

Evaluation of the Title IV-E Waiver Demonstration in North Carolina

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Theory of Change

- State and local commitment to a reform agenda rather than “pilot projects” precluded targeting a subset of families or children within counties . . .
 - a saturation approach was necessary
- Waiver would eliminate bias toward out-of-home care inherent in Title IV-E regulations, thereby removing an obstacle facing agencies committed to supporting families while protecting children
- Agree on and commit to outcomes and allow local agencies to develop policies, programs, and practices to achieve those outcomes

Focal Outcomes

- reduce the number of children served in out-of-home placement;
- reduce the length of time children spend in out-of-home placement; and
- reduce the rate of re-entry into out-of-home placement following an earlier episode of placement.

Comparison-Group Design

- 19 volunteer counties chosen to participate
- 19 comparison counties chosen at random from domains defined by:
 - Involvement in Families for Kids
 - Experience in other initiatives
 - Expenditure history
 - Scale of operations
- Groups of demonstration and comparison counties were very similar, but different from other 62 counties
 - More reliant on out-of-home care

“Active” and “Other” Waiver Counties

- Active counties implemented 4 or more new services and/or
- Drew on trust fund resources prior to 6/30/00

Of 19 demonstration counties,
13 were deemed to have been “active”

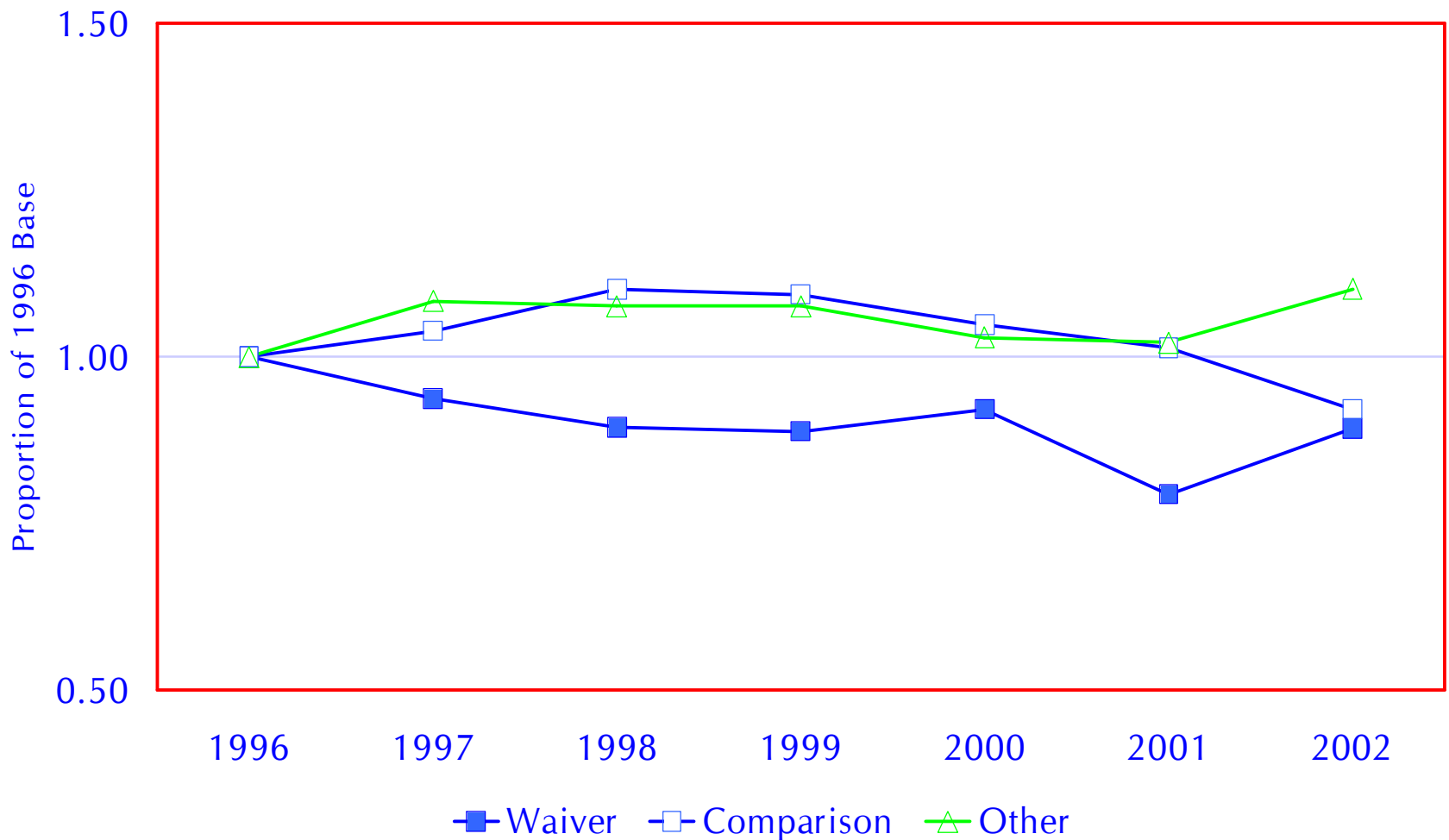
Changes in Practice by Waiver Counties

- **Support services index** measured delivery of services in-house or by contract
 - assessment of parents or children
 - substance abuse services
 - mental health services
- **Permanency index** measured
 - spending to recruit and retain foster and adoptive parents
 - in-house or contracted adoption, post-placement, and post-adoption services
 - legal services

