officers (i.e., 95 out of 179 judicial officers) indicated that there are an insufficient number of professional supervised visitation

³³ Court order under the referral source data element refers to a court order from a judicial officer or family court services (e.g., mediator, evaluator) or Judicial Council form.

³⁴ Title IV-D under the referral source data element refers to child support case or referral from family law facilitator or local child support agency.

³⁵ Other referrals under the data element of referral source means a referral from a non-profit agency or attorney or other designated entity (i.e., the programs will fill in the blank here and describe who has made the referral).

³⁶ Under the Access to Visitation Grant Program Data Collection and Reporting System, *don't know* refers to if a parent does not know the answer to the question. The question is *left blank* when a parent refuses to answer a question.

³⁷ See footnote 23.

services for cases that need it.³⁸ In addition, 89% of the judicial officers (i.e., 163 out of 182 judicial officers) reported that cost is one of the greatest challenges faced by parents who are accessing professional supervised visitation services.³⁹ Lack of adequate federal funding, combined with nonexistent state funding, limits not only the amount of services available for families, but also their scope.

The reduction of “access to services” means that the courts, together with their subcontractors, must struggle to meet the ever-increasing demand for services, the ever-increasing needs of families for *subsidized* financial assistance, and the limitations on affordable, available, and accessible services statewide. However, the Access to Visitation Grant Program will continue to actively seek diverse supplementary funding while building collaborative relationships with other community-based organizations to ensure the administration and operation of high-quality program services. The grant program will also work with other programs in the Administrative Office of the Courts and the federal Administration for Children and Families to improve its service to the families of California.

³⁸ Judicial Council, Administrative Office of the Courts, Center for Families, Children & the Courts, 2005 Family Law Judicial Officer Survey (Nov. 2005), p 15.

³⁹ *Ibid.*

APPENDIX A

List of Court Grantees, Program Summaries, and Collaborative Partners for Fiscal Years 2005–2006 and 2006–2007

SUPERIOR COURT OF CALIFORNIA, COUNTY OF BUTTE

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$60,000
Superior Court of Butte County	\$4,900
Parent Education Network (collaborative agency for all the county partners)	\$55,100

Population (total collaboration): 269,252

Single-Parent Households (total collaboration): 9,911

Counties Served

Butte, Glenn, and Plumas

Collaborating Partners

Butte County District Attorney

Family Law Facilitator's Office (Butte County)

Family Law Facilitator's Office (Glenn County)

Family Court Services Mediators

Family Law Bar Association

Glenn County District Attorney

Parent Education Network

Superior Court of Butte County, Family Court Services

Superior Court of Glenn County, Family Court Services

Superior Court of Plumas County, Family Court Services

Program Summary

All About Kids is a multisite, multicounty program providing supervised visitation and exchange services for families. The program provides a variety of visitation services, including supervised exchanges, group supervision, and therapeutic supervised visitation for families with special needs. The goals of the program are to (1) provide parents with increased access to and visitation with their children through supervised visitation and exchange services; (2) enrich the parent-child relationship; (3) develop a quarterly newsletter to help parents with tips for planning visitation and understanding how conflict between parents can affect children; and (4) improve the well-being of children.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF FRESNO

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$59,928
Superior Court of Fresno County	\$978
Comprehensive Youth Services	\$49,181
Kids’ Turn (Fresno State University)	\$9,769

Population: 799,407

Single-Parent Households: 32,863

Counties Served

Fresno

Collaborating Partners

Comprehensive Youth Services

Fresno State University

Superior Court of Fresno County, Family Court Services

Program Summary

The *Safe Watch* program is designed to promote and encourage healthy relationships between noncustodial parents and their children while ensuring the health, safety, and welfare of the child. Safe Watch is a collaboration between Comprehensive Youth Services, a nonprofit community-based provider serving families in need, and the Superior Court of Fresno County’s Family Court Services Department to provide supervised and therapeutic visitation and parent education services.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF LOS ANGELES

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$100,000
Superior Court of Los Angeles County	\$1,102
A Change of Faces	\$14,925.75
Bienvenidos Family Services	\$36,130.75
Los Angeles Wings of Faith	\$28,920.75
The Ness Center	\$18,920.75

