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2003 Children's Legislative Report Card

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CHILDREN'S LEGISLATIVE REPORT CARD

LEGISLATIVE SESSION: REPORT CARD TERM:

2003–04 2003 (Interim Report)

Dear Californians,

This *Report Card* reflects the grades attributed to California legislators for their votes on child-related legislation during the first year of the 2003–04 legislative session. The grades reflect each legislator's votes on 23 bills that ran through policy and fiscal committees and achieved votes on the Assembly and Senate floors. That selection necessarily excludes bills killed in committee — including the large number terminated in the Appropriations Committees' "suspense files," without any public vote. Many of those bills were important for children — especially for the 110,000 foster children for whom the state functions as parent. The score also necessarily excludes votes on private responsibility or other legislation promoting the interests of children that might be a part of the minority Republican party's agenda — and which do not reach the floor of either house. Nevertheless, the final decision on a statute or appropriation remains relevant in judging commitment to children, whatever additional votes may not occur for us to count.

In addition to the historic recall of California's Governor, 2003 will be remembered for the state's staggering \$38 billion budget shortfall — and the resulting cuts and enormous deferral of costs to 2004–05 and beyond. Although personal income for California adults continues to increase, investment in our children and their future has declined and will be cut by many billions more without decisive legislative intervention. Those legislators sitting on the Appropriations and Budget Committees had the opportunity — and arguably, the responsibility — to propose new revenues and budgets to hold children harmless. Leadership for children was regrettably absent among most of these legislators.

This *Report Card* is intended to educate and inform you of your legislators' progress on improving the status of and outcomes for children in this state. It cannot tell you all there is to know about your legislators. Accordingly, we urge you to communicate frequently with them so they know your expectations for California's children and for them.

Sincerely,

Robert (. fellowet

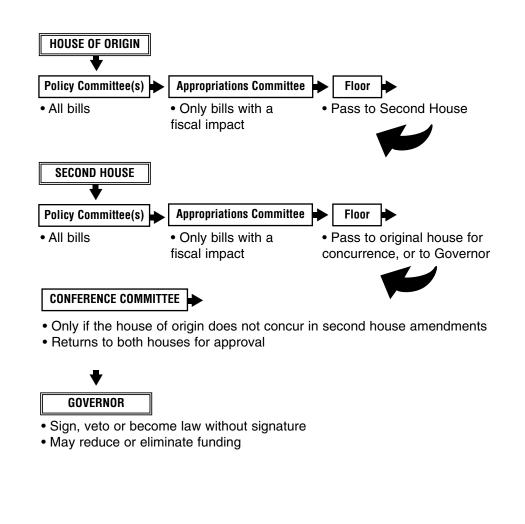
Robert C. Fellmeth Executive Director, Children's Advocacy Institute



A Primer THE LEGISLATIVE PROCESS

After introduction by a legislator, a bill is heard in the appropriate policy committee(s), and if it has a fiscal impact is then heard in the Appropriations Committee in the house of origin (either Assembly or Senate). If a bill passes those committees, it is next voted upon by all members of that house (the "floor vote"). If the bill passes a floor vote in the house of origin, it then goes to the other house and begins the process all over again (policy committee(s), Appropriations Committee, and floor vote). At any of these points, the bill may be changed or "amended." If the bill is amended in the second house, it must return for a second vote on the floor of the house of origin (the "concurrence vote").

Once a bill passes both houses of the Legislature (and, if necessary, passes a concurrence vote in the house of origin), the Governor may sign it into law, veto it, or take no action within the constitutionally-prescribed time limit, thereby allowing it to become law without his/her signature. The only change a Governor may make in a bill, without sending it back to the Legislature, is to reduce or eliminate the money allocated in the bill.



How the California Legislature Performed in 2003 THE YEAR IN REVIEW

California's 2003 legislative session will be remembered for political turmoil that took the state into uncharted territory. Interestingly, the groundbreaking event of 2003 was not the staggering budget deficit; although the deficit presented an enormous challenge, it was not unprecedented — California managed to produce a balanced budget while facing record deficits as recently as 1991–92. Even with term limits, the current Legislature includes members who had weathered the last budget storm.

Instead, the extraordinary event of 2003 was the California electorate's recall of its Governor for the first time in the state's history; in fact, Gray Davis was only the second governor in the history of the nation to be removed from office. The truncated recall campaign created an unpredictable political landscape, even to the most seasoned political veterans.

Combined, the deficit and recall created significant uncertainty and confusion in the state's deliberative body, and contributed to a legislative session marked by both paralysis and frenetic action.

<u>Budget</u>

The sheer size of the deficit for the 2003–04 budget year — \$38 billion — was mind-boggling for Californians and politicians alike. Bigger than the deficits of all the other states combined, it loomed ominously even before the Legislature reconvened for work in January.

In December 2002, during the legislative recess, Governor Davis convened a special legislative session (the 2003–04 First Extraordinary Session) to focus exclusively on 2002–03 budget reductions. He called for cuts to the 2002–03 budget midway through the fiscal year on the grounds that the state's revenue intake was even more anemic than predicted. Governor Davis warned that steps must be taken early and decisively to cut state spending. As a template for the Legislature, he proposed a total of \$10.2 billion in reductions that relied heavily on cuts to K–14 education, the elimination of social service cost of living adjustments, and Medi-Cal reductions.

