

Table 14. Percentage of placement types used during baseline by county

County	Demo/Comp	Total Placements	Foster Homes (%)	Non-Licensed Relative Home (%)	Non-Licensed Non-Relatives (%)	Adoptive Homes (%)	Group Homes (%)	All CRCS (%)	Independent Living (%)	Other (%)
<b>Group 1</b>										
Ashtabula	D	567	40	28	5	3	0	21	0	2
Belmont	D	509	59	16	1	6	11	2	0	6
Crawford	D	324	52	5	1	4	3	33	0	3
Hancock	C	101	85	5	0	4	0	3	0	3
Hocking	C	324	70	19	1	4	0	2	0	5
Miami	C	495	75	9	3	2	3	4	0	4
Muskingum	D	902	82	7	0	0	1	8	0	2
Scioto	C	692	71	11	0	0	14	2	0	2
<b>Group 2</b>										
Allen	C	579	65	12	0	4	1	14	0	4
Columbiana	C	258	54	4	0	9	18	15	0	0
Fairfield	D	424	75	14	2	5	0	3	0	0
Greene	D	543	57	9	1	1	22	4	0	6
Medina	D	254	57	17	4	2	15	3	0	2
Richland	D	1,106	44	32	4	4	5	8	0	4
Warren	C	242	65	17	2	0	1	12	2	1
Wood	C	332	60	11	0	6	11	6	0	5
<b>Group 3</b>										
Butler	C	2,432	69	2	1	6	13	3	0	7
Clark	D	1,061	59	9	2	4	5	11	4	6
Clermont	C	888	64	12	2	5	3	8	2	5
Lorain	D	1,093	56	15	1	5	14	8	1	0
Mahoning	C	1,042	72	2	0	4	16	3	0	1
Portage	D	907	56	16	1	5	3	14	0	5
Stark	D	3,642	59	19	2	4	12	1	0	2
Trumbull	C	850	76	0	0	9	7	8	0	0
<b>Group 4</b>										
Franklin	D	14,078	41	22	4	3	11	15	2	3
Hamilton	D	10,443	52	17	0	3	7	17	2	1
Montgomery	C	5,250	73	8	0	3	7	2	2	5
Summit *	C	6,368	36	28	1	7	0	23	0	1
<b>Total</b>										
<b>Demonstration Totals</b>		35,853	50	19	2	3	9	13	2	2
<b>Comparison Totals</b>		19,853	59	14	1	5	6	10	1	3

\* Resource Type missing for 205 placements in Summit County.

"Other" category includes hospital, maternity home and nursing home.

#### *C.4.b. Use of Relative Care*

The use of relative homes placements in each county depends on agency preference, court preference, and availability of relatives willing and able (health, living space, resources) to be screened as relative placements. Overall, the demonstration group used non-licensed relative homes more frequently as a placement type (19%) than the comparison group (14%). The variations in usage during baseline in each county are shown in Figure 4. Four groups show a wide range. In addition, six counties that are not shown in Figure 4 infrequently used relative homes: Crawford and Hancock in Group 1; Butler and Columbiana in Group 2; and Mahoning and Trumbull in Group 3. Our administrative data interviews in each county reflected the problem with documenting use of relatives because of licensing, custody, and payment issues (as described earlier in Chapter 2.)

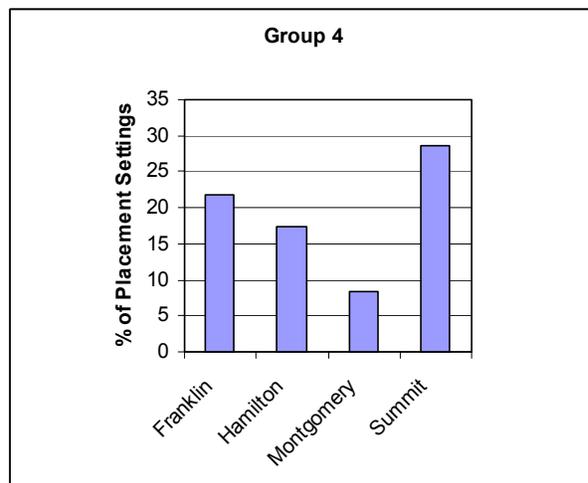
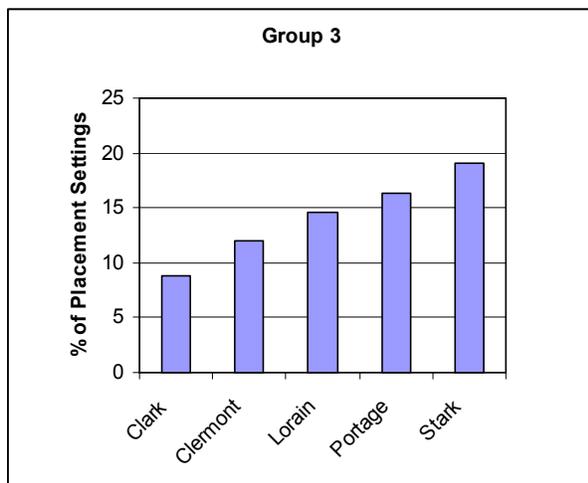
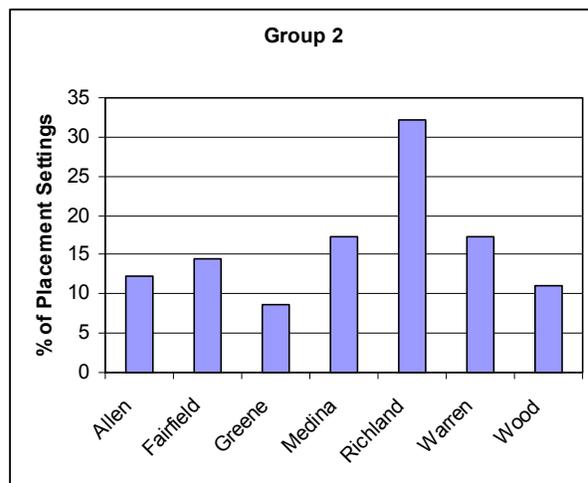
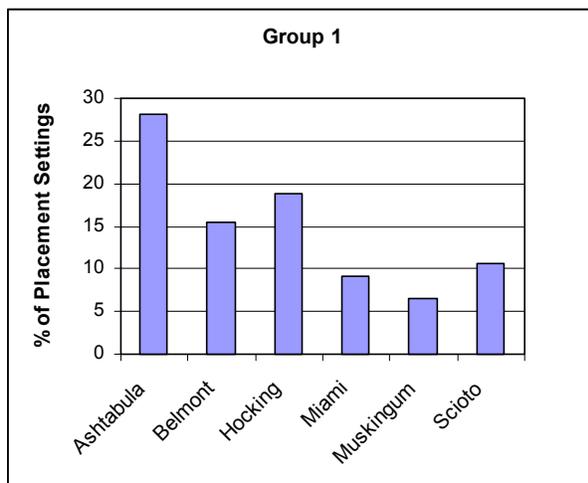
Use of relatives is the least restrictive and usually least expensive type of placement. These programmatic features, combined with several counties' consideration of relative guardianship initiatives suggest that changes in the use of relatives during the demonstration should be monitored closely.

#### *C.4.c. Number of Children in Placement at the End of Quarter*

The number of children in placement at any point in time is an important indicator. The number of children in placement for the baseline is included in Table III-5 in the Appendix. The total population for each county is listed beginning with October 1, 1995, following with the placement count at the end of each quarter, ending with the placement population on September 30, 1997.

The demonstration group, consistent with its greater general population of children, has a two-thirds (64%) larger population of children in placement at the end of each quarter than the comparison group. On average (quarterly) during the baseline, there are 6,520 children in placement in the demonstration group compared to 3,964 children in the comparison group. This size population difference is maintained consistently during the two year baseline period. The demonstration group increases modestly (5%) from the start of baseline population (6,410 children) to a quarterly high value of 6,755 children on March 31, 1997. The population drops again to 6,480 children by the end of the baseline period. The comparison group stays flat, staying close to 4,000 children in care at the end of each quarter.

The quarterly averages for each county during the two-year baseline are shown in Figure 5. Further discussion about the patterns of placement is presented in Section C, Use of Placement Days by Quarter.



Note: Other counties used relative homes for less than 5 percent of placements. They include Butler, Columbiana, Crawford, Hancock, Mahoning, and Trumbull.

Figure 4. Percentage use of relative homes as placement during baseline by county

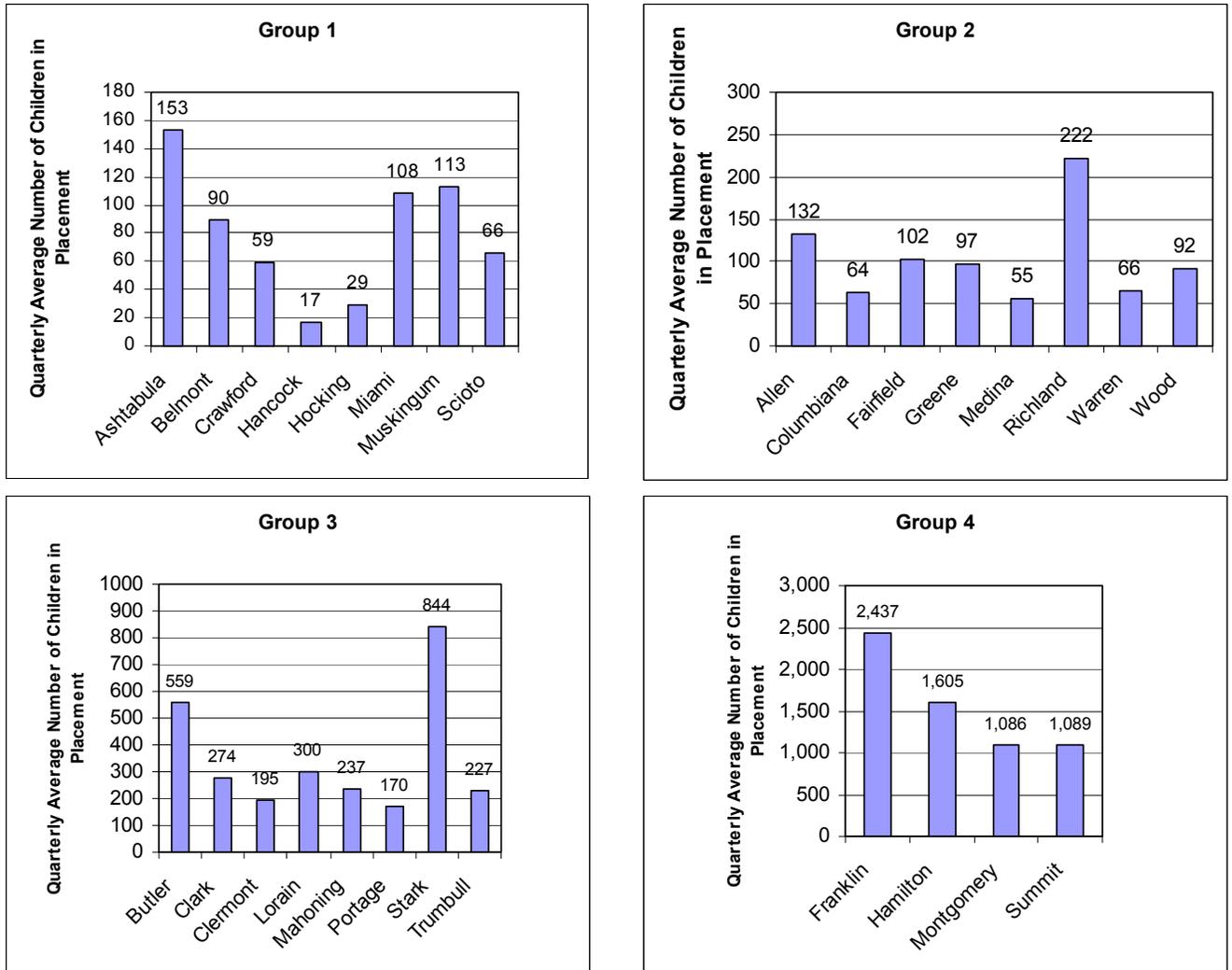


Figure 5. Quarterly average number of children in placement by group and county

*C.4.d. Race of Children in Placement*

Table 15 identifies the race of children served in placement any time during the baseline. The same aggregates were used as in the description of race of children in incidents (see page 28). In that discussion, several counties (Ashtabula, Butler, Fairfield, Scioto, and Hamilton) were excluded because of the high (over 25%) percentage of missing data. For children in placement, all counties are included in the discussion. For children in incidents, the race of the children might not be documented, especially for a child where a case will not be opened.