Population: 9,519,338

Single-Parent Households: 340,980

Counties Served

Los Angeles

Collaborating Partners

A Change of Faces

Beinvenidos Family Services

Los Angeles Wings of Faith

Superior Court of Los Angeles County, Family Court Services

The Ness Center

Program Summary

The *Safe Access and Friendly Exchanges (S.A.F.E.) for Kids Program* is a single program with multiple sites (not a court collaboration or partnership) proposing to continue to offer children safe, ongoing access to their noncustodial parents by providing on-site, low-fee supervised visitation and neutral exchange services for families throughout Los Angeles County. The program collaborates with five S.A.F.E. for Kids community-based nonprofit agency sites to address the needs of parents and children who may be at risk for emotional and/or physical harm as a result of potential difficulties or conflict following divorce or separation.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF MENDOCINO

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$49,231
Superior Court of Mendocino County	\$0
Del Norte Child Care Council	\$11,736
Exchange Club Parenting Center	\$11,736
Mendocino Family and Youth Services	\$25,759

Population (total collaboration): 240,290

Single-Parent Households (total collaboration): 10,327

Counties Served

Del Norte, Humboldt, and Mendocino

Collaborating Partners

Del Norte Child Care Council

Exchange Club Parenting Center

Mendocino Family and Youth Services

Superior Court of Del Norte County, Family Court Services

Superior Court of Humboldt County, Family Court Services

Superior Court of Mendocino County, Family Court Services

Program Summary

The *North Coast Family Access and Opportunities Program* is part of a comprehensive, multisite, tricity partnership program proposing to continue providing supervised visitation and exchange services and parent education for families and children experiencing separation or divorce. The program offers a distance-learning parent education component to meet the needs of community members who do not have access to transportation or who reside outside Mendocino County. The goals of the program are to (1) ensure safe and positive regular contact between parents and their children and (2) provide parents with essential tools to develop the necessary interpersonal skills to have healthy, ongoing relationships with their children, while facilitating their ability to comply with custody or visitation orders of the court regardless of the ability to pay for services.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF NAPA

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$27,000
Superior Court of Napa County	\$0
Cope Family Center	\$27,000

Population: 124,279

Single-Parent Households: 3,652

Counties Served

Napa

Collaborating Partners

Cope Family Center

Health and Human Services, Napa County

Napa Police Department

Superior Court of Napa County

Program Summary

Napa Access is a single-county program that is part of a comprehensive partnership proposing the continuation of supervised visitation, exchange, parent education and group counseling services for parents and children in Napa County. The goals of the program are to (1) serve families who are ordered by the court to participate in supervised visitation or monitored exchange services; (2) make appropriate referrals to agencies serving both custodial and noncustodial parents; and (3) provide educational resources and support networks for parents.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF ORANGE

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$86,978
Superior Court of Orange County	\$7,165
La Familia	\$24,734
Family Assessment, Counseling, and Educational Services (F.A.C.E.S.)	\$31,145
Korean Community Services (K.C. Services)	\$23,934

Population (total collaboration): 2,846,289

Single-Parent Households: 53,184

Counties Served

Orange

Collaborating Partners

Family Assessment, Counseling, and Educational Services (F.A.C.E.S.)

Korean Community Services (K.C. Services)

La Familia

Superior Court of Orange County, Family Court Services

Program Summary

The *Keeping Kids Safe Program* is a single program that is part of a comprehensive partnership seeking to collaborate with three nonprofit agencies throughout Orange County to provide supervised visitation and exchange services, parent education, group counseling for parents and children, group counseling for low-income children who have witnessed domestic violence, and parent education services for families going through family court. This program has developed several publication brochures related to the practice of supervised visitation and monitored exchange services. The goals of the program are to (1) provide subsidized visitation and monitored exchange services for parents and (2) create a parent education curriculum focused on learning adaptive coping skills and understanding the emotional aspects of separation.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF SAN FRANCISCO

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$60,000
Rally Family Visitation Services of Saint Francis Memorial Hospital	\$60,000
Superior Court of San Francisco County, Unified Family Court	\$0