The Legislature returned to work to consider the proposals, but it was mid-March before it passed a mid-year reduction package. Though incorporating many of Governor Davis's proposals, the Legislature chose to defer payment to K-12 school districts from late 2002-03 into 2003-04 instead of making program reductions. This created a one-time "savings" that in reality simply placed an additional burden on the 2003-04 budget. Additionally, the Legislature rejected the Governor's proposed health care reductions. The mid-year reductions approved by the Legislature totaled \$6.3 billion.

During the regular legislative session, the state's fiscal woes influenced the development of bill ideas and strategies. Bills were crafted to avoid costs or create revenue, with fee-increasing bills especially popular.

In both houses, the Appropriations Committees increasingly became the end of the line for bills with fiscal implications and/or bills that were not politically expedient. As part of the established legislative process, all bills with cost implications of \$150,000 or more (even bills that would eventually save the state money) are sent to these committees after being heard in the appropriate policy committee(s). The Appropriations Committees hold such measures in "suspense" in order for them to receive special scrutiny from the committee Chair and Vice Chair and the Assembly Speaker and/or the Senate President Pro Tempore. This small cadre of legislators decides the fate of the suspense file bills. Any bills marked to stay in suspense — frequently under the guise of financial expediency — die without a public vote. The fiscal argument against bills was a convenient excuse to kill bills this year given the budget situation — and thus many meritorious bills died without a vote or public accountability.

Many legislators determined that crafting the budget was the most important task for the 2003 legislative year. Democrats and Republicans publicly appeared to agree on one thing: the paramount importance of enacting a timely budget. However, both parties promptly retreated to their partisan corners when the discussion moved to specific details. Democrats stressed the need to pass a fair and balanced budget that did not disproportionately burden California's working families and poor. Republicans vowed not to vote for increased taxes and rallied to include workers' compensation reform in a budget deal. It was a recipe for budget stalemate.

The Governor's January budget proposal made waves in both camps because of an ambitious proposal to realign (*i.e.*, transfer from the state to the counties) the responsibility for administering mental health and substance abuse, child care, child welfare services, adoption assistance, and foster care, various health and social service programs, and long-term care programs. The proposal was based on an earlier realignment that took place in 1991. At that time, the Wilson Administration shifted responsibility for certain mental health, public health, and indigent health programs to the counties, and the state-county cost-sharing ratios for the programs were changed to reflect that shift. As part of the 1991 realignment, increased sales taxes and the vehicle license fee (VLF) helped offset the counties' costs for the new responsibilities.

In keeping with the Wilson Administration's precedent, the Davis Administration's 2003–04 budget proposal sought to raise sales taxes to help offset the counties' new responsibilities. The Governor proposed to raise additional revenues by adding a new tax bracket at the top of the personal income tax scheme and increasing "sin taxes" on cigarettes and other tobacco products. However, Republican legislators held their ground in opposing any new taxes.

Democrats had other concerns with the Governor's proposal, such as the gaping omissions regarding the details of the realignment's implementation. Additionally, Democrats were concerned that the counties would receive monies for the realigned programs based on current year spending ratios for only the first year; after that, counties would receive a block grant for all realigned programs to be used at the counties discretion. Although the Governor suggested that this arrangement would provide local flexibility and would improve local incentive to control costs, Democrats (and child advocates) worried that important services could be shortchanged with such a formula.

The opposition to the child care component of the realignment proposal was especially intense. Eighteen advocacy groups, including the Children's Advocacy Institute, rallied against the proposed realignment for child care programs, arguing that it would hurt children in subsidized care, increase bureaucracy, and jeopardize federal funding. The Governor acquiesced in his May Revise by removing child care from the realignment proposal — for the time being. To the chagrin of child advocates, he suggested that the proposed realignment of child care services would be revisited next year, and he maintained the proposed realignment of foster care, child welfare services, and CalWORKs programs.

The Legislature passed the budget on July 29, 2003 — once again failing to meet the constitutional deadline, but not breaking any impasse records. The final push required the Assembly to engage in a 27-hour lockdown session, and the final Assembly vote (56–22) included 11 Republicans (well over the six Republican votes needed for two-thirds approval).

The Republican support was strong because the compromise incorporated many of the primary Republican demands. Namely, the budget includes no new taxes. However, it did rely on the reinstatement of the vehicle license fee (VLF), which during the budget surplus of 2000 had been reduced by two-thirds of its original level. The VLF legislation included a trigger that allows the Governor to reinstate the fee to its original level when state General Fund revenues decline; in light of the \$38 billion General Fund deficit, Governor Davis pulled that trigger in June 2003. Other increased fees also figured prominently in the 2003–04 budget.

Many of the 2003–04 budget provisions will directly impact children's wellbeing. For example, the Legislature rejected all of the Governor's realignment proposals; as a result, foster care and adoption services, as well as several other childrelated programs, were kept whole. Unfortunately, Community Care Licensing — the Department of Social Services' division charged with monitoring the safety of foster placements, child care facilities, and adult residential facilities — suffered a 28% cut to its budget. Prior to this reduction, each licensed facility was inspected on an annual basis; after this reduction, a random sample of 10 percent of all licensed facilities will receive unannounced visits each year. This cut will reverberate in both the foster care and child care communities, as health and safety infractions will go undetected for longer periods of time.