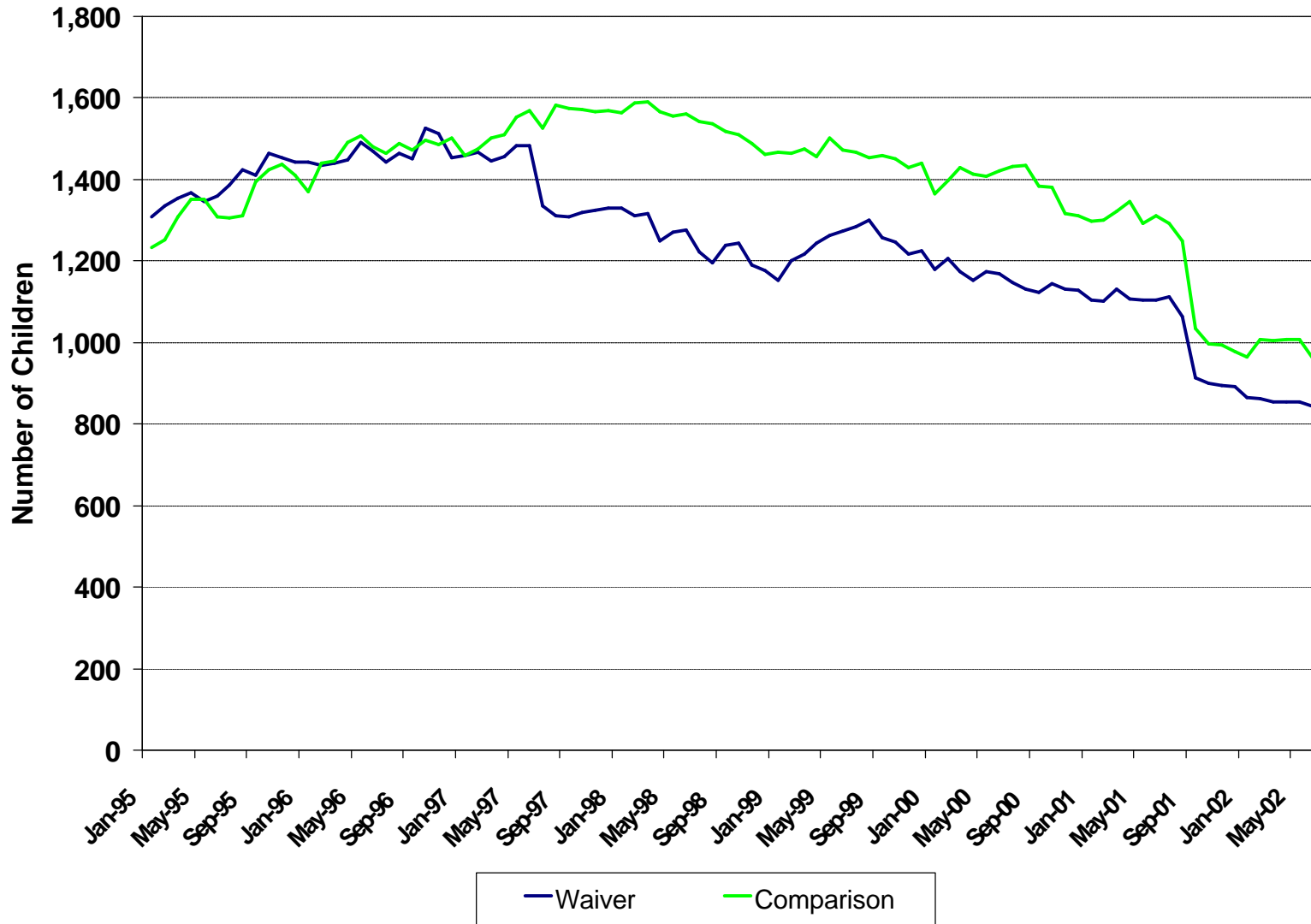
Reform-Mindedness Among Counties

Group of Counties	Mean	N	Std. Deviation	Median	Minimum	Maximum
Active Waiver Counties	6.85	13	2.703	7.00	3	12
Other Waiver Counties	7.00	6	2.530	8.00	3	10