Table 15. Race of all children in placement during baseline

County*	Demo/Comp	N	White (%)	African – American (%)	Hispanic (%)	Other** (%)	Missing
<b>Group 1</b>							
Ashtabula	D	277	79.8	8.3	2.2	9.7	45
Belmont	D	231	93.9	3.9	0.0	2.2	1
Crawford	D	173	97.1	0.6	1.2	1.2	4
Hancock	C	65	92.3	0.0	4.6	3.1	3
Hocking	C	154	98.1	1.3	0.0	0.6	0
Miami	C	248	91.1	4.8	1.6	2.4	1
Muskingum	D	288	87.2	5.6	0.0	7.3	2
Scioto	C	230	93.0	7.0	0.0	0.0	59
<b>Group 2</b>							
Allen	C	306	55.9	36.3	1.0	6.9	0
Columbiana	C	142	94.4	0.0	3.5	2.1	2
Fairfield	D	173	98.8	0.0	1.2	0.0	48
Greene	D	306	70.9	16.7	2.6	9.8	4
Medina	D	134	91.8	0.0	0.7	7.5	3
Richland	D	585	72.3	25.0	0.0	2.7	30
Warren	C	149	96.0	0.0	0.0	4.0	0
Wood	C	175	91.4	4.0	1.7	2.9	1
<b>Group 3</b>							
Butler	C	1,209	77.5	19.4	1.0	2.2	49
Clark	D	546	66.1	24.2	0.9	8.8	13
Clermont	C	442	96.6	2.7	0.0	0.7	15
Lorain	D	664	44.4	30.7	8.1	16.7	8
Mahoning	C	560	33.8	60.0	3.4	2.9	14
Portage	D	420	82.9	11.7	0.0	5.5	7
Stark	D	1,772	63.9	30.2	0.6	5.2	2
Trumbull	C	503	59.8	28.2	0.4	11.5	0
<b>Group 4</b>							
Franklin	D	6,637	41.8	50.6	0.7	6.9	13
Hamilton	D	3,583	24.2	55.8	0.2	19.7	78
Montgomery	C	2,519	36.8	60.7	0.1	2.4	15
Summit	C	2,753	44.0	50.0	0.5	5.6	64
<b>Total</b>							
<b>Demonstration Totals</b>		11,210	53.0	39.0	1.1	6.9	258
<b>Comparison Totals</b>		8,016	51.1	44.0	0.7	4.2	223

Note: Other includes Asian/Pacific Islander, American Indian/Alaskan, bi-racial, multi-racial, and FACSIS "other" category. Demonstration Totals do not include Hamilton, Ashtabula, Clark, and Fairfield Counties. Comparison Totals do not include Butler and Scioto Counties.

The percentage of African-American children in placement is higher for both demonstration and comparison totals than for children in abuse/neglect incidents. Since many children enter placement through non-abuse/neglect pathways, the evaluation team will conduct further analysis of patterns of service in historical cohorts of children in later years of the evaluation.

*C.4.e. All Placement Days During Baseline*

The cost neutrality framework of the ProtectOhio demonstration is calculated on the historical and expected use of placement days. Each day a child spends in placement is counted as a placement day. The total number of placement days is the volume of placement days used during the baseline by each county. Table 16 presents these data by quarter.

The demonstration counties, overall, used 4,766,836 days over the baseline; two-thirds higher (64%), compared to 2,899,686 days used by the comparison group. Over half of the demonstration group's placement days were used by children placed by Franklin County (37%) and Hamilton County (25%).

Table 16. Placement days used during baseline by county

County	Demo/ Comp	Q1 (12/31/95)	Q2 3/31/96)	Q3 (6/30/96)	Q4 (9/30/96)	Q5 (12/31/96)	Q6 (3/31/97)	Q7 (6/30/97)	Q8 (9/30/97)	Baseline Total
<b>Group 1</b>										
Ashtabula	D	14,211	14,397	13,468	13,268	14,071	13,354	14,445	14,106	111,320
Belmont	D	8,471	8,670	8,113	7,841	7,880	7,986	8,242	8,254	65,457
Crawford	D	5,243	5,336	5,612	5,789	6,319	5,654	5,335	4,872	44,160
Hancock	C	1,127	1,214	946	1,647	1,972	1,516	1,539	1,783	11,744
Hocking	C	2,743	2,698	3,478	2,925	2,428	2,574	2,703	2,612	22,161
Miami	C	9,850	9,788	9,515	9,454	10,489	10,689	10,338	9,377	79,500
Muskingum	D	10,538	10,239	11,395	10,424	9,713	10,010	10,547	9,875	82,741
Scioto	C	6,184	5,533	6,512	5,653	5,677	6,140	6,550	6,601	48,850
<b>Group 2</b>										
Allen	C	15,335	15,073	12,822	12,387	12,388	10,786	11,081	10,184	100,056
Columbiana	C	5,843	6,024	6,430	6,559	5,573	5,224	5,310	5,381	46,344
Fairfield	D	7,514	7,266	7,366	9,051	10,339	10,375	10,721	11,107	73,739
Greene	D	9,544	9,516	9,226	8,115	8,231	8,450	8,925	8,767	70,774
Medina	D	5,290	4,977	5,050	5,123	5,167	5,424	5,198	4,306	40,535
Richland	D	18,537	18,413	19,309	19,229	21,083	21,328	20,603	20,578	159,080
Warren	C	6,401	6,359	6,138	5,546	5,562	5,726	5,943	5,793	47,468
Wood	C	9,822	9,164	8,974	9,188	8,781	8,334	7,720	6,819	68,802
<b>Group 3</b>										
Butler	C	48,758	49,243	52,072	52,005	53,766	50,494	52,817	52,933	412,088
Clark	D	23,811	24,149	24,725	25,027	26,047	26,753	27,395	23,991	201,898
Clermont	C	18,404	17,701	17,443	16,407	17,085	18,062	18,889	17,764	141,755
Lorain	D	33,518	31,335	30,253	30,124	27,322	25,093	25,611	24,269	227,525
Mahoning	C	21,704	21,815	23,492	23,336	21,820	20,464	20,978	21,103	174,712
Portage	D	16,694	14,887	14,858	14,548	14,442	14,611	16,186	16,955	123,181
Stark	D	75,749	76,655	83,548	80,894	81,794	76,430	74,858	70,675	620,603
Trumbull	C	22,681	22,964	23,505	22,126	20,853	19,032	19,242	17,660	168,063
<b>Group 4</b>										
Franklin	D	213,900	210,041	211,181	219,502	226,692	227,602	234,025	229,492	1,772,435
Hamilton	D	146,541	142,373	144,088	145,691	148,045	145,654	150,584	150,412	1,173,388
Montgomery	C	99,755	95,019	88,293	93,748	97,465	99,339	105,279	107,986	786,884
Summit	C	98,465	94,712	94,082	93,559	96,058	99,068	105,950	109,365	791,259
<b>Total</b>										
<b>Demonstration Totals</b>		589,561	578,254	588,192	594,626	608,145	598,724	612,675	597,659	4,767,836
<b>Comparison Totals</b>		367,072	357,307	353,702	354,540	359,917	357,448	374,339	375,361	2,899,686

*C.4.f. Placement Days Used by New, Active, and Readmitted Status (Placement Mix)*

Counties attempting to reduce use of placement services must attend to both foster care admissions and discharge dynamics. Attention to the foster care case mix of how many of the children served are new admissions, how many have stayed in foster care, and how many have returned to care gives a simple picture of prevalent consumers' use of placement services. This analysis used the FACSIS data on all placement days used during the baseline and the placement case flags created (see Section 1.2.2). The placement days are divided into three groups showing those used during the baseline by the children already in care the first day of the baseline versus those in foster care for the first time and those who returned to foster care (Table 17). A child with first placement in her/his experience during the baseline who is discharged from foster care but reenters again during the baseline is counted only once as "new during baseline." However, all placement days from the first admission and re-entry are counted if they are used during the baseline period.

For almost all counties, a majority of placement days were used by children in placement the first day of the baseline. The exceptions, Hancock and Richland were just under half (47% and 48%, respectively). For most of the larger Group 3 and Group 4 counties, it climbed near two-thirds of days. Overall, children in placement on October 1, 1995 consumed 65 percent of days during the baseline in the comparison group and 62 percent for the demonstration group. A simple way to view this dynamic is that if the counties closed their front doors to new placements, foster care usage would still use 1.9 million days for the comparison counties in total and almost 3 million days for the demonstration group during the baseline.

Several counties had over 10 percent of placement days used by children returning to foster care. These included Hocking and Scioto in Group 1, Greene in Group 2, and Franklin County in Group 4.

Table 17. Placement days used by placement case mix by group and county

County	Demo/Comp	Total Placement Days Used	Active on 10/1/95 (%)	New During Baseline (%)	Reopen During Baseline (%)
<b>Group 1</b>					
Ashtabula	D	111,320	60	34	7
Belmont	D	65,457	59	35	6
Crawford	D	44,160	68	28	4
Hancock	C	11,744	47	47	6
Hocking	C	22,161	54	34	12
Miami	C	79,500	52	42	6
Muskingum	D	82,741	62	32	7
Scioto	C	48,850	44	42	14
<b>Group 2</b>					
Allen	C	100,056	75	22	4
Columbiana	C	46,344	65	33	3
Fairfield	D	73,739	57	37	7
Greene	D	70,774	51	35	14
Medina	D	40,535	51	48	2
Richland	D	159,080	48	45	8
Warren	C	47,468	71	24	4
Wood	C	68,802	71	28	1
<b>Group 3</b>					
Butler	C	412,088	64	30	6
Clark	D	201,898	64	32	4
Clermont	C	141,755	63	30	8
Lorain	D	227,525	70	26	4
Mahoning	C	174,712	62	29	9
Portage	D	123,181	58	37	5
Stark	D	620,603	64	29	7
Trumbull	C	168,063	66	31	3
<b>Group 4</b>					
Franklin	D	1,772,435	59	29	13
Hamilton	D	1,173,388	67	26	7
Montgomery	C	786,884	66	28	6
Summit	C	791,259	65	28	7
<b>Total</b>					
<b>Demonstration Totals</b>		4,766,836	62	29	9
<b>Comparison Totals</b>		2,899,686	65	29	6

#### *C.4.g. First Setting for Initial Placements*

A depiction of foster care admissions during the baseline is useful to understanding a shift in the foster care case mix. For this analysis, children in care for the first time are combined with those reentering foster care for the second (or more) time. Data by county are presented for level of care (resource type) of first placement setting, age at the time of placement, and reason for placement by age group. If a child has two periods of foster care during the baseline, only the first is considered in this analysis.

First Placement Setting. Good practice and state policy require that children, who must be placed in substitute care, be placed in the least restrictive (most home-like) environment. Most children are placed into foster homes, non-licensed relative homes, or non-licensed non-relative homes in both groups. The distribution was higher for the comparison group (83% of all initial placements) compared to 73 percent in the demonstration group. The demonstration group used non-relative placement more frequently (27%) compared to 18 percent in the comparison group. The demonstration group distribution was offset by a higher use of group home and CRC placements (23%) compared to 13 percent in the comparison group. Table 18 presents data on first placement to foster care. Most counties rely on foster homes and nonlicensed relatives' homes for a majority of first placements. The only exception was Crawford County, which used CRC for half of the initial placements.

As discussed in the earlier section on placement caseload, there is variation among counties in the use of relatives' homes for initial placements. Using 10 percent as a cutoff, two counties in Group 1 (Hancock and Crawford) used relatives infrequently as initial placement. Similarly, two counties in Group 2 (Allen and Wood) and three in Group 3 (Butler, Mahoning, and Trumbull) used relatives infrequently.

In contrast, some counties use relative care quite often. All Group 4 (Metro) counties used relative care frequently as an initial placement. So, too, do a couple of counties in each of the other size groups. These data may reflect a conscious decision by the PCSA. For example, in the interview, Hocking discussed its effort to reduce its reliance on foster care by increasing the use of relative placements, even searching outside of Ohio to find available relatives. By increasing the use of relatives, Hocking expects to be involved with these families for a longer time.

There was also dichotomy in counties' use of congregate care (CRC and group home) for initial placement. Seven smaller counties (Allen, Ashtabula, Hancock, Hocking, Miami, Fairfield, and Warren) in Groups 1 and 2 did not use group homes at all for initial placements during the baseline. Three counties (Medina, Scioto, and Stark) did not use CRC. In addition, Fairfield County did not use either congregate designation, making 99 percent of its initial placements into homes (licensed or unlicensed). More research is necessary to see if the preferences in use of congregate care are due to licensing practice, use of alternative services, or preference by county staff. The age of children placed is certainly a factor, because congregate facilities are primarily used for older children. This will be examined next.