In previous years, Governor Davis rallied to "reform" the child care system to provide more equity between former welfare recipients and working poor families who have never received cash aid. Some of the Governor's previous proposals included lowering the provider rate to the 75th percentile, lowering the income eligibility to receive subsidies, and charging all families fees. In the past, child advocates and the Women's Legislative Caucus successfully fought to ensure a family-friendly system. That success continued this year, despite the fact that the budget situation provided the prefect justification for the Governor's ongoing attempt to alter the system.

The Governor's first threat to child care during the budget process was his realignment proposal. Under that plan, the future of subsidized child care in California was completely uncertain. As noted above, the May Revise removed child care realignment from the table. Instead, however, Governor Davis proposed eliminating subsidies for 13-year-olds, eliminating services to families with income above eligibility limits who had been grandfathered into the program through welfare, lowering the reimbursement rate to providers who only care for subsidized children, lowering the regional market rate for reimbursements from the 93rd percentile to the 80th percentile, and charging families a child care "co-payment"

The child care community understood that it would be impossible to weather the 2003 budget deficit without any cuts. However, some of the proposals were too draconian to be accepted, and advocates strenuously opposed their implementation. The final compromise minimized the effects on children while still resulting in some budget reductions. Among the changes to child care in the 2003–04 budget are the elimination of subsidies for 13-year-olds; the elimination of subsidies to "grandfathered" families; lowering the provider rate to the 85th percentile; and lowering the Alternative Payment administrative rates by one percent.

The budget eliminated the Child Development Policy Advisory Committee (CDPAC), a statutorily-created body that was a valuable and respected clearinghouse for legislative deliberations on child development. In the past, CDPAC had often provided a forum for advocates to voice opposition to the Governor's attempts to reform child care.

Beyond child care, other child-related programs were impacted by the budget. For example, CalWORKs recipients will not receive a cost of living adjustment in 2003, making it more difficult for a family to keep up with the ever-increasing costs of living in California, and potentially contributing to additional child poverty.

Education funding was cut by \$800 million from the enacted 2002–03 budget, but slightly increased from the post-mid-year reduction 2002–03 spending levels. The 2003–04 education budget, like the mid-year reductions, relied heavily on deferrals. Few direct programmatic cuts to programs were made, but this strategy is not sustainable; future budgets will bear the burden of these temporary deferrals.

Medi-Cal payment rates to providers were reduced by 5%, reduced from the original proposal of 15%. The 2000 Budget Act included the first provider rate increases for over ten years. Governor Davis rationalized that a 5% cut to the provider rates today would still maintain an increase over pre-2000 rates. However, despite the increases, a 2001 California Medical Association survey of California doctors found that 91% of those surveyed felt the reimbursement rates negatively impact the quality and availability of medical care in California.¹ Additionally, the increases in 2000 did not even raise rates to match Medicare rates. The 5% cut will certainly have a negative effect on access to providers under the Medi-Cal system for adults and children alike.

Reimbursement rates for the California Children's Services program, which serves children under 21 with certain special needs and whose families earn below \$40,000 per year or spend 20% of their income of health care, will also suffer the 5% reduction.

The Legislature rejected the Governor's proposal to eliminate the optional benefits available under Medi-Cal. Some of these "optional" benefits included prosthetics, hearing aids, and durable medical equipment.

The budget fully funds the new Child Health & Disability Prevention Gateway Program, which helps enroll children in subsidized health programs more efficiently, thus increasing the number of children with access to health care.

The budget outlook for 2004–05 already puts California in the red. At this writing, the Legislative Analyst is estimating that there will be an \$8 billion shortfall.

Recall Madness

Once the budget was passed, the state — and the nation — turned its attention to California's gubernatorial recall race. The historic opportunity and the relatively

^{1.} California Medical Association, "And Then There Were None: The Coming Physician Supply Problem" (San Francisco, CA; 2001) available at http://www.cmanet.org/upload/Physician_Supply_(Acrobat).pdf.

low threshold to qualify as a replacement candidate resulted in a ballot listing 135 contenders, including an adult film star, a former child actor, a pornography publisher, a comedian, and many, many unknowns.

Film star Arnold Schwarzenegger's candidacy turned politics as usual on its head. After announcing his intent to run on the "Tonight Show with Jay Leno", Schwarzenegger quickly became a favorite among California residents and added the theatrical flair that drew national and international attention to the recall. The other leading replacement candidates included Lieutenant Governor Cruz Bustamante, State Senator Tom McClintock, political commentator Ariana Huffington, and financial consultant Peter Camejo.

Lawsuits added to the madness. A three-member panel of the Ninth U.S. Circuit Court of Appeals decided to postpone the recall until obsolete punch card ballot machines could be replaced with newer technology, so voters using the less reliable machines would not be disenfranchised. An eleven-member panel of the same Court of Appeals later reversed that decision. In the interim, however, voters and candidates were unsure whether the election would be held on October 7 as originally scheduled. The decision allowing the recall vote to take place as planned was made only two weeks before election day.

The usual end of session "gutting and amending" of bills, or the process of amending completely new language into an existing bill that has partially advanced through the legislative process, was influenced by the ever-growing possibility that the Democratic Legislature might soon lose the ability to send bills to a Democratic Governor.