Comparison Counties	5.42	19	1.865	5.00	3	9
Other Counties	2.90	62	1.617	2.00	0	7
Total	3.14	100	2.486	3.00	0	12

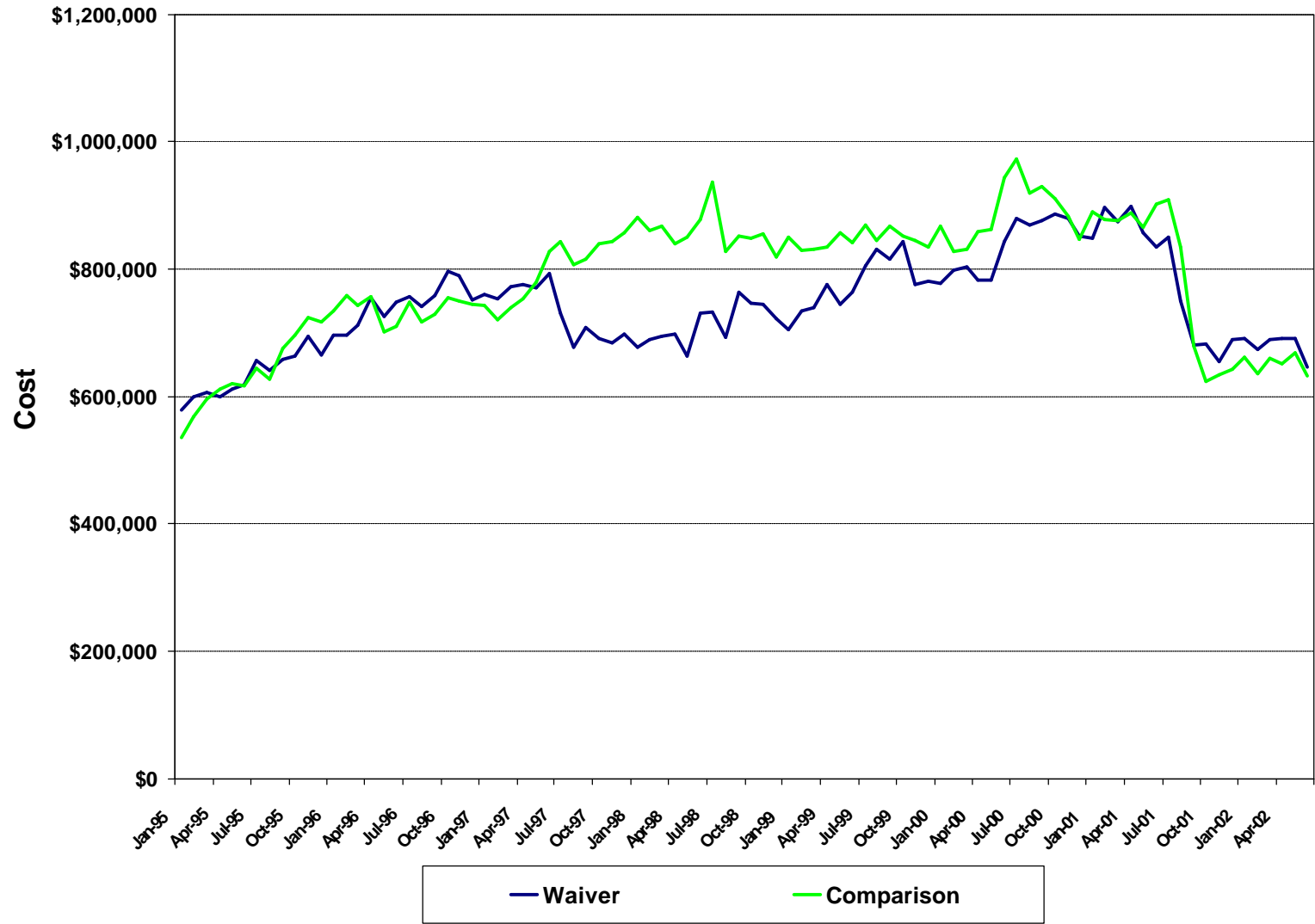
Entries to Care Relative to 1996 Base Year