Table 18. First placement setting for admissions during baseline by size group and county

County	Demo/Comp	N	Foster Home (%)	Non-Licensed Relative Home (%)	Non-Licensed Non-Relative Home (%)	Group Home (%)	CRCS (%)	Adoptive Home (%)	Other (%)	Independent Living (%)
<b>Group 1</b>										
Ashtabula	D	178	33	35	6	0	19	0	7	0
Belmont	D	142	44	29	1	13	3	1	8	0
Crawford	D	119	36	9	2	1	50	0	2	0
Hancock	C	53	91	4	0	0	4	0	2	0
Hocking	C	120	54	41	1	0	1	0	3	0
Miami	C	151	70	17	5	0	1	0	7	0
Muskingum	D	173	71	15	0	1	8	0	5	0
Scioto	C	228	79	12	0	8	0	0	1	0
<b>Group 2</b>										
Allen	C	137	74	8	1	0	7	0	11	0
Columbiana	C	85	58	4	0	29	8	1	0	0
Fairfield	D	129	65	29	5	0	0	0	1	0
Greene	D	215	53	13	2	26	0	0	6	0
Medina	D	81	63	10	7	17	0	0	2	0
Richland	D	411	40	42	5	2	6	0	5	0
Warren	C	79	61	23	3	0	13	0	1	0
Wood	C	68	62	9	0	12	3	0	15	0
<b>Group 3</b>										
Butler	C	736	76	2	1	16	0	0	6	0
Clark	D	300	55	14	6	1	15	0	7	1
Clermont	C	267	65	14	3	1	10	0	5	1
Lorain	D	306	51	17	1	22	9	0	0	0
Mahoning	C	339	81	0	0	17	1	0	0	0
Portage	D	236	56	23	1	1	11	0	8	0
Stark	D	961	54	30	3	6	0	0	7	0
Trumbull	C	259	82	0	0	7	11	0	0	0
<b>Group 4</b>										
Franklin	D	4,309	36	29	5	9	16	0	5	0
Hamilton	D	2,078	44	22	1	22	10	0	1	0
Montgomery	C	1,424	68	16	0	5	2	0	9	0
Summit	C	1,578	44	35	1	0	17	1	2	0
<b>Total</b>										
<b>Demonstration Totals</b>		9,638	43	27	3	11	12	0	4	0
<b>Comparison Totals</b>		5,524	64	18	1	6	7	0	4	0

Note: Placement (Resource) type missing for 158 children, and is not shown on table by county or included in percentages.

*C.4.h. Age at the Time of Placement*

If "dumping" of non-abuse/neglect cases is occurring in counties, a high percentage of children newly placed into substitute care will be older children.

Table 19 shows the age for children placed into foster care at the beginning of the foster care episode. Age is grouped into four categories: 0-2, 3-5, 6-12, and 13 or older.

Thirty-four percent of children placed in the demonstration group are over 13 years old, compared to 24 percent in the comparison group. This pattern is weighted very heavily by Group 4 counties. In both Franklin and Hamilton Counties, 35 percent and 40 percent, respectively, of children placed during the baseline are 13 years of age or older. In the comparison counties in Group 4, Montgomery and Summit Counties, only 18 percent and 21 percent of children, respectively, were from the oldest age group. In addition, many counties in the other size groups had a teen group that represented more than a third of children placed. Included in this subset are Belmont, Crawford, Hocking, and Miami Counties in Group 1; Columbiana, Greene, and Wood Counties in Group 2; and Clark, Lorain, and Portage Counties in Group 3.

Two counties had a large percentage of infants (age 0-2) among the children placed: Allen, a comparison county in Group 2, and Trumbull, a comparison county in Group 3. These counties did not have a high percentage of infants (0-2) reported in incidents during the baseline (see Table 5, page 26), suggesting that the placements may be a preventive action rather than response to a crisis. Similarly, no counties in either group had a high percentage of children 13+ represented in incidents. This is consistent with complaints of "dumping" into the system, which would result from non-child abuse/neglect reasons for placement.

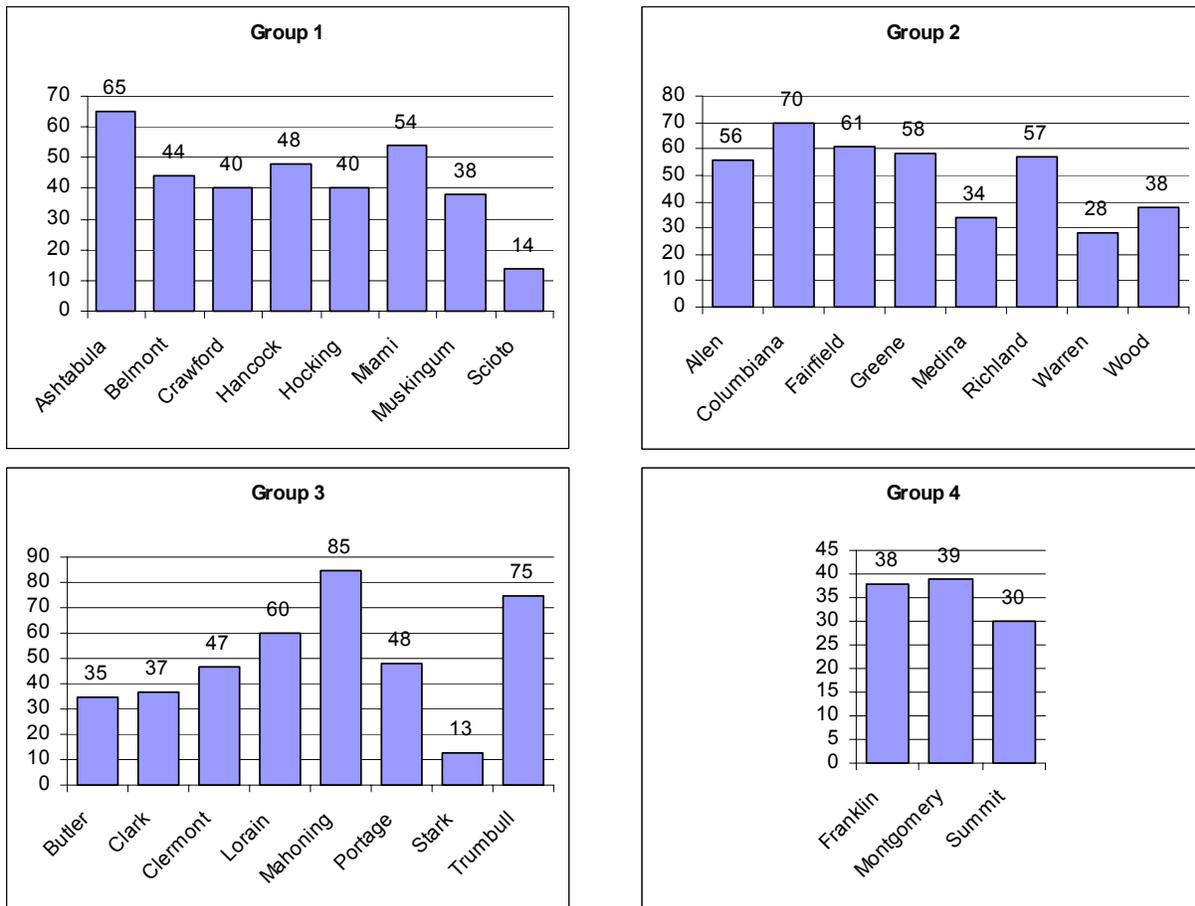
Table 19. Age at time of initial placement during baseline by county

County	Demo/ Comp	N	0-2 years old (%)	3-5 years old (%)	6-12 years old (%)	13+ years old (%)	Missing
<b>Group 1</b>							
Ashtabula	D	177	28	24	25	23	1
Belmont	D	142	15	13	30	43	0
Crawford	D	119	20	6	18	56	0
Hancock	C	52	27	29	25	19	1
Hocking	C	110	13	14	35	39	10
Miami	C	151	21	13	28	38	0
Muskingum	D	173	30	13	29	28	0
Scioto	C	226	11	14	25	51	2
<b>Group 2</b>							
Allen	C	136	38	20	26	16	1
Columbiana	C	84	23	6	24	48	1
Fairfield	D	126	25	21	36	18	3
Greene	D	215	14	15	33	39	0
Medina	D	80	31	19	24	26	1
Richland	D	411	24	18	26	32	0
Warren	C	78	33	10	26	31	1
Wood	C	67	22	10	22	45	1
<b>Group 3</b>							
Butler	C	736	27	16	32	25	0
Clark	D	300	28	15	24	33	0
Clermont	C	265	19	17	24	40	2
Lorain	D	306	23	16	19	42	0
Mahoning	C	339	31	18	29	22	0
Portage	D	236	20	14	32	34	0
Stark	D	960	31	18	32	19	1
Trumbull	C	259	41	18	25	16	0
<b>Group 4</b>							
Franklin	D	4,309	22	14	29	35	0
Hamilton	D	2,072	20	12	28	40	6
Montgomery	C	1,424	31	18	32	18	0
Summit	C	1,732	28	17	34	21	4
<b>Total</b>							
<b>Demonstration Totals</b>		9,626	23	14	28	34	12
<b>Comparison Totals</b>		5,659	28	17	31	24	23

The percentage totals for children 13 and older in the demonstration and comparison groups are both higher for children placed than for children at the time of incident reporting. Counties in both groups have expressed concern about "dumping" of older children. The next section examines further the initial reason for placement of children admitted to foster care during the baseline.

C.4.i. Initial Reason for Placement by Age

The initial reason for placement is identified for each admission to foster care during the baseline. As described in the previous section, this includes children in both the new and reopened groups. Table 20 below presents reasons for placement by size groups, comparing children under 13 to those 13 and above. Staff at ODHS have expressed concern that dependency is used too frequently as a reason for placement. For younger children (under age 13), this is observable in the data for both the demonstration group (35%) and the comparison group (41%), overall. Figure 6 presents the percentage of children placed into substitute care during the baseline under age 13 for reason of dependency. Apparently, this is a county preference with many courts.



Note: Hamilton County is excluded from the table due to the large percentage (44%) of unavailable data.

Figure 6. Percentage of dependency as initial reason for placement for children under 13 by group and county.

For older children (over 13 years of age) placed during the baseline, several counties also have dependency as a primary reason for placement. Overall, the comparison group placed teens as dependents for 37 percent of placements compared to 23 percent in the demonstration group.<sup>1</sup> In particular, comparison counties Hancock in Group 1 (50%), Allen (55%) in Group 2, Mahoning (81%) and Trumbull (74%) in Group 3, and Montgomery (51%) in Group 4 used dependency.

Delinquency and unruly/status offender, as reasons for placement, were used more frequently for older children in the demonstration group (37%) than the comparison group (27%). Several counties frequently used placement for delinquent children. This includes, in Group 1, Belmont (52%) and Crawford (40%); Group 3: Clermont (55%) and Lorain (66%); and, in Group 4, Franklin (23%). These data roughly coincide with the site visit discussions surrounding counties' placement concerns. Similarly, some counties used a high percentage of placement reasons for unruly/status offenders age 13+. This included Miami (50%) and Scioto (70%) County in Group 1, and Franklin (32%) in Group 4. According to one county director, the juvenile court increasingly is placing youth in group homes for delinquency issues. Many of the youth entering group homes are not IV-E eligible, so the IV-E penetration rate can be affected. IV-E data were not provided for this report, so the analysis can not be done at this time.

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<sup>1</sup> The total demonstration distribution excludes Hamilton County due to unavailable data.

Table 20. Initial reason for placement for admissions during baseline by age and by group

County	Demo/ Comp	N		Physical Abuse (%)		Neglect (%)		Sexual Abuse (%)		Delinquency (%)		Unruly/Status Offender (%)		Dependency (%)		Other (%)		Not Available - History (%)	
		Age <13	Age 13+	Age <13	Age 13+	Age <13	Age 13+	Age <13	Age 13+	Age <13	Age 13+	Age <13	Age 13+	Age <13	Age 13+	Age <13	Age 13+	Age <13	Age 13+
<b>Group 1</b>																			
Ashtabula	D	136	41	12	10	21	22	3	10	0	0	0	0	65	56	0	2	0	0
Belmont	D	81	61	10	2	26	2	5	5	6	52	7	11	44	28	0	0	1	0
Crawford	D	52	67	6	6	37	12	0	0	8	40	8	37	40	3	0	0	2	1
Hancock	C	42	10	10	10	38	10	5	0	0	20	0	10	48	50	0	0	0	0
Hocking	C	67	43	21	16	13	5	18	7	0	12	3	16	40	33	4	5	0	7
Miami	C	93	58	6	3	27	0	1	0	2	17	6	50	54	17	3	10	0	2
Muskingum	D	125	48	9	2	48	19	3	13	1	17	1	8	38	42	0	0	0	0
Scioto	C	111	115	18	3	50	7	3	2	3	11	6	70	14	7	0	0	6	1
<b>Group 2</b>																			
Allen	C	114	22	11	0	30	5	2	5	0	23	0	14	56	55	0	0	1	0
Columbiana	C	44	40	7	5	14	23	7	8	0	18	0	0	70	48	0	0	2	0
Fairfield	D	103	23	11	4	23	13	2	9	1	4	1	0	61	70	1	0	0	0
Green	D	132	83	6	6	17	8	5	5	2	13	6	10	58	58	3	0	2	0
Medina	D	59	21	8	14	47	19	2	14	3	0	0	10	34	19	5	24	0	0
Richland	D	281	130	8	8	25	3	5	8	2	10	0	16	57	43	2	11	0	0
Warren	C	54	24	28	33	37	8	0	8	2	13	4	29	28	4	2	4	0	0
Wood	C	37	30	19	17	41	10	0	7	0	23	0	0	38	43	0	0	3	0
<b>Group 3</b>																			
Butler	C	555	181	12	18	46	23	3	4	2	13	0	4	35	33	1	3	0	1
Clark	D	201	99	25	6	30	8	3	6	1	29	1	11	37	39	1	0	0	0
Clermont	C	158	107	9	4	36	10	3	3	4	55	1	4	47	21	1	3	0	0
Lorain	D	177	129	9	4	26	7	3	5	0	66	0	3	60	15	1	0	0	0
Mahoning	C	266	73	8	14	3	0	3	3	0	1	0	0	85	81	1	1	0	0
Portage	D	155	81	17	15	27	11	4	4	3	19	1	11	48	32	1	7	0	1
Stark	D	774	186	19	16	62	35	3	8	1	17	0	8	13	11	2	4	0	0
Trumbull	C	217	42	5	2	14	2	3	5	2	10	0	7	75	74	1	0	0	0
<b>Group 4</b>																			
Franklin	D	2,794	1,514	11	7	44	7	4	4	1	23	2	32	38	25	1	1	0	0
Montgomery	C	1,167	254	12	6	43	15	3	6	2	17	0	1	39	51	0	1	1	2
Summit	C	1,367	364	14	20	47	29	2	5	0	5	1	4	30	31	1	1	5	4
<b>Demonstration Totals</b>																			
		6,272	3,289	12	7	39	9	3	4	1	19	1	18	18	35	1	1	8	20
<b>Comparison Totals</b>		4,292	1,363	12	12	39	17	3	4	1	15	1	12	41	37	1	2	2	2

Note: Percentages for Hamilton County are not included because a high percentage of reason for placement was "not available."