Population: 776,733

Single-Parent Households: 14,438

Counties Served

San Francisco

Collaborating Partners

Rally Family Visitation Services of Saint Francis Memorial Hospital
Superior Court of San Francisco County, Unified Family Court

Program Summary

The *Family Cohesion Collaborative* is a single-county, single-site program (not a partnership) providing supervised visitation and exchange services under the umbrella of the local community hospital (Saint Francis Memorial Hospital). The overall goals of the program are to (1) provide high-quality, affordable supervised visitation and monitored exchange services as a means of improving the well-being of children involved in court-ordered parent visitation arrangements; (2) assist divorcing parents to begin to establish new, positive parenting relationships; and (3) strengthen both custodial and noncustodial parents as caregivers while lessening negative impacts on children. The program has developed policies and procedures manuals and offers program services and educational materials in five languages (Spanish, Cantonese, Portuguese, Hindi, and Gujarati).

SUPERIOR COURT OF CALIFORNIA, COUNTY OF SANTA CLARA

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$100,000
Superior Court of Santa Clara County	\$0
Family Service Agency of San Mateo County	\$43,105
Next Door Solutions to Domestic Violence	\$56,895

Population (total collaboration): 2,389,746

Single-Parent Households (total collaboration): 56,413

Counties Served

San Mateo and Santa Clara

Collaborating Partners

Next Door Solutions to Domestic Violence (Santa Clara County)

Family Service Agency of San Mateo County

Superior Court of San Mateo County, Family Court Services

Superior Court of Santa Clara County, Family Court Services

Program Summary

The *Connections for Kids Program* is part of a comprehensive partnership, multisite, multicounty application seeking the continuation of safe access for children and their parents through supervised visitation and exchange services. The goals of the program are to (1) provide stable and safe situations for children in relationships with their parents and support healthy functioning for parents and children through supervised visitation; (2) promote parental responsibility, including financial support; (3) reduce trauma for children caused by family dissolution and conflict; and (4) improve parenting skills through modeling and education. The program has developed a five-county collaborative Supervised Visitation Training Module.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF SANTA CRUZ

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$60,000
Superior Court of Santa Cruz County	\$1,200
Chamberlain’s Children’s Center	\$14,000
Family Service Agency of Monterey County	\$22,400
Walnut Avenue Women’s Center	\$22,400

Population (total collaboration): 710,598

Single-Parent Households (total collaboration): 56,413

Counties Served

Monterey, San Benito, and Santa Cruz

Collaborating Partners

- Chamberlain’s Children’s Center (San Benito County)
- Family Service Agency of Monterey County (Monterey County)
- Superior Court of Monterey County, Family Court Services
- Superior Court of San Benito County, Family Court Services
- Superior Court of Santa Cruz County, Family Court Services
- Walnut Avenue Women’s Center (Santa Cruz County)

Program Summary

The *Tri-County Collaboration (TCC)—Connections for Kids Program* is a multisite, tricounty collaborative between supervised visitation agencies and family courts in Monterey, San Benito, and Santa Cruz Counties that is proposing to offer the continuation of easy access, low-cost services to responsibly unite noncustodial parents with their children in a safe, supportive, and professional supervised visitation environment. The goals of the program are to (1) assist children and their noncustodial parents in staying connected through the utilization of supervised visitation and exchange services; (2) expand and enhance services in the three counties; (3) continue to provide supervised visitation services to low-income families on a sliding-scale fee basis in the three counties; and (4) expand the number of sites at which supervised visitation and exchange services are offered.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF SHASTA

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$64,231
Superior Court of Shasta County	\$490
Alternatives to Violence	\$7,540
Kids’ Connection—Trinity Court Program, Family Court Services	\$5,800
Kids’ Turn (Northern California Center for Family Awareness)	\$20,162
Northern California Center for Family Awareness (Grant Project Coordinator)	\$10,962
Parenting Center (Family Service Agency of Shasta County)	\$19,277

Population (total collaboration): 276,618

Single-Parent Households (total collaboration): 20,857

Counties Served

Shasta, Tehama, and Trinity

Collaborating Partners

Alternative to Violence (Tehama County)

Family Service Agency of Shasta County

Kids’ Connection (Trinity County)