The campaign season was fast and furious, with little time or attention focused on actual issues. The debates, which usually included the top four or five candidates, only provided time for prepared sound bites. In-depth discussions of the issues, especially children's issues, did not happen.

Nonetheless, over 55% of the eight million Californians who went to the polls on October 7 voted to recall Governor Davis. On the question of who should succeed Governor Davis should he be recalled, Arnold Schwarzenegger was the winner with 49% of the votes. At this printing, the transition between Governor Davis's final days and Governor-elect Schwarzenegger is taking place.

Legislation

In light of the state's significant financial constraints, the scope of the session's bills was fairly limited, especially in terms of government programs. Two major policy areas stood out as priorities: health care and workers' compensation reform.

Reforming the workers' compensation system was the Republican's major policy push. While they were largely disappointed with the final reform package, it was in fact passed by the Legislature and signed by the Governor on September 30, 2003. Supporters contend the package will cut costs out of the workers' compensation system, making it easier for businesses to participate by staving off the constant premium growth.

Regarding health care, no less than five bills were introduced to address the high number of Californians who lack health insurance. Leading the pack were SB 2 (Burton), which requires employers to provide health coverage or pay the state to

administer coverage, and SB 921 (Kuehl), which would create a universal health care program for California.

Most of the health care reform bills were sent to conference committee to be negotiated and consolidated into one reform bill; however, SB 921 was not included in this process because Senator Kuehl elected to make it a two-year bill. The conference report modified the provisions of SB 2, but the essential pieces remained intact. Businesses with 200 or more employees will be required to provide health care to their employees and pay at least 80 percent of the premiums by 2006. Businesses with between 50 and 199 employees will be required to provide coverage by 2007. Smaller businesses are exempt until the state authorizes a tax credit to help mitigate some of the cost. California will also establish a health insurance pool for companies that cannot find affordable health care programs.

SB 2 was signed into law by Governor Davis on October 5, 2003. Supporters estimate that an additional one million Californians will receive coverage once the bill is completely implemented. While hailed as one of the most important and far-reaching bills of the legislative session, its potential impact on children is unclear. Accordingly, child advocates will be closely monitoring — and, if necessary, participating in — the implementation of SB 2.

Generally, bills which did specifically address children's issues in 2003 were very specific in nature, often making small technical changes to existing programs. For example, several bills — such as AB 408 (Steinberg), AB 490 (Steinberg), AB 1151 (Dymally), SB 182 (Scott), and SB 591 (Scott) — were introduced to reform specific parts of the child welfare system. However, there was little political will to take a holistic look at the child welfare system. Nonetheless, real gains were made for children in the foster care system, such as AB 1151 (Dymally), which specifically iterates the state's obligation to protect children in foster care. This seemingly obvious responsibility was refuted in a court decision last year. AB 1151 will ensure that the state upholds this basic responsibility to protect the children in its care.

Other child-related legislative proposals included AB 56 (Steinberg), which would establish a statewide system of School Readiness Centers to help ease the transition into school, and SB 432 (Ortiz), which would require the Superintendent of Public Instruction to develop eligibility standards and reimbursement rates for the future implementation of a universal preschool program. AB 56 is being held in the suspense file of the Assembly Appropriations Committee; SB 432 is being held in the suspense file of the Senate Appropriations Committee.

SB 677 (Ortiz), the California Childhood Obesity Prevention Act, has the potential to positively affect many children. This bill, which prohibits the sale of carbonated beverages in elementary schools starting July 1, 2004, was a response to the skyrocketing rates of child and adolescent obesity and Type 2 diabetes. The epidemic is affecting children's health, their ability to learn, and their future. This national phenomena has shocked health providers and educators and forebodes the serious strain on the health care system caused as children become adults with obesity-related illnesses. Although SB 677 addresses only part of the problem (the availability of soda at schools), research suggests that children consume most of their sugar intake from sodas. Removing such products from school is an important first step to a healthier student body. SB 677 was signed by the Governor on September 16, 2003.

Final Words

Over \$20 billion of 2003's budget deficit was pushed forward for five to twenty years. We now face another \$8 billion (at least) of projected deficit for 2004–05, and Governor-elect Schwarzenegger has pledged to reduce \$4 billion from the VLF. Contrary to widespread media characterization, the \$4 billion is not a "tripling of the vehicle license fee." It is a return to the original level of 1998 — which had subsequently been reduced during prosperous budget years when the state could afford to make such reductions.

The 2003 legislative year brought no new funding for any child-related public investment — even where substantial savings would occur over several or more years. Moreover, children have absorbed across-the-board reductions in existing education investment — hard cuts for impoverished children. The even greater concern is that the questionably lawful "push forward" of debt to future years locks in disinvestment in children for much of a generation. The categorical bar impedes program improvements that involve any up-front spending whatsoever, and gives special interests a lethal way to kill spending for children (or anyone but themselves): simply persuade an often compliant Department of Finance to put a hefty price tag on bills, regardless of actual expenditure impact. Contrary to the "excessive spending" mantra of some Republican leaders, California remains near the bottom of the nation in education spending per child, has increased medical coverage only marginally despite federal money available at a 2–1 ratio, and provides a record low of 67% of the poverty line in safety net support for impoverished children, with increasing numbers of children suffering extreme poverty.