## **D. Baseline Outcome Indicators**

Outcome measures to evaluate the research questions of ProtectOhio will be finalized this Fall following site visits to counties and confirmation with ODHS. The outcome indicators at this point are descriptive of the conditions existing in the baseline data and are not intended to project values or judgments about performance. These measures describe the data found in FACSIS for the baseline service period, October 1, 1995, to September 30, 1997, that is, the 2-year period directly prior to the start of the IV-E Waiver demonstration projects in the counties. Performance measurement provides clues to the effects that legal, policy, management, and budget decisions; cultural or social norms; and social work practice have on the service delivery system. It also can provide clues about how the service delivery system affects clients. The outcome indicators, listed in Exhibit 2, are described in this section of the report.<sup>2</sup>

Exhibit 2. Preliminary baseline outcome indicators

<b>Baseline Outcome Indicators</b>
Recidivism of child abuse
Use of out of home placements in service to children
Frequency of case type in service
Duration of placements
Re-entry of placements
Discharge from placement
Timeliness of adoption

### ***D.1. Recidivism of Child Abuse and Neglect***

Recidivism of child abuse and neglect is an important gauge of the success of the child welfare service delivery system's ability to provide child safety. The recurrence of abuse and/or neglect of victims will be tracked through the course of the evaluation to monitor increases and decreases and to analyze whether fluctuations are related to changes in policy and service

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<sup>2</sup> A preliminary indicator for movement to less restrictive environment is not included in this report. Data for this indicator require additional review with counties because of county variation in usage and definition. Further discussion is included in Section III.A.

delivery. The definition of recidivism in this report is not restricted by time limitations such as recurrence within 12 months or the provision of ongoing or support services between occurrences. These stricter definitions will be considered in the coming year for the final definition of the recidivism outcome measure.

The population of children for which recidivism data were sought is children who were identified as victims in a report of abuse and neglect investigated during the baseline. Recidivistic and Non-Recidivistic cases are defined by the disposition finding of a victim's abuse and neglect allegations in subsequent incidents following the initial incident in which a child appeared as a victim. A child's case is defined as recidivistic if the child was identified as a victim in a previous incident of abuse and neglect and reappeared in a subsequent incident where the finding for that victim was substantiated or indicated or case resolution. For this report, the disposition finding of case resolution is defined as recidivistic. This category represented only .03 percent of the cases; however, this category is defined as other than "unsubstantiated" or "cannot locate" and, therefore, is recidivistic in nature. The disposition finding of "cannot locate" is recognized for the possibility of recidivism in those cases where a non-locatable case follows a substantiated or indicated incident finding; however, for lack of proof, this disposition finding is classified as non-recidivistic.

Table 21 presents the criteria used to determine whether a victim is recidivistic or non-recidivistic. Table 22 provides the recidivism and non-recidivism rates by county by size group.

From Table 21, the overall recidivism rate for the 28 counties being evaluated in the project is 12 percent, with demonstration and comparison groups showing similar rates. Within the cases that are recidivistic, 6.7 percent were at first unsubstantiated while 5.5 percent were previously substantiated or indicated. On Table 22, the recidivism rates among the counties range from a low of 5 percent of victims (Hocking, Columbiana, and Butler Counties) to a high of 20 percent (Summit). The number of victims in reports investigated appears to be a factor in the recidivism rate among the groups. Also, those counties that have the larger number of victims in reports of child abuse and neglect tend to have the higher recidivism rates. The aggregated recidivism rate for Group 4 was 14 percent. This could point to a workload issue in the Metro counties, but at this point in the evaluation, the observation can only be cited as an issue that needs to be investigated further. The next section examines the use of out-of-home sources.

Table 21. Criteria for recidivism of child abuse and neglect in baseline data

<b>Recidivism</b>	<b>Percent</b>	<b>Non-Recidivism</b>	<b>Percent</b>
<b>Substantiated or Indicated Incident followed by at least one Substantiated or Indicated Incident</b>	5.5%	<b>Case Resolution Completed followed by a Cannot Locate or Unsubstantiated Incident</b>	<1%
<b>Case Resolution Completed followed by at least one Substantiated or Indicated Incident</b>	<1%	<b>Unsubstantiated or Cannot Located followed by an Unsubstantiated or Cannot Locate</b>	7.9%
<b>Cannot Locate followed by at least one Substantiated or Indicated Incident</b>	<1%	<b>No Recidivism – Victims in single incidents</b>	76.4%
<b>Unsubstantiated incident followed by at least one Substantiated or Indicated Incident</b>	6.7%	<b>Indicated followed by a Cannot Locate or an Unsubstantiated Incident</b>	1.5%
<b>Case Resolution Completed followed by another Case Resolution Completed</b>	<1%	<b>Substantiated followed by a Cannot Locate or an Unsubstantiated Incident</b>	1.9%
<b>Total Recidivism</b>	12.4%	<b>Total Non-Recidivism</b>	87.6%

Table 22. Recidivism of abuse and neglect of victims by county within groups in baseline, October 1, 1995, to September 30, 1997

County	Demo/ Comp	Recidivistic Victims	Non- Recidivistic Victims	Total Reports	Recidivism Rate (%)	Non- Recidivistic Rate (%)
<b>Group 1</b>						
Ashtabula	D	41	639	680	6	94
Belmont	D	131	1,093	1,224	11	89
Crawford	D	83	559	642	13	87
Hancock	C	85	835	920	9	91
Hocking	C	46	971	1,017	5	95
Miami	C	88	846	934	9	91
Muskingum	D	281	2,027	2,308	12	88
Scioto	C	151	1,442	1,593	9	91
<b>Group 1 Total</b>		906	8,412	9,318	10	90
<b>Group 2</b>						
Allen	C	314	2,061	2,375	13	87
Columbiana	C	29	504	533	5	95
Fairfield	D	94	1,379	1,473	6	94
Greene	D	224	2,150	2,374	9	91
Medina	D	133	1,243	1,376	10	90
Richland	D	286	1,807	2,093	14	86
Warren	C	132	1,206	1,338	10	90
Wood	C	116	881	997	12	88
<b>Group 2 Total</b>		1,328	11,231	12,559	11	89
<b>Group 3</b>						
Butler	C	208	4,042	4,250	5	95
Clark	D	187	1,908	2,095	9	91
Clermont	C	527	4,062	4,589	11	89
Lorain	D	190	2,829	3,019	6	94
Mahoning	C	383	3,271	3,654	10	90
Portage	D	328	2,682	3,010	11	89
Stark	D	1,158	7,336	8,494	14	86
Trumbull	C	129	1,418	1,547	8	92
<b>Group 3 Total</b>		3,110	27,548	30,658	10	90
<b>Group 4</b>						
Franklin	D	2,591	18,892	21,483	12	88
Hamilton	D	2,624	17,557	20,181	13	87
Montgomery	C	1,307	9,225	10,532	12	88
Summit	C	2,968	11,727	14,695	20	80
<b>Group 4 Total</b>		9,490	57,401	66,891	14	86
<b>Demonstration Totals</b>						
		8,351	62,101	70,452	12	88
<b>Comparison Totals</b>						
		6,483	42,491	48,974	13	87
<b>Grand Total</b>						
		14,834	104,592	119,426	12	88

## ***D.2. Use of Out-of-Home Placement vs. In-Home Services***

To measure the project's objective of reducing out-of-home placements and improving permanency for children, the number of cases with children in placement versus the number of cases served through in-home services will be monitored throughout the evaluation. A decrease in the number of children entering foster care is a major objective of the project, and, correspondingly, increases should be realized in the number of cases receiving in-home services.

The population used for the data in Table 23 includes all clients in cases that were active at the start of the baseline, reopened within the baseline, or opened for the first time in the FACSIS database during the baseline. A client is classified as a placement client if a child in the case was in an out-of-home placement during the baseline. Clients classified as receiving in-home services had no placement records during the baseline. Non-abuse and neglect clients were identified as those whose case number did not match a victim's case number.

Both groups used in-home services more frequently (66% for comparison group, 62% for demonstration group) than placement services. However, Crawford, Miami, Portage, Scioto, Stark, and Wood counties record higher percentages of clients open for placement than in-home service clients in the baseline period. County-specific variations in caseload mix can be observed in Table 23. Demonstration counties serve 4 percent more clients in placement than do the comparison counties. Comparison counties serve 4 percent more non-abuse and neglect clients than do demonstration counties. Trumbull has the highest percentage of in-home clients served, at 82 percent of caseload. Ashtabula and Trumbull counties have the highest percentage of non-abuse neglect clients served. Section 3 examines how these case initially were classified upon entry into the caseload.

Table 23. Clients Served in Placement vs. In-Home Services

County	Demo/ Comp	N	Abuse/ Neglect Clients Served In-Home %	Non Abuse/ Neglect Clients Served In-Home %	Abuse/ Neglect Clients in Placement %	Non-Abuse/ Neglect Client in Placement %	Total In-Home %	Total Placement %
<b>Group 1</b>								
Ashtabula	D	792	25	32	29	14	57	43
Belmont	D	529	43	11	40	6	54	46
Crawford	D	261	26	6	56	11	32	68
Hancock	C	260	50	23	23	4	73	27
Hocking	C	418	48	13	34	5	61	39
Miami	C	443	25	19	41	15	44	56
Muskingum	D	1,245	63	13	20	4	76	24
Scioto	C	468	35	8	49	8	43	57
<b>Group 2</b>								
Allen	C	901	51	14	30	6	64	36
Columbiana	C	319	33	23	36	9	56	44
Fairfield	D	678	51	17	29	4	67	33
Greene	D	1,324	60	16	22	2	76	24
Medina	D	418	46	21	28	6	66	34
Richland	D	1,848	46	18	29	7	64	36
Warren	C	658	51	23	19	6	74	26
Wood	C	315	31	13	48	8	44	56
<b>Group 3</b>								
Butler	C	3,011	41	17	29	13	58	42
Clark	D	1,684	48	17	29	6	65	35
Clermont	C	897	45	11	40	4	56	44
Lorain	D	1,962	45	20	25	10	65	35
Mahoning	C	2,655	50	26	16	7	76	24
Portage	D	751	31	10	48	10	41	59
Stark	D	3,644	38	12	47	4	50	50
Trumbull	C	2,911	42	40	11	8	82	18
<b>Group 4</b>								
Franklin	D	16,280	40	16	37	7	56	44
Hamilton	D	13,255	54	16	26	4	70	30
Montgomery	C	9,743	52	19	23	5	71	29
Summit	C	6,577	45	14	35	6	58	42
<b>Total</b>								
<b>Demonstration Totals</b>		44,671	46	16	33	6	62	38
<b>Comparison Totals</b>		29,576	47	20	27	7	66	34
<b>Grand Totals</b>								
		74,247	46	18	30	6	64	36

### ***D.3. Initial Case Type on All Cases During Baseline***

Another measure of the reduction in the number of children entering placement is the initial case type assignment when an agency first learns of a child or family who requires protective services. Increases or decreases in certain initial case type assignment categories can provide an indicator of how often the courts must be involved in service delivery and of children placed in the custody of the state in their first service episode after an investigation of child abuse and neglect. This measure can indicate the severity of cases coming into the child welfare system as well as indicate whether placement services are overutilized. In the coming year, these data will be analyzed in conjunction with data on abuse and neglect allegation disposition findings, initial placements, and entry into state custody.