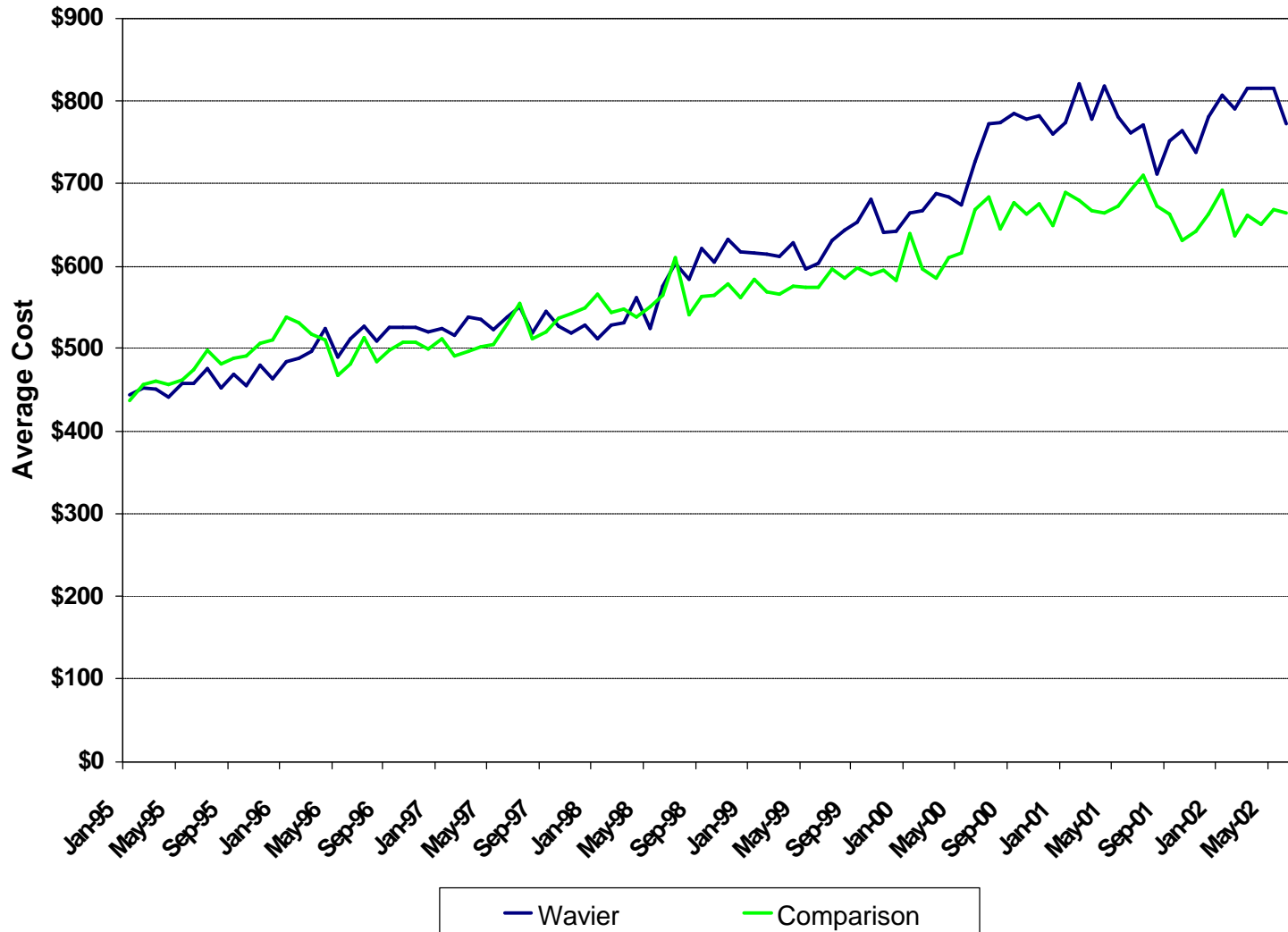
Number of Children in IV-E Licensed Care