The context for this withdrawal of support for children is a period of relative prosperity for adults, state tax cuts of over \$5 billion over the last five years, state tax credits and deductions now totaling over \$28 billion per year and each ended only by a two-thirds vote, and two successive federal income tax cuts for California adults averaging \$37.7 billion in lower federal taxes each year over the next decade. Nevertheless, we are told that new revenue from California adults is "off the table" from fear of a media "tax and spend" accusation. Polls indicate that the electorate is more sophisticated than the current public finance demagoguery, regrettably now accepted by the media. The electorate understands that impoverished children should receive adequate housing and nutrition, and that education investment is well warranted — even if taxation must be increased to provide it.

All of the shortfall for our children is not assignable to the regrettably ascendant Republican "state-hater" ideology. On the Democratic side, we see a general surrender of new investment obligation, and a failure to consider the legitimate conservative call for reproductive responsibility — the need to lessen unwed births, improve child support collection, and strengthen marriage and families. With both parties consistently focused on eliminating the child-friendly agenda of the other, children have not fared well from either.

Subjects Graded **2003 BILLS**

POVERTY

AB 231 (Steinberg) reforms the Food Stamp Program to increase participation and improve nutritional outcomes for low-income families by allowing the Department of Social Services to ease the vehicle exemption when determining recipient eligibility. In effect, a family will no longer be deemed ineligible for food stamps if it owns a decent car. This access to transportation facilitates access to jobs and the related services that help a family transition off aid.

STATUS: Governor Davis signed AB 231 on October 9, 2003 (Chapter 743, Statutes of 2003).

AB 739 (Jackson) creates the Child Support Payment Trust Fund, to be administered by the Department of Child Support Services, and establishes the necessary funding structure and banking considerations for the collection and distribution of millions of dollars of child support payments. These provisions will streamline the child support payment process, increasing both collections and timely payments to families.

STATUS: Governor Davis signed AB 739 on September 16, 2003 (Chapter 387, Statutes of 2003).

AB 1093 (Lieber) would have enacted the California Living Wage Act, requiring the state, and specified contractors and subcontractors performing work under a qualified contract for a state agency, to pay a living wage to each of its employees performing work under that contract. The term "living wage" was defined as \$10 per hour if the employee received health insurance coverage, or \$12 per hour if the employee did not receive health insurance coverage. The bill required an annual adjustment of the living wage by the Department of Finance to reflect any increase in the California Consumer Price Index, or by an amount that may be determined annually as an adequate living wage standard by the Division of Labor Statistics and Research of the Department of Industrial Relations. This bill would have ensured that employees working for or under contract with the state would be paid enough to cover a family's basic needs.

STATUS: Governor Davis vetoed AB 1093 on October 14, 2003.

AB 1402 (Wolk) revises the method of adjusting CalWORKs and Food Stamp benefits within a fiscal quarter to conform California policy with federal law.

STATUS: Governor Davis signed AB 1042 on September 16, 2003 (Chapter 398, Statutes of 2003).

NUTRITION

SB 677 (Ortiz) enacts the California Childhood Obesity Prevention Act, prohibiting the sale of carbonated beverages on elementary school campuses starting July 1, 2004. The bill limits the allowable beverages for elementary and middle school sale to water, milk, 100 percent fruit juices, and fruit-based drinks with at least 50 percent fruit juice and no added sweeteners. The bill will help reinforce healthy diet options for children at school and support the ongoing battle against childhood obesity. STATUS: Governor Davis signed SB 677 on September 16, 2003 (Chapter 415, Statutes of 2003).

HEALTH & SAFETY

AB 24 (Negrete McLeod) encourages a private entity, in consultation with the Epidemiology and Prevention for Injury Control Branch within the Department of Health Services (DHS), to produce an informative brochure or booklet explaining the child drowning hazards of, possible safety measures for, and appropriate drowning hazard prevention measures for home swimming pools and spas, and to donate the document to DHS. The bill requires DHS to review and approve the document and post it on the DHS website in an easily downloadable or publishable format. This document will help educate consumers on pool and spa safety and accident prevention.

STATUS: Governor Davis signed AB 24 on September 20, 2003 (Chapter 422, Statutes of 2003).

AB 1286 (Frommer) revises and expands existing "continuity of care" laws under which a health plan is required, under certain circumstances, to allow an enrollee to continue to see a health care provider who is no longer contracting with the plan. Care of a newborn between birth and 36 months is one of the circumstances that triggers the bill's continued care provisions. This bill ensures that a child's health is not compromised by contract disputes between providers and insurers.

STATUS: Governor Davis signed AB 1286 on September 28, 2003 (Chapter 591, Statutes of 2003).

AB 1697 (Pavley) requires that all children under the age of six or who weigh less than 60 pounds be secured in a child passenger restraint system located in the rear seat, except under specified circumstances. The requirement becomes effective January 1, 2005. The new requirements, which are based on recommendations by the National Highway Traffic Safety Administration, will further protect children traveling in vehicles.

STATUS: Governor Davis AB 1697 on September 24, 2003 (Chapter 524, Statutes of 2003).

SB 2 (Burton) enacts the Health Insurance Act of 2003 to provide health coverage to specified individuals (and in some cases their dependents) who do not receive job-based health coverage and who work for large and medium employers, as defined. It is estimated that the bill will cover an additional one million currently uninsured individuals. In addition to increasing access for these individuals, the bill will result in efficiencies in the health care system and ease the strain on the public health system.

