

# TABLE OF CONTENTS

		<u>Page</u>
CHAPTER 1:	INTRODUCTION .....	1
1.1	OVERVIEW OF EVALUATION DESIGN .....	1
1.1.1	Process Implementation Study.....	1
1.1.2	Participant Outcomes Study.....	2
1.1.3	Fiscal Outcomes Study .....	2
1.1.4	Community Impact Study.....	2
1.2	HIGHLIGHTS OF LESSONS LEARNED .....	3
1.2.1	Findings from Year 3: Process Implementation Analysis ...	3
1.2.2	Findings from Year 3: Participant Outcomes Analysis .....	4
1.2.3	Findings from Year 3: Fiscal Analysis .....	5
1.3	CURRENT OHIO CONTEXT .....	6
1.4	ACTIVITIES DURING YEAR 4 .....	8
1.4.1	Overall Team Activities.....	8
1.4.2	Process Implementation Study Activities .....	9
1.4.3	Participant Outcome Study Activities.....	10
1.4.4	Fiscal Study Activities .....	10
1.5	OUTCOME PRIORITIES .....	12
1.6	ORGANIZATION OF THIS REPORT .....	14
CHAPTER 2:	WHAT APPROACHES HAVE COUNTIES USED? FINDINGS FROM THE PROCESS IMPLEMENTATION STUDY ..	15
2.1	INTRODUCTION .....	15
2.2	INTERNAL ORGANIZATION AND CASE MANAGEMENT .....	19
2.2.1	Unit Structure.....	20
2.2.2	Case Flow/Screening Processes.....	21
2.2.3	Team Conferencing.....	23
2.3	SERVICE ARRAY .....	26
2.3.1	New and Reconfigured Services.....	28
2.3.2	Diminished Services .....	31

2.3.3	Use of Relative/Kinship Placements.....	32
2.4	PROVIDER COMPETITION .....	34
2.4.1	Contracting.....	35
2.4.2	Efforts to Increase the Number of Foster or Adoptive Homes	37
2.4.3	Other Efforts to Increase Competition Among Providers....	41
2.5	TARGETING .....	43
2.6	FINANCING .....	45
2.6.1	Descriptions of Managed Care Contracts Still in Effect.....	46
2.6.2	Counties that Have Discontinued Capitated Contracts.....	52
2.6.3	Lessons Learned from Managed Care Contracts .....	52
2.7	UTILIZATION REVIEW.....	56
2.7.1	Attention to Use of Placement Resources.....	57
2.7.2	Attention to Use of Other Services .....	58
2.7.3	Management Information Systems .....	60
2.7.4	Use of Outcomes.....	61
2.7.5	Staff Access to Data.....	63
2.8	QUALITY ASSURANCE .....	64
2.8.1	Quality Control of Agency Case Management Activities ...	65
2.8.2	Internal Quality Assurance Responsibilities.....	66
2.8.3	Types of Quality Assurance Activities Undertaken.....	67
2.9	OVERALL USE OF MANAGED CARE .....	68
2.9.1	Managed Care Index .....	69
2.9.2	Utilization of Managed Care Strategies.....	71
2.9.3	Managed Care Index Rankings.....	73
2.10	INTERAGENCY COLLABORATION .....	75
2.10.1	Juvenile Court .....	76
2.10.2	Mental Health.....	82
2.10.3	Family and Children First Council and Other Interagency Collaborative Efforts.....	88
2.11	SYSTEMIC REFORM AND LEADERSHIP .....	91