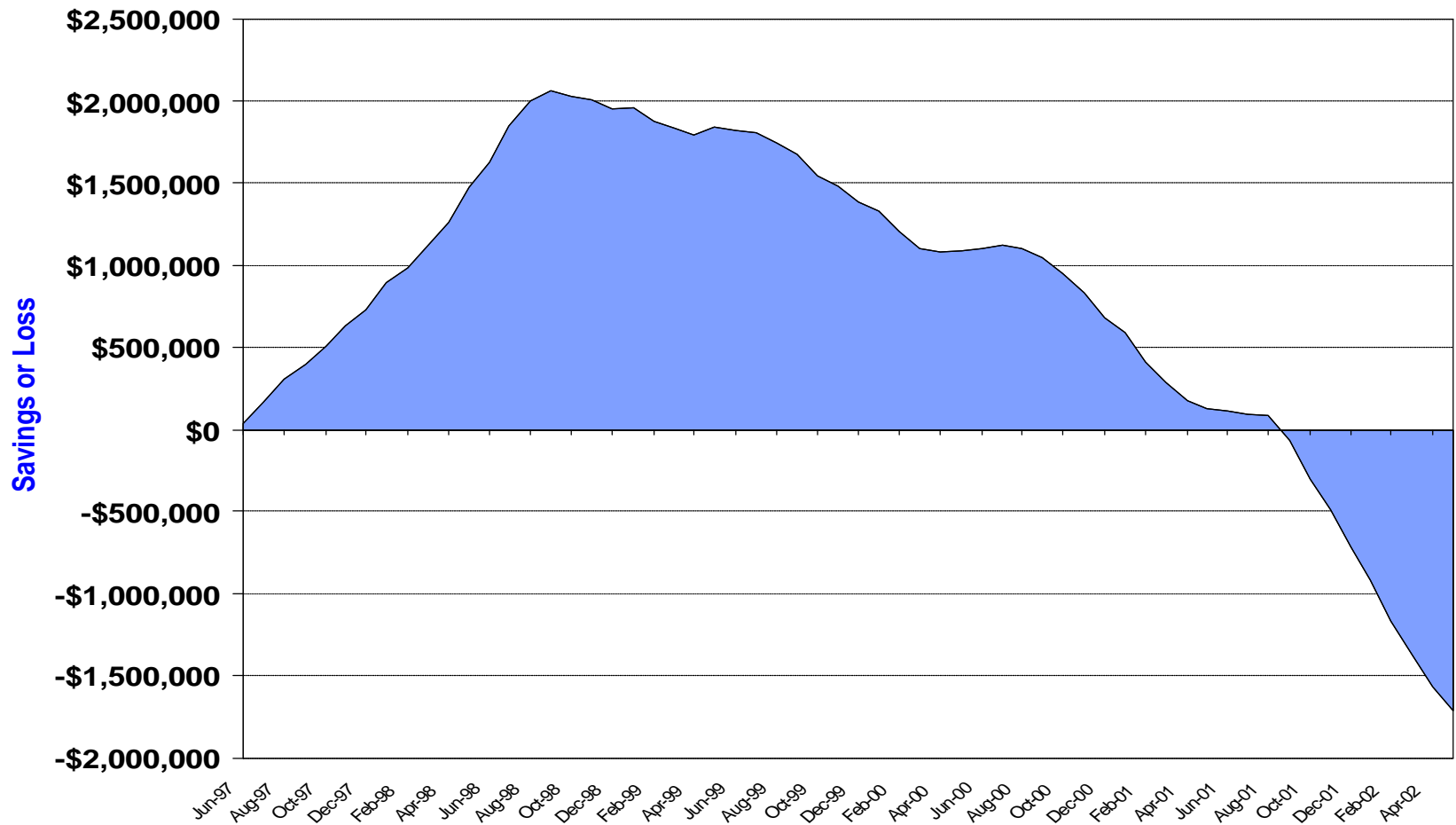
Total Federal Maintenance Costs for IV-E Eligible Children from Waiver and Comparison Counties