Table 24 provides data on the initial case type for all cases active, reopened, or opened for the first time during the baseline. This report gives an indication of the different ways families and children come to the attention of an agency and initially receive services. As would be expected, in most of the counties, over 80 percent of the cases come to the attention of the agency as needing protective services in the home or through custody as a result of an investigation of child abuse and neglect. Counties that have a higher percentage of cases initially involving custody over in-home protective services are Crawford at 68 percent custody cases at initial opening, Miami with 42 percent, Columbiana with 37 percent, and Wood with 36 percent. However, substantial deviation from this pattern occurs, with some counties making greater use of voluntary services or protective supervision orders. In Allen, Trumbull, and Mahoning counties, the percentage of cases opening initially as voluntary cases is 60 percent, 43 percent, and 38 percent, respectively. The counties receiving a high percentage of cases under protective supervision orders are Wood with 40 percent, Columbiana with 39 percent, and Miami with 38 percent. Hocking, Crawford, Portage, and Stark counties also have a higher than average percentage of protective supervision order cases.

If protective supervision order cases are combined with custody cases to create a count of court orders, counties that have higher percentage of court orders for services at the initial cases opening are Crawford with 95 percent, Hocking with 51 percent, Miami with 80 percent, Columbiana and Wood, each with 76 percent, and Portage with 61 percent.

While comparison counties in total have 6 percent higher voluntary service cases, they also have 3 percent higher cases involving custody. The demonstration counties have 5 percent more protective supervision order cases than do the comparison counties. Overall, demonstration and comparison counties do not differ in the initial court involvement in service delivery, with approximately 75 percent of the cases in each group being initially voluntary and protective services and approximately 25 percent involving a court order or custody.

Table 24. Initial case types for clients in baseline

County	Demo/ Comp	N	Voluntary Services (%)	Protective Services (%)	Protective Supervision Order (%)	Custody (%)	Interstate Courtesy Supervision (%)	Post Adoptive (%)	Private Agency Adoption Assistance (%)	Child in Court Custody (%)	Child in Court Custody with PCSA Involvement (%)
<b>Group 1</b>											
Ashtabula	D	315	0	87	5	8	0	0	0	0	0
Belmont	D	304	0	57	12	30	0	<1	0	<1	0
Crawford	D	174	2	3	27	68	0	0	0	0	0
Hancock	C	204	<1	85	4	10	0	0	0	0	0
Hocking	C	303	0	49	28	23	0	0	0	0	0
Miami	C	186	13	6	38	42	0	<1	0	0	0
Muskingum	D	925	<1	92	3	5	0	<1	0	0	0
Scioto	C	362	17	36	6	40	0	<1	0	0	0
<b>Group 2</b>											
Allen	C	637	60	8	7	25	<1	<1	0	0	0
Columbiana	C	102	4	17	39	37	<1	<1	0	0	0
Fairfield	D	349	24	58	4	13	<1	<1	0	0	0
Greene	D	824	<1	77	8	14	0	<1	0	<1	<1
Medina	D	257	1	60	12	26	0	<1	0	0	0
Richland	D	966	4	77	4	14	<1	<1	0	0	0
Warren	C	352	2	82	3	13	0	<1	0	0	0
Wood	C	154	2	22	40	36	0	0	0	0	0
<b>Group 3</b>											
Butler	C	1,354	20	56	1	23	0	<1	0	0	0
Clark	D	736	2	75	3	18	<1	<1	0	0	0
Clermont	C	843	3	62	8	25	<1	<1	0	0	0
Lorain	D	912	<1	81	3	14	<1	<1	0	0	0
Mahoning	C	1,548	38	49	2	10	<1	<1	0	0	0
Portage	D	564	14	25	26	35	<1	<1	0	0	0
Stark	D	2,576	2	36	24	36	<1	<1	<1	0	0
Trumbull	C	798	43	45	5	7	0	<1	0	0	0
<b>Group 4</b>											
Franklin	D	10,008	0	63	15	22	<1	<1	0	0	0
Hamilton	D	9,217	11	78	2	8	<1	<1	<1	<1	0
Montgomery	C	5,623	1	83	3	12	<1	<1	0	0	0
Summit	C	4,253	0	65	4	31	<1	<1	<1	0	0
<b>Demonstration Totals</b>				4	67	10	17	<1	<1	<1	<1
<b>Comparison Totals</b>				10	64	5	20	<1	<1	<1	0

\* Resource Type missing for 205 placements in Summit County.

#### ***D.4. Duration of Cases in Months Placement and In-Home Cases***

Comparison in the length of service for placement cases and in-home service cases is important to measure when change in service delivery is being effected. If a reduction in the number of children placed is obtained, it is important to monitor the effect of that reduction on other service alternatives such as services provided to a child remaining at home and support services to other family members required to maintain the child's safety. From a cost-effectiveness standpoint, reducing the duration of foster care placement may extend the duration of in-home services and produce an unexpected increase from one service option to another. If cost is reduced in one service option the expectation can be that the cost of another service option will increase. The measurement of duration of service options can provide some indication about the extent such substitution occurs.

The population for data on the duration of a case is the number of cases active, reopened, or opened for the first time in the baseline that also had a closure date any time during the baseline period. The cases were then separated into two categories: Placement Cases, in which at least one child in the case is in placement, or In-Home Cases, where the case had no children in placement. The duration of cases is calculated by adding the length of each case episode. A case episode is defined as the period of time from an opening date for services to the closure date for the same service delivery period for all members of the case. The number of months a case remained open is calculated as the number of months from the opening date of the case to the closing date of the case for each episode.

Table 25 provides the percentage of placement cases that closed in the baseline by the duration of the case in months. Table 26 provides the percentage of in-home cases that closed in the baseline by the duration of the case in months. The distribution by months is very similar for both the demonstration and comparison groups. The groups totals (1-4) are distributed similarly also. As expected, placement cases remain open longer than do in-home cases. In demonstration counties and in comparison counties, 23 percent of placement cases and 6 percent of the in-home cases remained open longer than 24 months. For the majority of the counties, placement cases generally remained open longer than 24 months and in-home cases remain open for 3 to 9 months.

Several counties are the exception to this average and one county, Crawford, appears to be an anomaly. Crawford had 30 percent of the placement cases closing in less than a month and combining duration categories of less than 1 month up to 6 months inclusive, closed 62 percent within 6 months. Crawford had 36 percent of its in-home cases close within 9 to 12 months. Hancock County also had anomalies with 35 percent of the placement cases and 21 percent of the in-home cases closing in less than a month. For placement case closures, Scioto County closed the majority of its cases in 3 to 9 months and Warren County closed 26 percent within 6 months but still remained average at 24 percent for cases closing after more than 24 months. For in-home case closings, Allen, Columbiana, Medina, and Clark counties had a much larger than average percent closing after more than 24 months.

While there are differences found among individual counties in case duration from opening to closure, there are no significant differences between the comparison and demonstration counties in total for case duration by the time periods measured.

Table 25. Duration in months for cases with placement episodes in baseline

County	Demo/ Comp	N	<1 month (%)	1 to 3 months (%)	3 to 6 months (%)	6 to 9 months (%)	9 to 12 months (%)	12 to 18 months (%)	18 to 24 months (%)	> 24 months (%)
<b>Group 1</b>										
Ashtabula	D	178	11	8	11	8	10	17	10	25
Belmont	D	120	13	16	11	3	13	12	6	27
Crawford	D	130	30	18	14	10	15	7	3	2
Hancock	C	37	35	5	11	3	11	16	8	11
Hocking	C	124	4	7	23	11	27	24	2	2
Miami	C	133	1	11	3	14	12	17	11	32
Muskingum	D	190	2	5	13	9	13	14	18	27
Scioto	C	211	9	16	20	22	14	10	3	5
<b>Group 1 Totals</b>		1,123	10	11	14	12	14	14	8	17
<b>Group 2</b>										
Allen	C	167	4	8	5	9	9	13	8	44
Columbiana	C	55	4	5	7	15	9	29	2	29
Fairfield	D	84	0	0	13	13	17	8	21	27
Greene	D	188	4	7	9	9	11	20	7	34
Medina	D	93	9	4	12	15	6	16	17	20
Richland	D	474	6	8	13	15	15	20	8	16
Warren	C	70	3	14	26	6	11	7	9	24
Wood	C	81	10	4	5	7	9	12	7	46
<b>Group 2 Totals</b>		1,212	5	7	11	12	12	17	9	27
<b>Group 3</b>										
Butler	C	477	3	7	10	9	10	11	17	33
Clark	D	683	2	5	9	10	10	15	13	37
Clermont	C	170	3	10	16	14	12	16	2	26
Lorain	D	383	1	2	18	8	9	13	13	37
Mahoning	C	595	8	9	16	16	13	15	6	17
Portage	D	206	7	3	6	7	17	11	15	35
Stark	D	843	1	7	8	9	16	18	15	26
Trumbull	C	281	0	1	10	9	9	19	12	40
<b>Group 3 Totals</b>		3,638	3	6	11	10	12	15	12	30
<b>Group 4</b>										
Franklin	D	5,128	8	12	18	14	9	13	9	16
Hamilton	D	2,156	16	5	11	8	8	10	8	33
Montgomery	C	1,609	10	6	12	8	10	12	13	29
Summit	C	1,574	13	11	23	13	9	13	7	12
<b>Group 4 Totals</b>		10,467	11	10	16	12	9	12	9	21
<b>Demonstration Totals</b>										
		10,856	8	9	14	11	10	13	10	23
<b>Comparison Totals</b>										
		5,584	9	8	16	11	11	13	9	23
<b>Grand Totals</b>										
		16,440	9	9	15	11	10	13	10	23

Table 26. Duration in months for cases with no placement episodes in baseline

County	Demo/ Comp	N	<1 month (%)	1 to 3 months (%)	3 to 6 months (%)	6 to 9 months (%)	9 to 12 months (%)	12 to 18 months (%)	18 to 24 months (%)	> 24 months (%)
<b>Group 1</b>										
Ashtabula	D	185	4	12	15	19	13	15	9	13
Belmont	D	95	1	9	11	20	28	15	9	6
Crawford	D	14	0	0	7	21	36	29	0	7
Hancock	C	111	21	14	22	17	10	9	2	6
Hocking	C	115	5	11	23	31	11	10	5	3
Miami	C	78	5	12	22	12	23	22	3	3
Muskingum	D	515	2	8	19	16	18	16	7	13
Scioto	C	73	10	33	38	4	5	3	0	7
<b>Group 1 Totals</b>		1,186	5	11	20	17	17	14	6	10
<b>Group 2</b>										
Allen	C	282	2	7	14	16	13	18	9	21
Columbiana	C	51	6	10	14	18	4	29	0	20
Fairfield	D	184	2	8	21	18	13	21	7	10
Greene	D	600	2	5	21	26	17	17	8	5
Medina	D	134	7	13	22	11	10	7	9	21
Richland	D	601	7	17	34	20	11	7	1	2
Warren	C	299	7	21	29	21	10	4	3	5
Wood	C	37	5	3	11	19	5	24	16	16
<b>Group 2 Totals</b>		2,188	4	12	24	20	13	13	6	8
<b>Group 3</b>										
Butler	C	691	1	6	20	20	14	17	10	11
Clark	D	145	0	3	8	12	15	25	10	27
Clermont	C	212	4	9	20	24	20	18	2	2
Lorain	D	639	2	5	18	21	15	15	11	13
Mahoning	C	599	3	12	25	14	18	13	6	9
Portage	D	77	0	9	30	21	21	9	8	3
Stark	D	543	1	12	13	20	20	17	7	10
Trumbull	C	1,442	2	6	15	22	17	17	14	7
<b>Group 3 Totals</b>		4,348	2	8	17	20	17	17	10	10
<b>Group 4</b>										
Franklin	D	3,434	4	19	32	22	10	8	3	3
Hamilton	D	4,491	10	15	24	18	11	11	5	7
Montgomery	C	3,614	10	11	29	18	13	11	4	4
Summit	C	1,413	29	7	32	18	8	4	0	2
<b>Group 4 Totals</b>		12,952	11	14	28	19	11	9	4	4
<b>Demonstration Totals</b>		11,657	6	14	25	20	12	11	5	6
<b>Comparison Totals</b>		9,017	10	10	25	19	13	12	6	6
<b>Grand Totals</b>		20,674	8	12	25	19	13	12	5	6

#### ***D.5. Re-entry Into Placement***

Just as the reduction in the number of children entering foster care for the first time is a goal of the project, so, too, is the reduction in the number of children re-entering care for the second or more times. This indicator evaluates the number of children who must come back into care after reunification or the disruption of some other permanent placement.

The child population used for examining re-entry into placement is all children who left foster care within the baseline timeframe. The data file contains placement episodes for all children in placement. A placement episode for a child is defined by a placement start date in a foster care, usually coinciding with the state's receiving custody of a child, until an end date of a placement that signifies that foster care has ended, so that the child returns home, is adopted, or achieves some other permanency outside of foster care. A placement episode can include several different foster care placements. For each child, each placement in a foster care resource or different foster care living arrangement is considered as a placement span from start date to end date for that placement. Several placement spans can make up a placement episode; therefore, a child can move from one foster home to another or to some other type of foster care living arrangement within one episode. A placement episode then covers the period of time that a child remains in foster care while the state has custody or other legal responsibility for the child. A child can have more than one episode in foster care.