Kids’ Turn Shasta-Cascade

Superior Court of Shasta County, Family Court Services

Superior Court of Tehama County, Family Court Services

Superior Court of Trinity County, Family Court Services

Program Summary

The Unified Parent *Access Program* is a multisite, multicounty collaborative program, encompassing three family courts and several nonprofit agencies to continue services of supervised visitation and exchange for nonresidential parents, parent education, and group counseling for parents and children. The overall goals of the program are to (1) facilitate noncustodial parental access and (2) improve visitation through education and counseling to help build healthy parent-and-child relationships. The program involves support, intervention, education, and therapeutic services to prevent future conflict and harm to children.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF SONOMA

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$34,000
California Parenting Institute	\$15,500
Sonoma County Legal Services Foundation	\$18,500

Population: 458,614

Single-Parent Households: 14,950

Counties Served

Sonoma

Collaborating Partners

California Parenting Institute

Sonoma County Legal Services Foundation

Superior Court of Sonoma County, Family Court Services

Program Summary

The *Visitation Enhancement Program* is a single-county application, part of a comprehensive partnership with two local nonprofit agencies providing supervised visitation and exchange services and parent education. The program goals are to (1) provide safe, positive contact for children with parents in order to encourage parents to support and care for their children; (2) provide parents with opportunities to show compliance with court orders; (3) offer referrals to parent education and other helpful services; and (4) assist parents in the transition to unsupervised visits. This program offers off-site visitation, which is coordinated through the local county legal aid clinic. The local Parenting Institute provides an array of parent education services for families.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF TULARE

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$36,844
Superior Court of Tulare County	\$600
Family Services of Tulare County	\$36,244

Population (total collaboration): 497,482

Single-Parent Households (total collaboration): 19,112

Counties Served

Kings and Tulare

Collaborating Partners

Family Services of Tulare County

Kings County Probation Department

Superior Court of Kings County, Family Court Services

Superior Court of Tulare County, Family Court Services

Program Summary

The Superior Court of Tulare County, in partnership with Kings County Probation Department—Family Court Services and the Superior Court of Kings County, contracts with Family Services of Tulare County, a nonprofit agency, to provide families with supervised visitation and exchange services and parent education by reducing or eliminating fees for low-income parents. The goal of the program is to support noncustodial parents in having access and visitation with their children in a manner that is safe and reduces harm or trauma to the children. The program produces a quarterly *Supervised Visitation* newsletter for participants.

SUPERIOR COURT OF CALIFORNIA, COUNTY OF YUBA

Year Funded	Fiscal Years 2005–2006 and 2006–2007
Total Grant Awarded	\$41,788
Superior Court of Yuba County	\$1,788
Parent Education Network	\$40,000

Population (total collaboration): 139,149

Single-Parent Households (total collaboration): 5,237

Counties Served

Sutter and Yuba

Collaborating Partners

Parent Education Network

Superior Court of Sutter County, Family Court Services

Superior Court of Yuba County, Family Court Services

Program Summary

The *Kids First Yuba–Sutter Family Visitation and Exchange Program* is a multisite, multicounty program offering supervised visitation and parent education with sites in Marysville and Yuba City. This program utilizes trained visitation monitors from the nonprofit agency, Parent Education Network, of Butte County to provide supervised visitation services for the multicounty collaboration. The goals are to (1) provide access services to noncustodial parents with low-cost, widely available supervised visitation and exchanges services; (2) promote healthy parent-child relationships by providing a safe, fun environment for children to have acceptable visitation contact; and (3) reduce the incidence of violence in adjudicated domestic violence disputes.

APPENDIX B

Section 669b of Title 42 of the United States Code
(Section 469B of Social Security Act)

Subtitle I—Enhancing Responsibility and Opportunity for Non-Residential Parents**SEC. 391. GRANTS TO STATES FOR ACCESS AND VISITATION PROGRAMS.**

Part D of title IV (42 U.S.C. 651-669), as amended by section 353 of this Act, is amended by adding at the end the following new section:

42 U.S.C. 669B, SEC. 469B. GRANTS TO STATES FOR ACCESS AND VISITATION PROGRAMS.

SEC. 469B. [42 U.S.C. 669b] (a) In General.—The Administration for Children and Families shall make grants under this section to enable States to establish and administer programs to support and facilitate noncustodial parents' access to and visitation of their children, by means of activities including mediation (both voluntary and mandatory), counseling, education, development of parenting plans, visitation enforcement (including monitoring, supervision and neutral drop-off and pickup), and development of guidelines for visitation and alternative custody arrangements.