STATUS: Governor Davis signed SB 2 on October 5, 2003 (Chapter 673, Statutes of 2003).

SB 24 (Figueroa) creates the Prenatal Gateway and the Newborn Hospital Gateway to simplify enrollment of prenatal women and certain newborn infants into the Medi-Cal program. This bill expedites access to preventive care for pregnant women and infants, saving lives and preventing disabilities.

STATUS: Governor Davis signed SB 24 on October 12, 2003 (Chapter 895, Statutes of 2003).

SPECIAL NEEDS

SB 145 (Alpert) requires that the equivalent opportunity to observe a pupil be afforded during an independent educational assessment as is allowed a public education agency performing an educational assessment. This opportunity shall be allowed regardless of whether the assessment is initiated before or after the filing of a due process hearing proceeding. The bill prohibits the observation or assessment of any other pupil who is not the subject of the observation without the consent of his or her parent or guardian. These provisions will protect a student's right to an independent assessment during special education placements.

STATUS: Governor Davis signed SB 145 on September 11, 2003 (Chapter 368, Statutes of 2003).

CHILD CARE

AB 305 (Mullin) requires a city or county to grant an additional density bonus, concession, or incentive to a housing developer if that developer includes a child care facility in a housing development. The bill also has provisions to ensure that children from low and moderate income families have access to slots in these facilities. Cities and counties may waive providing the incentive if it is found that there is already adequate child care in the area. AB 305 will create an incentive for developers to include child care facilities in new housing developments, making new communities more livable for families.

STATUS: Governor Davis signed AB 305 on September 20, 2003 (Chapter 430, Statutes of 2003).

AB 1683 (Pavley) requires each licensed child day care facility to immediately post a copy of a licensing report that documents a citation or a substantiated complaint investigation for the facility. This bill also requires the report and other required verifying documents to remain posted for thirty consecutive days. This will help educate parents about the safety of their child care facility. The added scrutiny will create an incentive for facilities to avoid citation, thus better protecting the child dren in their care.

STATUS: Governor Davis signed AB 1683 on September 16, 2003 (Chapter 403, Statutes of 2003).

EDUCATION

SB 495 (Vasconcellos) would have created the Opportunities for Teaching and Learning (OTL) Index, to be included as part of the Public School Accountability Program. The Superintendent of Public Instruction — with recommendations from the California Quality Education Commission — would have created the OTL to include, at a minimum, the number of fully-credentialed teachers at the school, the availability of adequate instructional materials, the physical condition and maintenance of the school facilities, and the availability of counseling and academic advising, among other things. This information would have provided a context for understanding and improving a school's accountability scores, which are currently based on standardized test results.

STATUS: Governor Davis vetoed SB 495 on October 12, 2003.

SB 892 (Murray) requires schools to ensure that restrooms are open during school hours and regularly maintained, clean, and fully operational. Additionally, it requires that restrooms be stocked with toilet paper, soap, and paper towels or hand dryers. After thirty days, schools with uncorrected violations will be ineligible for school facilities money. This will ensure that children have the ability to take care of the most basic of needs while at school.

STATUS : Governor Davis signed SB 892 on October 12, 2003 (Chapter 909, Statutes of 2003).

CHILD PROTECTION

AB 353 (Montanez) expands the definition of the term "sibling" to include relationships by affinity through a common legal parent. The bill allows courts to consider a parent's sexual abuse of one of his/her biological or foster children as legal grounds for denying reunification services regarding the parent's other children, regardless of whether those children are biological siblings of the abused child.

STATUS: Governor Davis signed AB 353 on July 2, 2003 (Chapter 28, Statutes of 2003).

AB 408 (Steinberg) makes several changes in dependency law to help achieve permanency for older foster youth. Among other things, the bill requires the court to determine whether a minor of at least ten years was properly notified of his/her right to attend his/her juvenile court hearing when the minor was not present at that hearing; requires, at various points in the dependency process for children ten or older who are placed in group homes, that the social study, evaluation, or supplemental report used by the court include a discussion of whether the child has relationships with individuals other than the child's siblings that are important to the child; requires the social worker to ask a child who is ten years old or older who is placed in a group home to identify any such individuals, consistent with the child's best interest, and permits the social worker to ask a child younger than ten, as appropriate; requires the social worker to make efforts to identify other individuals who are important to the child; and creates new requirements for efforts to be made to maintain such relationships, and for the court to review information on such efforts at various points in the dependency process. All of these provisions will help older children in foster care achieve permanency by helping reduce their reliance on the foster care system.

STATUS: Governor Davis signed AB 408 on October 10, 2003 (Chapter 813, Statutes of 2003).

AB 458 (Chu) establishes the right for foster children and others in the foster care community to be free from discrimination or harassment on the basis of actual or perceived race, ethnic group identification, ancestry, national origin, color, religion, sex, sexual orientation, gender identity, mental or physical disability, or human immunodeficiency virus (HIV) status. Additionally, it requires training for administrators, licensing personnel, licensed foster parents, and relative caretakers to include training about these rights.

STATUS: Governor Davis signed AB 458 on September 6, 2003 (Chapter 331, Statutes of 2003).