2.11.1	Focus of Reform Efforts .....	91
2.11.2	Flexible Uses of Title IV-E Funds .....	96
2.11.3	PCSA Leadership.....	98
2.11.4	Staff Morale .....	99
CHAPTER 3: WHAT HAS CHANGED FOR CHILDREN AND FAMILIES? FINDINGS FROM THE PARTICIPANT OUTCOME STUDY.....		103
3.1	INTRODUCTION .....	103
3.2	EVALUATION METHODOLOGY .....	104
3.3	CASELOAD TRENDS.....	105
3.3.1	Number of Reported Abuse and Neglect Incidents .....	106
3.3.2	Use of In-Home vs. Placement Services.....	107
3.3.3	Number of Children in Ongoing Cases.....	107
3.4	FIRST PLACEMENT OF CHILDREN INTO FOSTER CARE .....	108
3.4.1	Volume of Children .....	108
3.4.2	Case Mix of Children.....	110
3.5	DURATION OF FIRST PLACEMENT.....	114
3.5.1	Overview of Analysis .....	115
3.5.2	Duration of First Placement for Children Exiting Foster Care .....	116
3.5.3	Destinations of Children Exiting From First Placement.....	119
3.5.4	Waiver Effects by Type of Exit .....	120
3.6	RE-ENTRY FROM UNIFICATION.....	127
3.7	SUMMARY AND DISCUSSION.....	129
CHAPTER 4: HOW HAVE SPENDING PATTERNS CHANGED? FINDINGS FROM THE FISCAL OUTCOMES STUDY.....		131
4.1	INTRODUCTION AND SUMMARY .....	131
4.2	METHODOLOGY .....	132
4.2.1	Rationale for Data Collection Approach.....	132
4.2.2	Data Collected.....	133
4.2.3	Interpreting Expenditure Data.....	134

4.3	CHANGES IN FOSTER CARE EXPENDITURES .....	136
4.3.1	Differences in Foster Care Expenditures for Demonstration And Comparison Counties .....	139
4.3.2	Differences in Paid Placement Day Usage for Demonstration And Comparison Counties .....	140
4.3.3	Differences in Unit Costs for Demonstration and Comparison Counties .....	145
4.4	CHANGES IN ALL OTHER CHILD WELFARE EXPENDITURES	149
4.4.1	Revenue for Flexible Spending from ProtectOhio Waiver..	150
4.4.2	Impact of Waiver on All Other Child Welfare Expenditures	153
4.4.3	Types of Services Increased by New Spending .....	158
4.5	CONCLUSIONS .....	167
CHAPTER 5: WHAT HAVE COUNTIES ACHIEVED? INSIGHTS ON WAIVER EFFECTIVENESS .....		168
5.1	INTRODUCTION .....	168
5.2	COUNTY PROFILES .....	168
5.2.1	Profile of Lorain County PCSA .....	169
5.2.2	Profile of Muskingum County PCSA .....	176
5.3	IMPLICATIONS OF THE COUNTY PROFILES .....	183
CHAPTER 6: CONCLUSIONS AND FUTURE PLANS .....		185
6.1	MAJOR FINDINGS AND IMPLICATIONS .....	185
6.1.1	Process Implementation Study Findings .....	185
6.1.2	Participant Outcomes Study Findings .....	186
6.1.3	Fiscal Outcomes Study Findings .....	187
6.1.4	Initial Insights on Cost Effectiveness .....	188
6.2	NEXT STEPS IN THE EVALUATION .....	188
6.2.1	Process Implementation Study .....	189
6.2.2	Participant Outcomes Study .....	190
6.2.3	Fiscal Outcomes Study .....	191

FIGURES:

<u>Figure</u>		<u>Page</u>
2.1	Changes in Screening in Year 2 and Year 4 .....	22
2.2	Range of New Services.....	30
2.3	Range of Reconfigured Services.....	30
2.4	Counties Experiencing Loss of Services.....	31
2.5	Importance of Contracting to the PCSA .....	36
2.6	Counties Making Conscious Efforts to Increase Number of Foster Homes .....	38
2.7	Types of Foster Homes PCSAs are Attempting to Increase.....	39
2.8	Strategies Used or Planned to Increase the Number of Adoptive Homes .....	41
2.9	Strategies to Monitor Out-of-Home Placements.....	57
2.10	Overall Attention to Use of Placement Resources.....	58
2.11	Oversight of Use of Non-Placement Resources.....	59
2.12	Generating Administrative Data for County Use.....	60
2.13	Use of Fiscal and Program Data .....	61
2.14	Outcome Data Gathered by PCSAs .....	62
2.15	Workers' Access to Outcome Data.....	64
2.16	Responsibility for Quality Assurance within the PCSAs .....	67
2.17	Overall Managed Care Ranking: Year 2 and Year 4 .....	74
2.18	Formalized Strategic Plans .....	96
2.19	Demonstration Counties' Use of IV-E Flexible Funds.....	96
2.20	PCSA Leadership Index.....	99
2.21	Reports of Positive Morale in Year 2 and Year 4 for Workers and Supervisors.....	101
3.1	Number of Child Abuse Incidents By Federal Fiscal Year .....	106
3.2	Number of Children Served During Federal Fiscal Year .....	108
3.3	First Placement by Fiscal Year, 1991-2001 .....	109
3.4	First Placement by County Size and Fiscal Year, 1991-2001 .....	110
4.1	Annual Counts of Paid Placement Day Usage by Group and County Size.....	143

TABLES:

<u>Table</u>		<u>Page</u>
1.1	Outcome Priorities .....	13
2.1	Primary Waiver Outcomes Identified by Demonstration Counties .....	15
2.2	Type of Unit Structure .....	20

2.3	Use of Team Conferencing.....	24
2.4	List of Services Examined in Each County .....	29
2.5	Reliance on TANF-related Funds in Year 3 and Loss of Services in Year 4.....	32
2.6	Importance of Contracting Compared to Systematic Contract Monitoring Efforts .....	37
2.7	Strategies Used or Planned to Increase the Number of Foster Homes ..	39
2.8	Other Efforts to Increase Provider Competition .....	42
2.9	Demonstration Counties with Managed Care Contracts Over the Waiver Period .....	46
2.10	Comparison of Capitated Contracts.....	48
2.11	Use of Placement Reviews and Non-Placement Service Reviews .....	59
2.12	Efforts to Monitor Performance of Service Providers .....	63
2.13	Systematic Monitoring of State Requirements for Case Management..	65
2.14	Components of the Managed Care Index.....	70
2.15	Year 4 Managed Care Index Scoring.....	72
2.16	Counties Grouped by Level of Overall Managed Care Activity .....	74
2.17	Comparison of the Strength of Relationship Between PCSA and the Juvenile Court, Year 2 and Year 4.....	77
2.18	Strategies to Reduce Inappropriate Referrals .....	79
2.19	Extent of Inappropriate Referrals.....	80
2.20	Relationship Between PCSA and Mental Health in Year 2 and Year 4 .....	85
2.21	Relationship Between PCSA and Mental Health and Adequacy of Mental Health Services for PCSA Clients .....	86
2.22	Diagnostic or Therapeutic Services Fully or Partially Paid by PCSA...	88
2.23	Other Interagency Collaborative Efforts.....	90
2.24	Themes in PCSA System Reform.....	95
2.25	Variables in the PCSA Leadership Index .....	98
2.26	Morale Ratings .....	100
3.1	Percentage of Children in First Placement, Demographics, by Study Group and Time Period .....	112
3.2	Percentage of Children in First Placement, Where First Placed, by Study Group and Time Period .....	113
3.3	Percentage of Children in First Placement, County Size/Urbanicity, by Study Group and Time Period .....	113
3.4	Percentage of Children in First Placement, Abuse/Neglect and Disabilities, by Study Group and Time Period .....	114
3.5	Time in First Foster Care Placement Episode to Overall Exits by Study Group and Time Period .....	116
3.6	Time in First Foster Care Placement Episode to Overall Exits for Large Counties by Study Group and Time Period .....	117