(b) **AMOUNT OF GRANT.**—The amount of the grant to be made to a State under this section for a fiscal year shall be an amount equal to the lesser of—

- (1) 90 percent of State expenditures during the fiscal year for activities described in subsection (a); or
- (2) the allotment of the State under subsection (c) for the fiscal year.

(c) **ALLOTMENTS TO STATES.**—

(1) **IN GENERAL.**—The allotment of a State for a fiscal year is the amount that bears the same ratio to \$10,000,000 for grants under this section for the fiscal year as the number of children in the State living with only 1 biological parent bears to the total number of such children in all States.

(2) **MINIMUM ALLOTMENT.**—The Administration for Children and Families shall adjust allotments to States under paragraph (1) as necessary to ensure that no State is allotted less than—

- (A) \$50,000 for fiscal year 1997 or 1998; or
- (B) \$100,000 for any succeeding fiscal year.

(d) **NO SUPPLANTATION OF STATE EXPENDITURES FOR SIMILAR ACTIVITIES.**—A State to which a grant is made under this section may not use the grant to supplant expenditures by the State for activities specified in subsection (a), but shall use the grant to supplement such expenditures at a level at least equal to the level of such expenditures for fiscal year 1995.

(e) **STATE ADMINISTRATION.**—Each State to which a grant is made under this section—

- (1) may administer State programs funded with the grant, directly or through grants to or contracts with courts, local public agencies, or nonprofit private entities;
- (2) shall not be required to operate such programs on a statewide basis; and
- (3) shall monitor, evaluate, and report on such programs in accordance with regulations prescribed by the Secretary.

APPENDIX C

California Family Code Sections 3200–3204

3200 [Development of Standards for Supervised Visitation] The Judicial Council shall develop standards for supervised visitation providers in accordance with the guidelines set forth in this section. On or before April 1, 1997, the Judicial Council shall report the standards developed and present an implementation plan to the Legislature. For the purposes of the development of these standards, the term "provider" shall include any individual who functions as a visitation monitor, as well as supervised visitation centers. Provisions shall be made within the standards to allow for the diversity of supervised visitation providers.

- (a) When developing standards, the Judicial Council shall consider all of the following issues:
 - (1) The provider's qualifications, experience, and education.
 - (2) Safety and security procedures, including ratios of children per supervisor.
 - (3) Any conflict of interest.
 - (4) Maintenance and disclosure of records, including confidentiality policies.
 - (5) Procedures for screening, delineation of terms and conditions, and termination of supervised visitation services.
 - (6) Procedures for emergency or extenuating situations.
 - (7) Orientation to and guidelines for cases in which there are allegations of domestic violence, child abuse, substance abuse, or special circumstances.
 - (8) The legal obligations and responsibilities of supervisors.
- (b) The Judicial Council shall consult with visitation centers, mothers' groups, fathers' groups, judges, the State Bar of California, children's advocacy groups, domestic violence prevention groups, Family Court Services, and other groups it regards as necessary in connection with these standards.
- (c) It is the intent of the Legislature that the safety of children, adults, and visitation supervisors be a precondition to providing visitation services. Once safety is assured, the best interest of the child is the paramount consideration at all stages and particularly in deciding the manner in which supervision is provided.

3201 [First Enacted Section] Supervised Visitation Administration. Any supervised visitation maintained or imposed by the court shall be administered in accordance with Section 26.2 of the California Standards of Judicial Administration recommended by the Judicial Council.

3201 [Second Enacted Section] Administration of Programs; Definitions.

- (a) The programs described in this chapter shall be administered by the family law division of the superior court in the county.

- (b) For purposes of this chapter, “education about protecting children during family disruption” includes education on parenting skills and the impact of parental conflict on children, how to put a parenting agreement into effect, and the responsibility of both parents to comply with custody and visitation orders.