AB 490 (Steinberg) will improve educational outcomes for foster youth by, among other things, declaring the Legislature's intent to ensure that pupils in foster care and those who are homeless, as defined, have a meaningful opportunity to meet the academic achievement standards to which all pupils are held, are placed in the least restrictive educational programs, and have access to the academic resources, services, and extracurricular and enrichment activities as all other pupils. This bill requires that pupils placed in licensed children's institutions or foster family homes attend programs operated by the local educational agency, under specified circumstances.

STATUS: Governor Davis signed AB 490 on October 12, 2003 (Chapter 862, 2003).

AB 1151 (Dymally) enacts the Duty to Foster Children Reaffirmation Act, declaring that the state has a duty to care for and protect the children in foster care, and as a matter of public policy, the state assumes an obligation of the highest order to ensure the safety of children in foster care. The bill also requires that after the death of a minor foster child, designated information regarding that child shall be subject to disclosure pursuant to the California Public Records Act. Existing law relating to the establishment of a case plan for a child in foster care expresses a policy that these children be in a safe home or out-of-home setting; this bill specifies that the term "safe," for these purposes, means a home or setting that is free from abuse or neglect, as described in specified existing law, and makes a legislative finding that the definition of safe contained in the bill is declaratory of existing law. The bill clarifies the state's responsibility to keep children in the foster care system safe.

STATUS: Governor Davis signed AB 1151 on October 11, 2003 (Chapter 847, Statutes of 2003).

SB 182 (Scott) allows the adoption of a minor who has been in the custody of a legal guardian for at least two years, if the court finds, after consideration of specified factors, that the minor would benefit from being adopted by his or her legal guardian; provides that the thirty-day waiting period for revocation of consent to adoption continues to run upon revocation of consent by the birth parent or parents; and makes several technical changes to provisions relating to independent adoptions. These provisions will facilitate and ease adoptions.

STATUS: Governor Davis signed SB 182 on September 1, 2003 (Chapter 251, Statutes of 2003).

SB 591 (Scott) would direct child protective service agencies to provide the caregivers of foster children with specific personal information relating to the child and the child's case, within a specified time frame. The required information will help caregivers better know and meet their foster children's needs.

STATUS: Governor Davis signed SB 591 on October 10, 2003 (Chapter 812, Statutes of 2003).

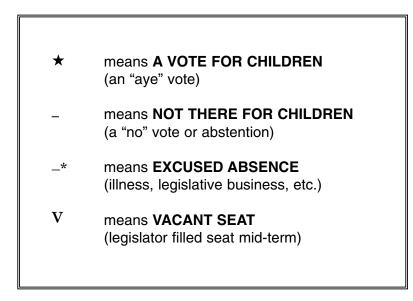
JUVENILE JUSTICE

AB 945 (Nunez) permits the detention of minors in jail for adults or other secure adult facilities only if the court makes its findings on the record and it finds that the minor poses a danger to the staff, other minors in the juvenile facility, or the public. The bill will ensure that minors are kept, except in extreme circumstances, in the detention facilities better equipped to serve their needs.

STATUS: Governor Davis signed AB 945 on September 6, 2003 (Chapter 332, Statutes of 2003).

How Legislators Were Graded

All the bills included in this *Report Card* would improve current law for children. An "AYE" vote on these measures represents a vote for children and is indicated by a " \star ." "NO" votes and abstentions are noted with a "-," indicating the legislator was "not there" for children. Abstentions count against a legislator's score because a legislator who fails to vote effectively votes "NO." In cases where a legislator had an excused absence when the floor vote was taken (for illness, legislative business, etc.), the vote will be noted with a "-*" but will count as a "NO" vote for purposes of the legislator's total grade. Vacancies in a legislative seat are noted with a "V."



The 2003 Children's Legislative Report Card evaluates only floor votes on selected bills affecting children. When bills were amended in the second house, the concurrence vote in the house of origin was used to compute those legislators' scores, so that comparing Senate and Assembly votes on the same bills will reflect votes on the same version of the bill.

Legislators' overall scores indicate the percentage of votes cast FOR children, with a possible score of 100%. Votes and attendance were tallied from the Assembly and Senate Daily Journals and the Legislative Counsel's website (www.leginfo.ca.gov).