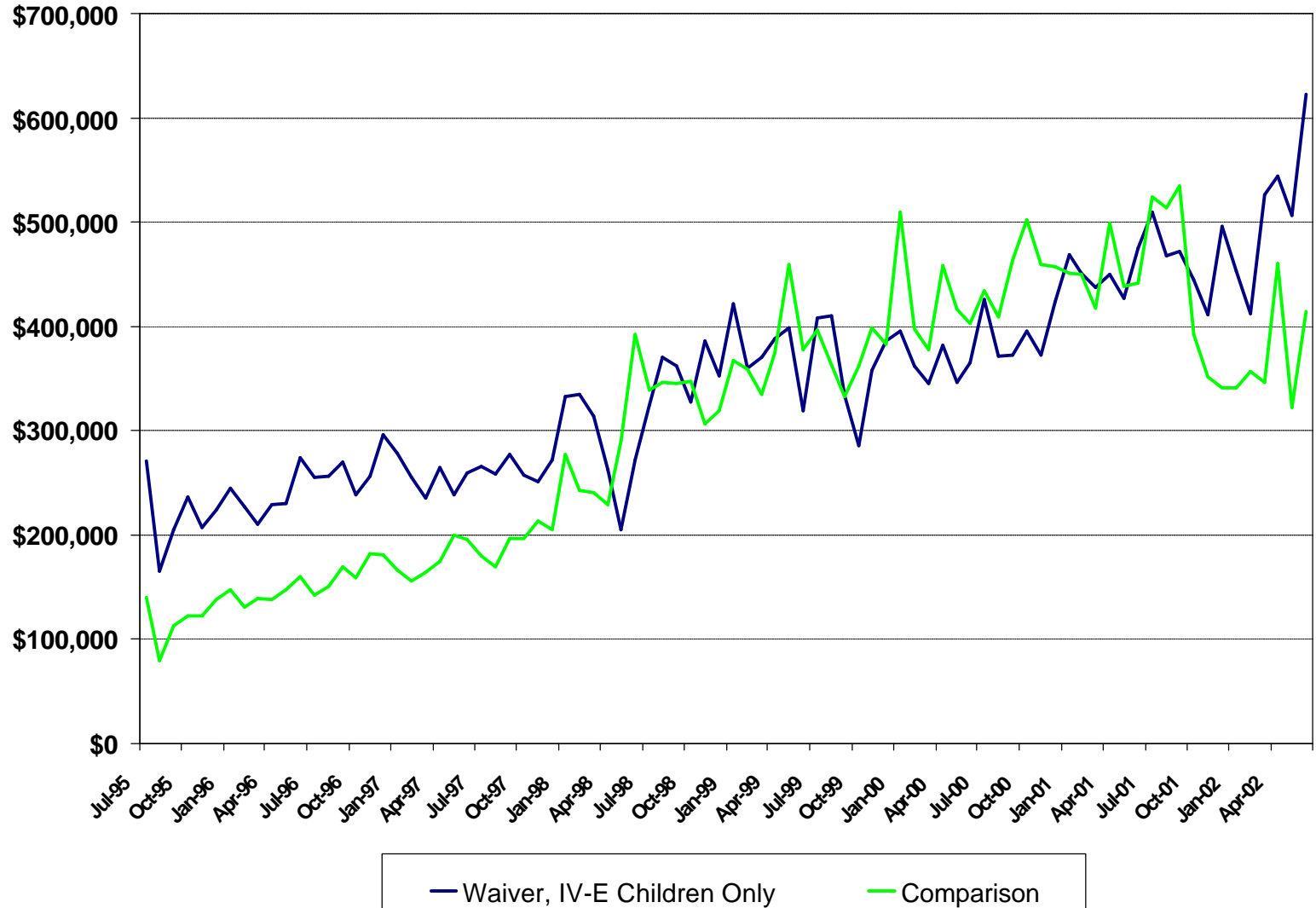
Average Monthly Federal Maintenance Costs for Children from Waiver and Comparison Counties