3202 [Compliance with Requirements; Definitions]

- (a) All supervised visitation and exchange programs funded pursuant to this chapter shall comply with all requirements of the Uniform Standards of Practice for Providers of Supervised Visitation set forth in Section 26.2 of the Standards of Judicial Administration as amended. The family law division of the superior court may contract with eligible providers of supervised visitation and exchange services, education, and group counseling to provide services under this chapter.
- (b) As used in this section, “eligible provider” means:
 - (1) For providers of supervised visitation and exchange services, a local public agency or nonprofit entity that satisfies the Uniform Standards of Practice for Providers of Supervised Visitation.
 - (2) For providers of group counseling, a professional licensed to practice psychotherapy in this state, including, but not limited to, a licensed psychiatrist, licensed psychologist, licensed clinical social worker, or licensed marriage and family therapist; or a mental health intern working under the direct supervision of a professional licensed to practice psychotherapy.
 - (3) For providers of education, a professional with a bachelor’s or master’s degree in human behavior, child development, psychology, counseling, family-life education, or a related field, having specific training in issues relating to child and family development, substance abuse, child abuse, domestic violence, effective parenting, and the impact of divorce and interparental conflict on children; or an intern working under the supervision of that professional.

3203 [Programs and Counseling Administered by the Family Law Division] Subject to the availability of federal funding for the purposes of this chapter, the family law division of the superior court in each county may establish and administer a supervised visitation and exchange program, programs for education about protecting children during family disruption, and group counseling programs for parents and children under this chapter. The programs shall allow parties and children to participate in supervised visitation between a custodial party and a noncustodial party or joint custodians, and to participate in the education and group counseling programs, irrespective of whether the parties are or are not married to each other or are currently living separately and apart on a permanent or temporary basis.

3204 [Administration of Grant Funds]

- (a) The Judicial Council shall annually submit an application to the federal Administration for Children and Families, pursuant to Section 669B of the “1996 Federal Personal Responsibility and Work Opportunity Recovery Act” (PRWORA), for a grant to fund child custody and visitation programs pursuant to this chapter. The Judicial Council shall be charged with the administration of the grant funds.

- (b) (1) It is the intention of the Legislature that, effective October 1, 2000, the grant funds described in subdivision (a) shall be used to fund the following three types of programs: supervised visitation and exchange services, education about protecting children during family disruption, and group counseling for parents and children, as set forth in this chapter. Contracts shall follow a standard request for proposal procedure that may include multiple year funding. Requests for proposals shall meet all state and federal requirements for receiving access and visitation grant funds.
 - (2) The grant funds shall be awarded with the intent of approving as many requests for proposals as possible while assuring that each approved proposal would provide beneficial services and satisfy the overall goals of the program under this chapter. The Judicial Council shall determine the final number and amount of grants. Requests for proposals shall be evaluated based on the following criteria:
 - (A) Availability of services to a broad population of parties.
 - (B) The ability to expand existing services.
 - (C) Coordination with other community services.
 - (D) The hours of service delivery.
 - (E) The number of counties or regions participating.
 - (F) Overall cost effectiveness.
 - (G) The purpose of the program to promote and encourage healthy parent and child relationships between noncustodial parents and their children, while ensuring the health, safety, and welfare of the children.
 - (3) Special consideration for grant funds shall be given to proposals that coordinate supervised visitation and exchange services, education, and group counseling with existing court-based programs and services.
- (c) The family law division of the superior court in each county shall approve sliding scale fees that are based on the ability to pay for all parties, including low-income families, participating in a supervised visitation and exchange, education, and group counseling programs under this chapter.
 - (d) The Judicial Council shall, on March 1, 2002, and on the first day of March of each subsequent year, report to the Legislature on the programs funded pursuant to this chapter and whether and to what extent those programs are achieving the goal of promoting and encouraging healthy parent and child relationships between noncustodial or joint custodial parents and their children while ensuring the health, safety, and welfare of children, and the other goals described in this chapter.

Assembly Bill 673 (Honda) (Stats. 1999, ch. 1004) repealed Fam. Code, §§ 10100–10102, and *added* Fam. Code, §§ 3201–3204.