CHILDREN'S LEGISLATIVE REPORT CARD

2003 FINAL REPORT

	Legislator	POVERTY	AB 231 (Steinberg)	AB 739 (Jackson)	AB 1093 (Lieber)	AB 1402 (Wolk)	NUTRITION	SB 677 (Ortiz)	HEALTH/SAFETY	AB 24 (Negrete McLeod)	AB 1286 (Frommer)	AB 1697 (Pavley)	SB 2 (Burton)	SB 24 (Figueroa)	SPECIAL NEEDS	SB 145 (Alpert)	
	Aanestad		-	_	_	_		-		-	*	_	_	-		*	
	Ackerman		_	-	_	-		-		-	_	-	_	-		*	
	Alarcon Alpert		* *	* *	★ ★	* *		★ ★		* *	* *	* *	★ ★	*		* *	
	Ashburn		<u> </u>	÷	_	_		_		_	÷	_	<u> </u>	_		×	
	Battin		-	-	-	-		-		-	-	-	-	-		*	
	Bowen		*	*	*	*		*		*	*	*	*	*		*	
	Brulte		-	-	-	-		-		-	-	-	-	-		*	
	Burton Cedillo		* *	* *	* -	* *		★ ★		★ ★	* *	* *	* *	* *		* *	
	Chesbro		*	*	*	*		*		*	*	*	*	*		*	
	Denham		_	_	_	_		_		×	×	_	_	_		×	
	Ducheny		\star	*	\star	\star		*		*	\star	\star	\star	-		*	
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	Florez		*	*	*	*		*		*	*	*	*	*		*	
	Hollingsworth		_	_	_	_		_		-	_	_	_	-		*	
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	Ortiz		*	*	*	-		*		-	*	-	*	*		*	
	Perata		*	*	*	*		★		*	*	*	*	*		*	
	Poochigian Romero		_	- *	- *	_		-		-	*	+	_	_ ★		*	
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ASSEMBLYMEMBERS	Chu		*	*	*	*		*		*	*	*	*	*		*	
В	Cogdill Cohn		-	*	-	-		-		-	*	-	-	-		*	
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	Diaz		*	*	*	*		*		*	*	*	*	*		*	

★ : A VOTE FOR CHILDREN (an "aye" vote)

- : NOT THERE FOR CHILDREN (a "no" vote or abstention)

CHILD CARE	AB 305 (Mullin)	AB 1683 (Pavley)	EDUCATION	SB 495 (Vasconcellos)	SB 892 (Murray)	CHILD PROTECTION	AB 353 (Montanez)	AB 408 (Steinberg)	AB 458 (Chu)	AB 490 (Steinberg)	AB 1151 (Dymally)	SB 182 (Scott)	SB 591 (Scott)	JUVENILE JUSTICE	AB 945 (Nunez)	2003 Votes for Children	2003 Grade	Legislator
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	-	-		-	-		*	*	-	_	*	*	*		*	7 of 23	30%	Ackerman
	-	*		*	-		*	*	*	*	*	*	*		*	21 of 23 21 of 23	91%	Alarcon
	*	-		*	*		*	*	*	*	* *	*	*		*	9 of 23	91% 39%	Alpert Ashburn
	_	_		_	- *		*	*	_	_	*	*	*		*	8 of 23	35%	Battin
	*	*		*	*		*	*	*	_	*	*	*		*	22 of 23	96%	Bowen
	_	-		_	-		*	*	-	_	★	*	*		*	7 of 23	30%	Brulte
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	*	*		*	*		*	*	*	*	*	*	*		\star	20 of 23	87%	Escutia
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	_	÷		<u> </u>	_		×	÷	_	_	*	÷	÷		×	9 of 23	39%	Campbell
	*	*		*	-		*	*	*	*	*	*	*		-	20 of 23	87%	Canciamilla
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	*	*		*	*		*	*	*	*	*	*	*		*	23 of 23	100%	Chavez
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	_ ★	- *		_ ★	- ★		* *	* *	- *	* *	★ ★	* *	* *		* *	10 of 23 23 of 23	43%	Cogdill Cohn
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	—	-		-	_		*	*	-	*	\star	\star	*		\star	10 of 23	43%	Cox
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*	*	*		*	*		_*	*	*	*	*	*	*		*	22 of 23	96%	Diaz

-* : EXCUSED ABSENCE

V : VACANT SEAT

 Although Senator Vincent has scored in the 90-100% range on previous Report Cards, an illness caused him to miss several floor votes during the 2003 session.

CHILDREN'S LEGISLATIVE REPORT CARD

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	Legislator	POVERTY	AB 231 (Steinberg)	AB 739 (Jackson)	AB 1093 (Lieber)	AB 1402 (Wolk)	NUTRITION	SB 677 (Ortiz)	HEALTH/SAFETY	AB 24 (Negrete McLeod)	AB 1286 (Frommer)	AB 1697 (Pavley)	SB 2 (Burton)	SB 24 (Figueroa)	SPECIAL NEEDS	SB 145 (Alpert)	
	Dutra		*	*	*	*		*		*	*	*	*	*		*	
	Dutton		-	*	_	_		-		-	_	-	—	*		\star	
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	Firebaugh ²		-*	_*	_*	_*		_*		_*	_*	_*	_*	-*		-*	
	Frommer		*	*	-	*		*		*	*	*	*	*		*	
	Garcia		*	*	-	*		-		*	*	*	-	*		*	
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6	Longville		*	*	*		*		*	*	*	*	*		*		
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Ш	Maldonaldo		* *	_	- *		-		* *	* *	* *	_	* *		_ ★		
ASSEMBLYMEMBERS	Matthews		*	÷	*	÷		*		÷	*	÷	*	÷		*	
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	Ridley-Thomas		- *	* *	*	*		*		* *	*	*	*	*		*	
	Runner		×	*	×	×		×		×	* *	×	×	*		× ★	
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	Vargas		*	*	*	*		*		*	*	*	*	*		*	
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											~ ~						I DREN (a "na" vota ar abstantian)

★ : A VOTE FOR CHILDREN (an "aye" vote)

- : NOT THERE FOR CHILDREN (a "no" vote or abstention)

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 $-^*$: EXCUSED ABSENCE

 $2\cdot$: Although Assemblymember Firebaugh has scored in the 90-100% range on previous Report Cards, an illness caused him to miss several floor votes during the 2003 session.



Children's Advocacy Institute

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