Table 27 provides data on the percentage of children who left care during the baseline who had one or more foster care placement episodes. As can be seen in Table 27, very few children experience more than two episodes for foster care placement before permanency is achieved. Twelve counties experienced a higher than average percentage of children with more than one foster care episode. The demonstration county total percent of children experiencing more than one placement episode is 12 percent, while the comparison county total percent of children experiencing more than one placement episode is 10 percent. Belmont County, a demonstration county, showed the highest percentage of children in more than one foster care placement episode with 22 percent. Wood County had the lowest percentage of children in more than one foster care placement episode with 1 percent. In future reports, analysis of the time lapse between foster care placement episodes will be analyzed along with the number of different placements within one episode.

The next section of the report will examine the reasons for discharge from placement for the children who left foster care placement.

Table 27. Re-entry into placement by number of episodes

County	Demo/ Comp	N	Placement Episode 1 (%)	Placement Episode 2 (%)	Placement Episode 3 > (%)*
<b>Group 1</b>					
Ashtabula	D	168	94.0	6.0	0.0
Belmont	D	138	77.5	21.0	1.4
Crawford	D	120	85.0	14.2	0.8
Hancock	C	38	78.9	21.1	0.0
Hocking	C	121	90.9	5.0	4.1
Miami	C	138	88.4	11.6	0.0
Muskingum	D	185	90.8	6.5	2.7
Scioto	C	193	80.3	16.1	3.6
<b>Group 1 Totals</b>		1,101	86.5	11.7	1.8
<b>Group 2</b>					
Allen	C	194	95.9	2.1	2.1
Columbiana	C	79	81.0	13.9	5.1
Fairfield	D	98	89.8	7.1	3.1
Greene	D	199	89.9	9.0	1.0
Medina	D	88	93.2	4.5	2.3
Richland	D	363	86.0	12.1	1.9
Warren	C	79	94.9	5.1	0.0
Wood	C	105	99.0	1.0	0.0
<b>Group 2 Totals</b>		1,205	90.5	7.7	1.8
<b>Group 3</b>					
Butler	C	657	85.1	13.2	1.7
Clark	D	295	90.2	8.8	1.0
Clermont	C	247	95.5	3.2	1.2
Lorain	D	410	95.6	3.7	0.7
Mahoning	C	321	92.2	6.5	1.2
Portage	D	238	94.1	5.9	0.0
Stark	D	967	91.9	7.2	0.8
Trumbull	C	296	94.3	5.7	0.0
<b>Group 3 Totals</b>		3,431	91.5	7.5	0.9
<b>Group 4</b>					
Franklin	D	3,725	84.5	11.6	3.9
Hamilton	D	1,876	91.3	6.9	1.8
Montgomery	C	1,256	94.1	5.1	0.8
Summit	C	1,508	87.9	9.5	2.7
<b>Group 4 Totals</b>		8,365	88.1	9.2	2.7
<b>Demonstration Totals</b>					
		8,870	88.3	9.3	2.4
<b>Comparison Totals</b>					
		5,232	90.3	8.0	1.7
<b>Grand Totals</b>					
		14,102	89.0	8.8	2.1

\* Ten children had six or more episodes; one child had nine episodes.

#### ***D.6. Permanency Outcomes***

Child safety and permanency are the major outcome goals of child welfare services. They are also major goals of the "ProtectOhio" demonstration projects. Permanency is most often measured by finding a child in foster care a permanent family or living situation that is conducive for the child's well being and development. In future analyses, this outcome will be measured by monitoring children who leave foster care and are reunified, adopted, permanently placed in the custody of a guardian, relative, or other custodial parent, provided independent living services, or remain in long-term foster care.

The population used for the analysis of permanency outcomes is the number of children in the state's custody during the baseline who left foster care placement and who had their state custody status terminated during the baseline. The data file incorporates placement and custody histories for all children in placement or custody on or after October 1, 1995. Table 28 includes only those children who had a custody termination date during baseline. Placements and custody periods were sequenced by ascending date order. The report program looked for the highest (latest period in the baseline) placement and custody sequence numbers.

Overall, counties in the demonstration group had a higher percentage of reunifications of children (46% versus 37% in the comparison group). The comparison group shows a higher percentage of "custody to other relative," 25 percent to 19 percent in the demonstration group. Other categories are similar between the two groups. This might be a true difference in reunification success or county variation of whether a relative's home is considered a return to home.

This analysis produces a wide variation between individual counties in every category. Scioto County contributes an anomaly with 92 percent of the custody cases ending by reason of "Court Termination." This anomaly may only represent the way the data are entered into the system and may not give an accurate picture of permanency outcomes in this county. Hancock County records the highest reunification percentage, 71 percent. Montgomery and Hocking counties contribute the higher percentage in giving relatives custody with 37 percent and 44 percent, respectively. Columbiana County has the highest adoption finalization rate, 22 percent. In future analysis, the duration of cases will be combined with permanency outcomes to provide an average amount of time to achieve permanency in each of the outcome categories. Section 7 of this report presents the average and median duration of the adoption stages for all children whose adoptions were finalized, from first placement in foster care up to the day the adoption is finalized.

Table 28. Percentage of children whose state custody terminated during baseline by custody termination reason

County	Demo/Comp	N	Reunification (%)	Court Termination (%)	Custody to Other Relative (%)	Voluntary Agreement Expired (%)	Adoption Finalized (%)	Appeal Disposition (%)	Age of Majority (%)	Death (%)	Guardianship/Custody of 3rd Party (%)	Committed to DYS (%)	Not Available (%)
<b>Group 1</b>													
Ashtabula	D	168	48	5	22	0	14	0	9	0	2	0	0
Belmont	D	141	36	11	20	1	21	0	9	1	1	0	0
Crawford	D	123	36	43	18	0	2	0	1	0	1	0	0
Hancock	C	38	71	0	8	5	13	0	3	0	0	0	0
Hocking	C	120	30	8	44	0	10	0	4	0	3	0	0
Miami	C	134	42	10	11	0	10	0	22	0	4	1	0
Muskingum	D	188	41	10	17	5	18	0	5	0	4	1	0
Scioto	C	171	2	92	2	1	2	0	0	0	0	1	0
<b>Group 1 Totals</b>		1,083	35	25	18	1	11	0	7	0	2	0	0
<b>Group 2</b>													
Allen	C	194	53	3	20	2	10	0	8	0	3	1	1
Columbiana	C	77	31	6	16	0	22	0	17	0	4	3	1
Fairfield	D	87	25	3	7	16	20	0	24	1	3	0	0
Greene	D	194	39	12	28	1	3	0	7	0	8	2	1
Medina	D	85	38	9	22	0	14	0	14	0	1	1	0
Richland	D	363	37	18	18	8	10	0	5	0	1	0	1
Warren	C	77	31	18	21	0	13	0	10	0	6	0	0
Wood	C	106	35	18	12	0	17	0	10	0	4	2	2
<b>Group 2 Totals</b>		1,183	38	12	19	4	12	0	10	0	3	1	1
<b>Group 3</b>													
Butler	C	647	42	5	19	0	16	0	8	0	8	1	0
Clark	D	295	46	9	11	0	10	0	18	0	3	2	0
Clermont	C	237	49	2	16	3	13	0	15	0	1	1	0
Lorain	D	410	33	19	15	6	13	0	9	0	2	3	0
Mahoning	C	312	46	0	29	2	11	0	6	0	5	1	0
Portage	D	239	48	4	18	3	18	0	10	0	0	0	0
Stark	D	953	40	13	22	0	16	0	7	0	1	1	0
Trumbull	C	291	45	0	27	0	19	0	4	0	1	1	1
<b>Group 3 Totals</b>		3,384	42	8	20	1	15	0	9	0	3	1	0
<b>Group 4</b>													
Franklin	D	3,708	58	1	18	5	7	0	7	0	2	2	1
Hamilton	D	1,886	32	27	21	1	9	0	7	0	2	1	0
Montgomery	C	1,246	34	4	37	0	9	0	10	0	5	0	0
Summit	C	1,154	32	20	22	2	4	0	5	0	1	1	11
<b>Group 4 Totals</b>		7,994	44	10	22	3	8	0	7	0	2	1	2
<b>Demonstration Totals</b>		8,840	46	11	19	3	10	0	8	0	2	1	0
<b>Comparison Totals</b>		4,804	37	11	25	1	10	0	8	0	4	1	3
<b>Grand Totals</b>		13,644	42	11	21	2	10	0	8	0	2	1	1

### ***D.7. Duration of Adoption Stages***

Adoption is a permanency outcome that often takes a long while to complete. It is important to shorten the amount of time it takes to finalize an adoption when adoption has been determined to be the appropriate alternative for permanency for a child. At the same time, it is important to regard the rights of parents and the safety and well-being of the child being placed in an adoptive home. For these reasons, the duration of the adoption stages is important to monitor. If change can eliminate undue delays in this process, then permanency can be achieved earlier for a child.

The population used to calculate the duration of adoption stages is the number of children who had finalized adoptions in the baseline timeframe. The placement and custody histories of the children who met this criterion are brought into one custody and placement history file. The custody and placement records are sorted by dates and sequenced with a counter for each placement and custody by child.

The first stage of adoption is the first date of placement in out-of-home care to the custody start date of TPR or a removal from placement to an adoptive home. The latter date is used in those very few cases when children are placed in an adoptive home prior to TPR. Note that PCSA may still be trying to stabilize birth home for reunification during this stage. It is not just children who had adoption as the goal at the beginning of placement.

The second stage of adoption in this analysis is the time between TPR to the finalization of the adoption, calculated from the custody start date of TPR to the custody end date of adoption finalized. It is recognized that there are other pertinent stages in the adoption process for which duration is calculated and analyzed. The intermediate stages are the number of months from the date the permanency plan for the child becomes adoption to the date of TPR and from TPR to the placement in an adoptive home. In this report, the data are limited to only two duration stages.<sup>3</sup>

Table 29 presents the mean and median duration of the two stages of adoption analyzed in this report, for demonstration and comparison counties. The mean number of months from TPR to the adoption finalization shows the widest variation among the counties in each of the groups and between the two groups. In the demonstration counties, there is a 24-month difference between the highest duration in Ashtabula County (33 months) and the lowest in Crawford County (9 months). In the comparison counties there is a 36-month difference between the high in Scioto County (44 months) and the low in Miami County (8 months).

Many factors contribute to the duration of the adoption process. The age variation is an important factor that has not been brought to the analysis at this point. Other factors than can be regarded as significant are the demographic and developmental characteristics of the children waiting for adoption and the availability of adoptive home resources to meet the needs of those children, including the county's level of activity in AdoptOhio (discussed in Chapter 2). By the next annual report, most of this type of analysis will have begun. The next section summarizes the baseline trends identified in the caseload and outcome information presented so far.

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<sup>3</sup> Further plans for analysis of other adoption stages are discussed in Section III.A.

Table 29. Adoption stage duration for children whose adoptions were finalized

County	N of Cases	Mean Number of Months from First Placement to TPR	Mean Number of Months from TPR to Adoption Finalized	Median Number of Months from First Placement to TPR	Median Number of Months from TPR to Adoption Finalized
<b>Demonstration</b>					
Ashtabula	24	31.1	33.2	36.3	24.9
Belmont	27	26.4	16.7	19.2	17.5
Clark	24	21.9	22.8	22.9	19.2
Crawford	2	27.6	8.8	27.6	8.8
Fairfield	16	20.0	26.0	15.6	13.1
Franklin	271	33.1	20.5	30.3	15.9
Greene	5	23.4	19.9	20.5	5.2
Hamilton	179	21.0	18.1	16.3	15.7
Lorain	52	24.7	23.2	23.3	18.2
Medina	10	28.9	14.8	28.4	12.8
Muskingum	28	25.9	17.9	24.1	16.7
Portage	35	22.8	23.3	17.5	18.1
Richland	39	24.9	11.9	15.9	7.9
Stark	156	23.7	21.9	19.1	21.3
<b>Total Demonstration</b>	<b>868</b>	<b>26.5</b>	<b>20.4</b>	<b>22.9</b>	<b>17.1</b>
<b>Comparison</b>					
Allen	19	31.4	24.9	24.5	22.8
Butler	99	23.9	21.0	19.9	14.9
Clermont	25	26.1	16.5	23.6	12.9
Columbiana	5	28.4	20.9	25.9	17.6
Hancock	4	23.8	21.2	23.4	25.9
Hocking	10	35.6	11.6	34.2	8.8
Mahoning	38	20.5	26.9	17.2	20.7
Miami	7	17.1	8.0	14.4	7.4
Montgomery	115	28.6	24.0	27.5	16.6
Scioto	4	36.3	44.3	24.3	33.3
Summit	101	24.5	23.5	20.0	19.3
Trumbull	48	24.5	25.8	17.7	22.0
Warren	10	23.8	13.4	19.0	13.4
Wood	18	25.7	23.1	19.5	17.3
<b>Total Comparison</b>	<b>503</b>	<b>25.6</b>	<b>22.8</b>	<b>21.4</b>	<b>17.6</b>
<b>Total All Counties</b>	<b>1371</b>	<b>26.1</b>	<b>21.2</b>	<b>22.3</b>	<b>17.4</b>

## **E. Summary of Baseline Information**

Caseloads and outcome indicators, extracted from FACSIS secondary data, summarize the documented volume and service characteristics of children and clients in cases during the baseline period. While the data do not describe why counties chose to participate or not to participate in ProtectOhio, they do describe some of the caseload and systemic conditions from which the projects and decisions grew.