3.7	Time in First Foster Care Placement Episode to Overall Exits for Residential Placement in Large Counties by Study Group and Time Period .....	118
3.8	Destination of Children Exiting From First Placement Episode by Study Group and Time Period .....	119
3.9	Time in First Foster Care Placement Episode until Exit to Reunification by Study Group and Time Period .....	120
3.10	Time in First Foster Care Placement Episode in Large Counties Until Exit to Reunification by Study Group and Time Period .....	121
3.11	Time in First Foster Care Placement Episode until Exit to Custody with Relative by Study Group and Time Period .....	122
3.12	Time in First Foster Care Placement Episode until Exit to Custody with Relatives for Cases Without Alleged Abuse/Neglect by Study Group and Time Period .....	122
3.13	Time in First Foster Care Placement Episode until Exit to Adoption by Study Group and Time Period .....	123
3.14	Time in First Foster Care Placement Episode to Adoption from Initial Placement with Nonlicensed Nonrelative Foster Parents by Study Group and Time Period .....	124
3.15	Time in First Foster Care Placement Episode to Runaway by Study Group and Time Period .....	125
3.16	Different Exit Types: Length of Stay Findings .....	126
3.17	Time to Re-entry after Reunification, by Study Group and Time Period .....	128
4.1	Annual Foster Care Board and Maintenance Expenditures .....	137
4.2	Percent Change in Annual Foster Care Board and Maintenance Expenditures .....	138
4.2(a)	Tukey’s Quick Test for Change in Annual Foster Care Board and Maintenance Expenditures .....	138
4.3	Paid Placement Days as Recorded in FACSIS, Including Yearly Change Figures .....	141
4.4	Paid Placement Days as Recorded in FACSIS, including yearly change figures .....	142
4.4(a)	Tukey’s Quick Test for Change in Annual Number of Paid Placement Days.....	144
4.5	Per Diem Costs – Foster Care Placement .....	146
4.5(a)	Tukey’s Quick Test for Change in Annual Per Diem Foster Care Costs	147
4.6	Percent of Paid Placement Days Categorized as Residential.....	148
4.7	ProtectOhio Revenue for Flexible Spending, 1998-2001 .....	152
4.8	County Child Welfare Expenditures, Not Including Foster Care Board and Maintenance – 1996-2001 .....	154
4.9	Percent Change in All Other Child Welfare Expenditures .....	155

4.9(a)	Tukey’s Quick Test for Change in Annual All Other Child Welfare Expenditures .....	155
4.10	ProtectOhio Savings and Investment, 1998-2001 .....	156
4.10(a)	Tukey’s Quick Test for New Spending as a Percent of Total Expenditures .....	157
4.10(b)	Tukey’s Quick Test for Other Revenue as a Percent of Total Expenditures .....	157
4.11	Annual County Salary and Administrative Expenditures .....	160
4.11(a)	Tukey’s Quick Test for Change in Annual Salary and Administration Expenses .....	161
4.12	Per Diem Costs – County Foster Care Case Management .....	163
4.12(a)	Tukey’s Quick Test for Change in Annual Per Diem Cost of Foster Care Case Management .....	164
4.13	Expenditures on Family Support and Community-Based Services .....	165
4.13(a)	Tukey’s Quick Test for Change in Family and Community-Based Service Expenditures.....	166
5.1	Population Statistics on Profile Counties.....	169
5.2	System Outcomes for Lorain County .....	171
5.3	Fiscal Outcomes for Lorain County.....	173
5.4	Length of Stay Findings for Lorain County.....	174
5.5	Participant Outcomes for Lorain County .....	175
5.6	System Outcomes for Muskingum County.....	178
5.7	Fiscal Outcomes for Muskingum County.....	179
5.8	Length of Stay Findings for Muskingum County .....	180
5.9	Participant Outcomes for Muskingum County .....	182

EXHIBITS:

<u>Exhibit</u>		<u>Page</u>
1.1	Variables Used in Choosing Comparison Counties.....	2
1.2	ProtectOhio Evaluation Counties.....	3

APPENDICES:

Appendix I	Process Implementation Study
Appendix II	Participant Outcomes: Caseloads
Appendix III	Participant Outcomes: Survival Analysis Methodology
Appendices IV	Fiscal Outcomes: Demonstration Counties
	Fiscal Outcomes: Comparison Counties