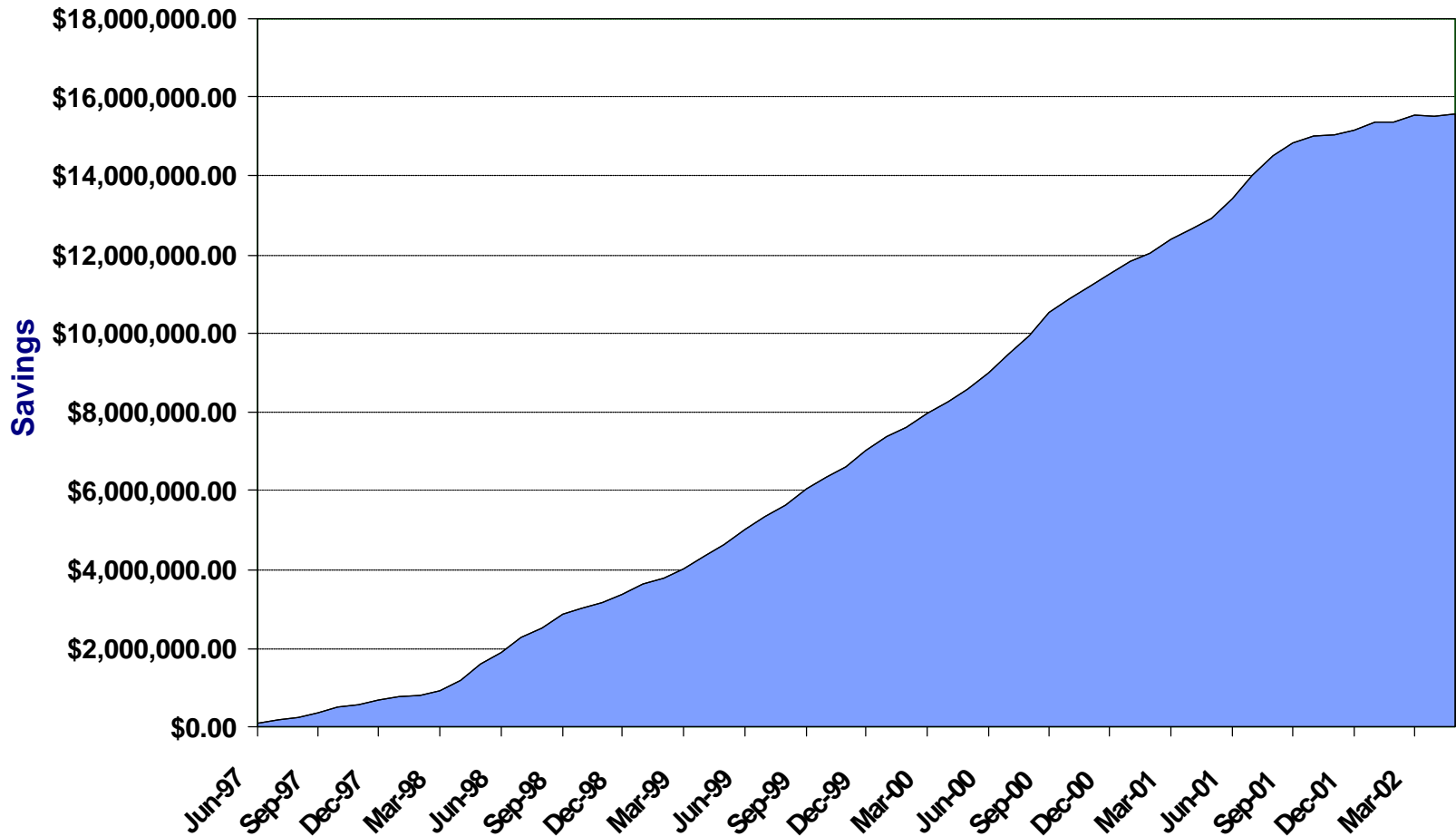
Cumulative Maintenance Costs For Waiver Counties