A summary of observed trends during the baseline is presented below. First, the variation between demonstration and comparison groups, in aggregate, is described. This is followed by a description of variation among the size groups. This discussion focuses on the characteristics of the Group 4 (Metro) counties and differences for the other three smaller groups. This is an important clarification because the Group 4 counties so heavily influence many of the demonstration and comparison total number and distribution of frequencies presented.

### ***E.1. Demonstration vs. Comparison***

The number of children and clients in the demonstration counties is greater than in the comparison group in all caseloads. Using 1995 data of children, under age 18, the demonstration group is 57 percent larger than the comparison group (908,169 children and 577,128 children, respectively).<sup>4</sup> This larger pool of potential clients is obvious in most of the caseload differences. For clarity and to highlight the differences, the volume (caseloads) are briefly described, followed by a description of caseload-related characteristics.

#### ***E.1.a. Volume***

The caseloads in the demonstration group are, as expected, much larger than the comparison group. However, the percentage difference varies greatly from the more than 50 percent population difference. For monthly average percentage of incidents of child abuse/neglect, the demonstration group is 38 percent higher than the comparison group. This might be a result of screening and reporting practice or true incidence. The number of victims in abuse/neglect reports is 44 percent higher in the demonstration group, suggesting a difference between the study groups in number of victims per incident or recidivism rate. The end of quarter, point-in-time caseloads also are proportionately higher in the demonstration group versus comparison group for placement (64% higher), custody (61% higher), and ongoing cases for clients (60% higher).

The size difference in the caseloads between the demonstration and comparison groups is not, in itself, a concern for the evaluation. Because the cost-neutrality analysis and participant-outcome analysis will be tested on the children/client level, it is important to look at caseload characteristics as they distinguish the demonstration group from the comparison group.

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<sup>4</sup> Readers should refer to the corresponding section for actual numbers. Volume (caseload) summaries are also included in Appendix III, Table III-1 and Table III-2. The reader should note that cross-tabulated data presented in Sections C and D often exclude cases with missing data. The appendix totals include all children and clients.

### *E.1.b. Caseload Characteristics*

Caseload statistics and outcome indicators are described in previous sections, C and D. This section will summarize the trends found in abuse and neglect incidents, ongoing caseloads, court outcomes, and custody and placement.

#### *Abuse and Neglect Incidents*

Child welfare discussions often center about "the front doors," usually referring to hotline calls in each county which bring child abuse/neglect incidents to the attention of the PCSA. Both demonstration and comparison groups actually serve approximately a quarter of their clients without an abuse/neglect incident in their history (22% clients for demonstration group, 27% for comparison group). Counties in both groups address steady numbers of cases coming directly from the courts, the community, or from other sources.

In regard to characteristics of the abuse/neglect data, there are similarities between the two groups. Both groups have similar combined substantiation/indication rates: 40 percent for the demonstration group and 42 percent for the comparison group. The ages of victims in incidents are almost identical: 20 percent of children ages 0-2; 21 percent, 3-5 years old; 39 percent, 6-12 years old; and 20 percent, over 13 years of age.

#### *Ongoing Caseload*

The mix of new, reopened, and long-term cases is similar in the demonstration and comparison groups. Almost half of clients served in both groups during the entire two-year baseline were already active cases on the first day of the baseline (47% in demonstration group and 44% in the comparison group). These likely are custody cases that dominate caseloads equally among both the demonstration and comparison groups. There are some differences in how cases were initiated. Looking at first case type for all clients, the comparison group used voluntary services (12% of all caseload) more frequently than the demonstration group (4%). Conversely, the demonstration group more frequently used protective service orders as a first case type. The court appears to have a bigger role in the initiation of cases in the demonstration group.

Protective services is most frequently used as case type for all cases during the baseline (51% for demonstration group; 45% for comparison group). The primary role of the county agency resides with its protective role with all families brought to its attention. Custody, as a case type, is used similarly in both groups, 25% in the demonstration group, 27 percent for the comparison group).

#### *Court Outcomes*

The court role in the demonstration counties appears to be more heavy-handed than that in comparison counties. First, the uses of types of adjudication was examined. Both groups use dependency most frequently; it is 69 percent of adjudication types for the comparison group

compared to 58 percent for the demonstration group. There is a greater use of delinquency and unruly/status offender in the demonstration group (18%) compared to the comparison group (4%). Looking at the outcomes of dispositional hearings, custody is more frequently given to relatives in the comparison group (34% of dispositional outcomes) compared to 16 percent in the demonstration group. The dispositional outcome in the demonstration group is more likely to be protective services (34%) and custody (47%) compared to the comparison group (21% and 43%, respectively). While the court outcomes might be influenced by the greater frequency of unruly and delinquent cases in the demonstration group, the pressure by the court outcomes falls on county services more heavily for custody and on protective services.

### *Custody and Placement*

The foster care caseloads of both demonstration and comparison groups are dominated by long-term placements. Looking at the usage of placement days, nearly two thirds of days used during the two-year baseline are used by children already in care on the first day (62% of placement days for the demonstration group, 65% for the comparison group). In regard to first custody type, the comparison group uses officer acceptance more frequently (46% compared to 18% in the demonstration group). The demonstration group uses voluntary placement more frequently (agreement for temporary custody) 24 percent of first custody types, compared to 6 percent in the other group.

The greater proportion of unruly/delinquent children likely affects the placement activity in each group. More children placed during the baseline in the demonstration group are over 13 years of age (34%) versus 24 percent in the comparison group. The majority of children are placed into home settings in both groups (73% of first settings in the demonstration group versus 83% in the comparison group). Consistent with the greater percentage of older children, the demonstration group uses group homes and CRCs more frequently than the comparison group for first placement (23% of placement types in the demonstration group and 13% in the comparison group, respectively).

In relation to outcomes related to custody and placement, both groups appear similar, including duration of care for both placement and non-placement cases and similar duration for adoption finalization. There is a higher rate of reunification for the demonstration group of children discharged during the baseline period (46% versus 37% in the comparison group).

Race/Ethnicity. The race/ethnicity of children served in each county's child welfare system was described in two caseloads: children in any incidents of child abuse or neglect and children that were in placement any time during the baseline.

The race/ethnicity of children in incidents is similar for both the demonstration and comparison groups. Approximately 70 percent of children identified were white in both groups. In both, approximately one-quarter of children identified were African-American, and 1 percent were Hispanic. Almost 5 percent of children in the demonstration group and 3 percent in the comparison group are listed as "other." In addition, five counties are excluded due to missing data and Hamilton County is excluded because of the high percentage listed as "other" races.

The distribution in data for all children in placement looks somewhat different.<sup>5</sup> Approximately half of the children in a placement during the baseline period are white. The percentage of African-American children is 39 percent in the demonstration group and 44 percent in the comparison group. In both groups, the proportion of non-white children is greater for those children placed in foster care versus the children at the time of incident. Whether race/ethnicity increases the likelihood of placement must be examined looking at patterns of service through case county system by abuse/neglect versus non-abuse/neglect case and age. These analytical approaches will be explored in year two and are described in a later section, III.A., Plans for Next Steps.

## ***E.2. Size Groups***

For presentation of data in Sections C and D, counties were grouped by population size, using 1995 population of children under 18 (see Table 1, page 16, for counties by group). Caseload statistics and outcome indicators were described by size group and individual county. Group 4 included four Metro counties: Franklin and Hamilton Counties in the demonstration group; Montgomery and Summit Counties in the comparison group. The impact of Group 4 (Metro) is important. As four of the larger counties in the state, their high percentage of the total volume of child welfare caseloads is expected. Their caseload characteristics are often vastly different from the smaller three groups. Data on both volume and caseload characteristics is summarized below.

### *E.2.a. Volume*

The four counties in Group 4, Franklin and Hamilton in the demonstration group, and Montgomery and Summit in the comparison group, include approximately half of the children's population in the 14 counties of each respective group. This volume difference is reflected through all the caseloads. Looking at monthly average number of CAN incidents, Group 4 consumed 57 percent of total incidents, with similar percentages for average number of ongoing cases (58%), average number of children in custody (57%), the average number of children in placement (61%), and the number of placement days used during the baseline (59%).

There are relative differences in the combined size of the two demonstration counties in Group 4 versus the comparison counties. Franklin County and Hamilton County are 72 percent larger in child population than Montgomery and Summit Counties. The volume of all caseloads reflects this proportionate size difference. Clearly, change in the volume of the counties in one group during the evaluation period will affect overall demonstration versus comparison group caseload trends.

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<sup>5</sup> There are several caveats to consider. Many (approximately two-thirds in demonstration and comparison groups) of the children in placement entered the system prior to the baseline. If they entered through an incident, it occurred before the baseline. Secondly, race/ethnicity data are better documented by the time children are placed into substitute care. Workers might not know the race/ethnicity if the incident was unsubstantiated. There are many missing data and "other" responses. Six counties are excluded for the demonstration and comparison group comparison.

## *E.2.b. Caseload Characteristics*

### *Abuse and Neglect*

Children in Group 4 counties were more likely to be involved in multiple incidents of child abuse/neglect during the baseline period. Under 80 percent of children in each of the four counties had just single incidents. Many counties in the other groups had higher percentages, including as high as 93 percent for Columbiana in Group 2, and 90 percent for Ashtabula in Group 1. The Group 4 counties have lower rates of indication and substantiation. This might be explained by the greater number of children with multiple incidents. Children could appear several times in an incident, until there is adequate evidence for substantiation or indication.

The distribution of ages for children were similar among the Group 4 counties, and with most other groups. Most counties have approximately 20 percent children aged 13 or older. There were some counties in other groups, with a higher percentage of older children, including Columbiana (25%), Medina (25%), and Wood (26%), all comparison counties; and a demonstration county, Greene (28%).

In regard to race/ethnicity of children in incidents, Group 4, including several large city populations, has a greater distribution of non-white children; all with approximately one-third of children identified as African-American, and 1 percent Hispanic population. Hamilton County was excluded for the analysis due to unavailable data. All of the Group 1 counties served over 90 percent white children in incidents. Group 2 and Group 3 counties vary. Table 8, in section C.1.d, shows this data by group.

### *Ongoing Services Caseloads*

The mix of new, active, and reopened cases is somewhat varied among the 28 counties. All Group 4 counties had a majority of long-term (active) cases during the baseline period. This could reflect a heavy turnover of cases in the Group 4 counties or presence of many long-term chronic foster care cases in the smaller counties.

In regard to case types used, there are some apparent group differences. Protective Services were used frequently by all four counties in Group 4. Several counties in Group 1 and Group 2 sized groups rarely used protective service including Crawford (7% of case types used), Miami (4%), Allan (6%), and Wood (7%). Voluntary services were used rarely by Group 4 counties, except for Hamilton (9% of case types used). Similarly, over half of the counties in Groups 1-3 also rarely used voluntary services. The data also begins to show the minimal range of court custody, as a case type, in the demonstration counties, Hamilton and Greene. ODHS reports that several more counties have begun using this case type. Reimbursement for court custody is not included for demonstration counties in their Waiver IV-E reimbursement methodology.

### *Court Outcome*

The data analyzed points to some distinctions among the size groups. Dependency is the major type of adjudication in all groups. In Groups 1 and 2 it accounts for a majority of outcomes in 12 of 14 counties. In Group 4, there is a more balanced use of dependency with abuse and neglect. Data presented on custody did not show remarkable distinction by size group.

### *Placement*

First placement setting varied somewhat by group size. The Group 4 counties used relative placement frequently as an initial placement. The four counties also tend to use group homes and CRCs frequently as first placement. In particular, Hamilton County placed 22 percent children in group homes and 10 percent into CRCs.

The use of group homes and CRCs corresponds to the greater number of teenagers requiring placement during the baseline in the Group 4 counties. In fact, 40 percent of children placed in Hamilton are over 13 years of age. Many counties in Groups 1 and 2 also had a high percentage of children being placed in the oldest age range (13+).

The impact of group size will be considered in year two analysis.

### **III. PLANS FOR NEXT STEPS**

More preliminary information must be collected to evaluate ProtectOhio. The use of FACSIS data and the survey with county representatives established that additional steps are necessary before adequate comparative outcome measures can be developed using the state-level FACSIS data. During year two, the team will collect additional information, use the administrative data to describe the case flow and patterns of service delivery in each county, and finalize the list of outcome measures. Year two will include a continued use of telephone surveys with state and county administrative data and systems staff, in-person interviews with selected county staff, and work with the ProtectOhio Consortium.

#### **A. Collection of Additional Data**

Understanding the use of FACSIS data requires that additional information be collected from each county. As discussed in section II.A.2, results of county interviews, several data areas require additional research. These areas are summarized below.

The project team will conduct telephone interviews with administrative data contacts in July and August. The protocol will include the topics listed in Exhibit 3 and county-specific baseline data from this report. It is anticipated that followup site visits for further discussion will be made with ten counties. Further ODHS assistance is also required with data issues.

Two technical issues will also be discussed with ODHS and county staff regarding full data access to FACSIS and access to historical MicroFACSIS data.

Full data access to state FACSIS resources not just CPOE files. The data reported in this report are from CPOE extract files provided by ODHS. For more in-depth analysis, access is required to all of the information in FACSIS for this study. In particular, FACSIS data on IV-E eligibility information, the case plan information at the time of each case review, or other involved family members in child abuse and neglect incidents are needed. The technical details for this data transfer must be addressed immediately in year two.

Retrieve electronic historical data from counties using MicroFACSYS. Our team will investigate the possible use of local data from MicroFACSYS. It is quite possible that different methods may be required for retrieving data from individual counties. Our team will explore this possibility in depth in the next phase of the evaluation.

At the conclusion of these additional telephone and in-person surveys, the team will have an inventory of available FACSYS, Micro-FACSYS, and county system data. At the same time, discussions will be held with ODHS staff, ProtectOhio Consortium members, and county staff to explore relevant program characteristics.

### Exhibit 3. Additional FACSIS/Micro-FACSIS Topics

<b>Topic</b>	<b>Comments</b>
1. County use of state-specified FACSIS values.	The data presented in both the caseload statistics section and the outcome section may be different because of the ways in which the counties are interpreting state definitions. For instance, according to the FACSIS data, the termination of custody reason, "return to relative," might be interpreted differently by counties. It is important to understand how each county is defining each of the state values to ensure consistent data.
2. Explanations or provision of missing data.	Some counties have missing data in certain areas. To demonstrate, five counties, Ashtabula, Butler, Clark, Fairfield, and Scioto, are missing over 20 percent of their data on race at the time of incident. Our team will discuss with the counties why, in some cases, large amounts of their data are missing and find ways to collect them.
3. Identification of county-specified values of FACSIS.	Some events in FACSIS are designated as county-defined. These values are not included in the state's system, and they can differ by county. An event cited frequently in interviews with counties was the reason for initial case registration. This event is county-defined and therefore has values that differ by county. It is important for our team to further explore these events and the values assigned to them because the events include supporting information for casework activity that will be especially helpful in understanding case flow.
4. Identification of county events.	A majority of counties in our evaluation have their own events that are not included in the state system. The state does not require that the counties send it this individualized data. Some of the events described by counties may be helpful to our study. The team will identify these events and further investigate how we can obtain data on them in the next phase of the evaluation.
5. Identification of additional outcome data in three counties with independent local systems.	Three of the counties in our evaluation have their own local data collection systems which feed to the state FACSIS system. Differences among the systems affect many aspects of the data. For instance, these counties have client ID's which are constructed using a different system from MicroFACSIS. The numbers are larger than the usual 7-digit ID used by FACSIS. Information requiring the transference of data to FACSIS and "data unavailable" must be obtained.
6. Documentation of relatives as custody and placement.	Counties use relatives for placements in various ways. Some counties encourage the use of relatives over foster care but prefer to have custody remain with the agency. In contrast, other counties prefer for the relatives to take custody and rarely place a child in the agency's custody. Still other counties do not encourage relative placements and prefer to place children in foster care. On a related issue, some counties invite relatives to become foster parents, while other counties are very much against certifying relatives as foster parents. More information about this issue among the contrasting county policies and practices must be obtained.

## **B. Clarification of Program Characteristics**

The team will also explore program issues that impact the use of secondary data. Most important are procedural and practice characteristics that influence which cases are not being recorded in FACSIS or local systems. Issues regarding characteristics are described below:

Understanding How Counties Screened Out Cases from Investigation. The interviews found variation in how counties screen out cases before they are counted as incidents. Some counties do a preliminary screen on these cases; some just refer them to other systems.

Construct Matrix of Use of Relatives in Each County. The project team will construct a matrix that describes use of relatives with/without custody; licensed/unlicensed; paid/unpaid based on program variables.

Explore Worker Caseload Identifiers. According to ODHS, FACSIS does not collect information on worker and supervisor caseload. There is a county-defined event, client worker assignment, which will be evaluated. Other information might be collected as a county event. The data might be available on other local electronic systems.

Explore Case Characteristics by Family and Sibling Group. Duration and type of service can be affected by family size and number of siblings. At this time files containing data on all involved family members in an incident have not been made available. The files provided to the team included only the victims, perpetrators, and caretakers. In addition, if a family is served by more than one county, it is questionable whether that family retains the same case identification number across county records. In FACSIS, an individual can be linked to three cases.

Classification of a family according to the services provided is very complex. As an example, if there are multiple victims in an incident of child abuse and neglect, and one child is placed in foster care, while another remains home, and services are provided to each family member involved in the case, this family has the potential to be classified and counted as a foster care case as well as an in-home services case.

Explore Other Sources of Risk Assessment Data. Limited data regarding risk assessment, the recent state initiative, are presently available in FACSIS. Other sources on the county level will be explored.

Corroborate Placement and Custody Data. IV-E, at the core of the ProtectOhio funding, requires custody for each child in placement. The first year review of data showed some discrepancies in many counties. Because some counties show custody without corresponding placement status and others the opposite, different county-specific explanations might apply. These discrepancies might result from county service practice, county data entry practice, or missing data.

A match was done for each child in placement during FFY97, the second year of the baseline for the 14 demonstration counties. During that year, the 14 counties utilized a total of 2,425,493 placement days. Of these, 4 percent, or 89,677 days, did not correspond with custody in the

system.<sup>6</sup> In future analysis of service patterns, we plan to follow custody and placement of cohorts of children. Information on county PCSAs and court practice around custody and placement will be useful data to collect in year two.

Characteristics that can be quantified meaningfully will be included in the evaluation's database as program variables. These will be useful in defining the outcome measures and identifying program characteristics that affect successful changes over the course of the demonstration.

## **C. Development of Outcome Measures**

The final list of yearly outcome indicators for the evaluation will be based on objectives of ProtectOhio as a whole and the individual objectives of counties juxtaposed against the availability of measurable administrative data. Following the collection of additional data from the state and counties, the team will create an integrated relational database. The draft list of outcome indicators will be run against the baseline period and the first year of the demonstration. The team will present the list of outcome indicators to ODHS for review and approval. The second year report will contain the new indicators for each year following in the evaluation. Several preliminary analytic steps will incorporate programmatic and analytic approaches. These are described below.

### ***C.1. Preliminary Activities***

#### *Develop Incidence and Prevalence Measures*

In order to understand the incidence or prevalence rate of child abuse and neglect in a community, the number of victims whose abuse and/or neglect was substantiated or indicated should be measured against the population of children living in the community. As an example, if 10 children were found to be abused and neglected in a county with a child population of 1000, the prevalence rate for child abuse and neglect in the county would be 1 out of every 100 children is abused and neglected in that county.

The number of children who are removed from their own homes and placed in out-of-home care compared to the number of children in the population is the placement prevalence rate based on child population. A foster care prevalence rate can also be calculated based on the total number of children coming to the attention of the child welfare agency due to abuse and/or neglect or for other reasons as determined by the courts who are placed in out-of-home care. This evaluation will look at both prevalence rates.

To establish the prevalence rate for this evaluation, the project team needs to obtain the most accurate census data on the child population in each county, ensuring that age and race variables are obtainable and complete; aggregate these data on both reported and substantiated/indicated victims of child abuse and neglect; and calculate the rate for significant variables and groups. The team will track the prevalence rate at various points in time throughout the baseline and

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<sup>6</sup> Court custody days were excluded from the count for Belmont, Greene, Hamilton, Muskingum, and Stark counties.

through the end of the study beginning in the second year. In addition, Census estimates for each county will be reviewed with county staff.

### *Conduct Cohort Analysis for Yearly Data 89-99*

Because the foster care child population is variable, analyzing trends and movement of children through the foster care system requires the development of cohort analysis. This is the tracking of a group or groups of children, preferably with like characteristics from their entry into the system to the outcome of permanent foster care or their leaving the system for a permanent home outside of child welfare. The population of children in foster care is variable because some children move through the system fairly quickly, obtaining permanency within a month of placement, while some enter placement at a young age and remain until they reach the age of majority. The groups vary in their characteristics and in the circumstances surrounding their initial placement or re-entry into placement.

Another variable in foster care to consider is the re-entry of children after leaving the system, sometimes for long periods of time. For this reason, a long history of placements is important for the cohort analysis in foster care. Children do return to care and some of them return often. A permanent home is the goal for children whenever possible. The amount of time it takes to achieve permanency is critical for the child's development.

The cohort analysis will allow for the tracking of children entering foster care placement for the first time, discharges from foster care, re-entry of children previously in care, and those who remain in long-term foster care. Admissions, discharges, and re-entry will be tracked for each year in the baseline and for the five years of the evaluation. Additionally, the duration in placement will be analyzed from year to year.

### *Describe Comprehensive Case Flow and Service Patterns*

A second analysis of the data will show the service pathways and decision points for children served by the system during the baseline period. Later reports will describe further analysis that looks at these trends over previous years and identifies its statistical changes during the demonstration period. In order to describe the service delivery system in each of the counties being studied, service patterns will be developed to help define how and for how long children are served by the child welfare system. Our team will create a file of service patterns using the history of services found on FACSIS for all children and families served by the counties. Each reference point in service will be assigned a numerical value, and the critical dates associated with each reference point will be kept. What emerges will be the most prevalent service patterns for the county being evaluated along with a historical service record and recidivism rates before, after, and during service provision. Duration for each service reference point can also be calculated from the critical dates associated with each change in numeric reference.

Reports must be linked to investigations, investigations linked to an opening for ongoing services, and the service path for each child determined by the recording of placements, custody, case types, or by the lack of placement or custody records for a child. Non-abuse and neglect

reasons for entry into service must also be established through the history of each client. The end result of all the file construction, determinations of service paths after entry, development of service patterns and linkages, is the accurate description of service delivery in a county that will lead to more complex analysis of service populations.

### *Enhance Preliminary Outcome Indicator*

The outcome indicators presented in Section D will be reviewed with ODHS and counties. Data will be compared with relevant CPOE reports and local sources of data. The counties will also be asked to review other preliminary data including the two following indicators: movement with episodes and time in care to adoptive placement. Both these indicators are useful in the assessment of permanency for children in foster care.

Movements Within Placement Episodes. The tracking of the number of placements a child experiences in foster care and whether the movements from placement to placement provide the least restrictive environment for the child are important both as a reflection of a child's well-being and as a measure of effective use of resources. Good social work practice points to the least restrictive placement as possible and as few movements from placement to placement as preferable. Placements and re-placements are costly in the amount of time, money, and, most importantly, in the personal relationships among all parties involved. Data on the reasons for removal from each placement where a child has had more than one placement in a foster care resource type and for those children who have not left the state's custody, are combined with data on the type of resource from one placement to another. The analysis of these data requires further input from the state on how best to use FACSIS data for this outcome measurement and in defining foster care resource types by least restrictive and more restrictive categories by each individual resource.

Time in Care to Adoption Placement. Section D.7 discussed the adoption stage duration from the date of a goal or plan of adoption to the placement date in an adoptive home, and from the adoptive home placement event and date to TPR. The data for the adoptive home placement were calculated and analyzed; however, it was found that too many cases had missing data for the date of the placement in an adoptive home or the adoptive home placement event itself. The last stage of adoption would then be the time from placement in an adoptive home to the date the adoption is finalized.

In consideration of other factors influencing an adoption, the evaluation team will look at how these certain characteristics of children affect the permanency plan of adoption as an option for a child. The age variation is an important factor that has not been brought in to the analysis in this report. For older children particularly, this is a determining factor.

### *Develop Performance Indicators*

Secondary data analysis will be useful to monitor the impact of other initiatives occurring around the state. Required outcome indicators are included in the current federal child welfare legislation, the Adoption and Safe Families Act. The evaluation team, in conjunction with state

and county staff, will help to ensure that these measures are incorporated into the evaluation along with CPOE, caseload analysis, and other relevant ODHS monitoring measures. The development of most of those measures has already been discussed in this report. In the development of the state's SACWIS system, the evaluation team can contribute suggestions as to what key elements are required, how the data should be entered, key service and review dates that should be kept, data linkages, case configuration identifiers, aggregation processes, historical records in system, and the storage of data elements.

## ***C.2. Finalization of Participant Outcome Measures***

Using the additional data collected and preliminary analyses conducted, the team will present outcome measures to ODHS. The results will include measures for both the baseline and first year period of the demonstration.