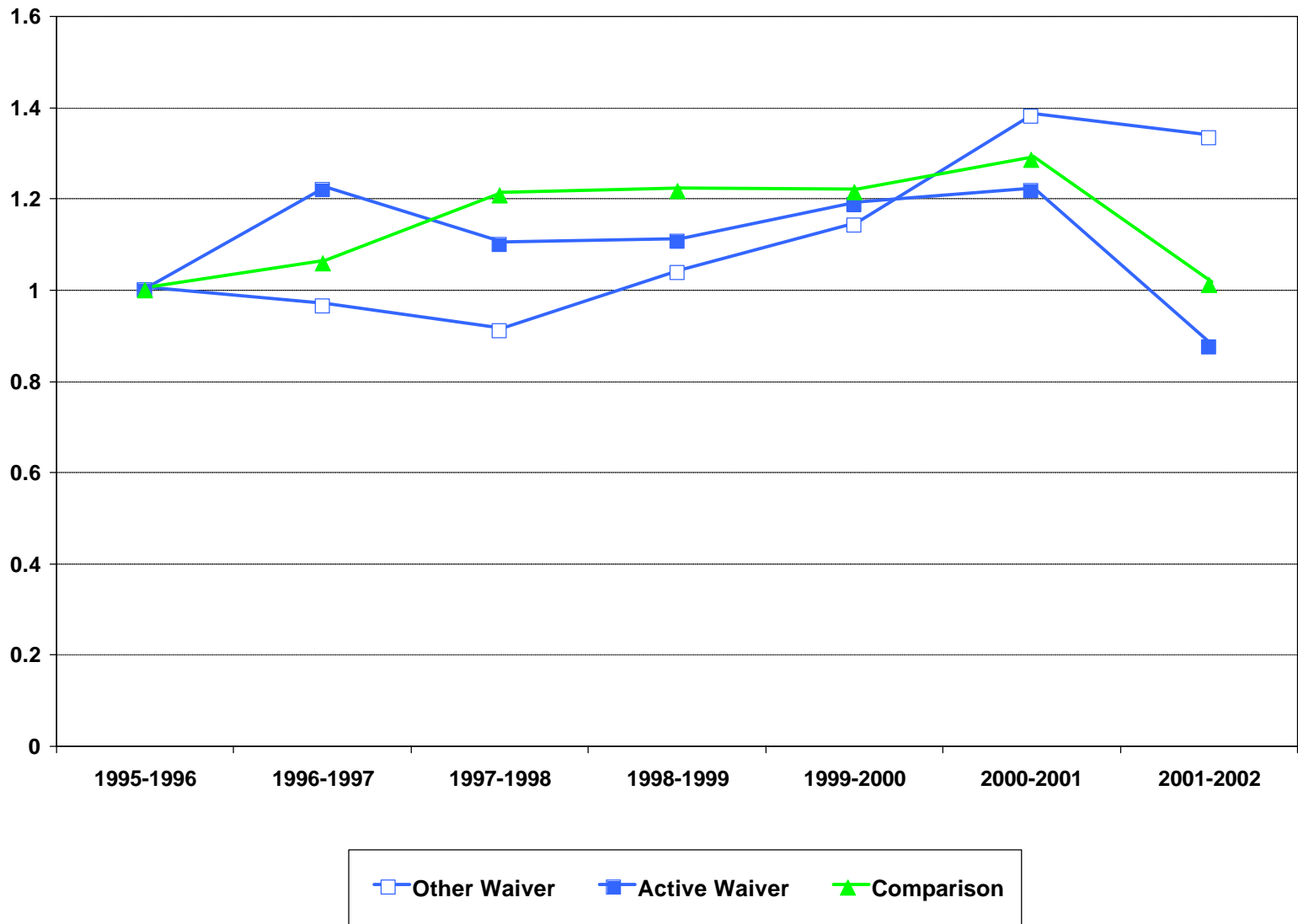
Federal Administrative Costs for IV-E Eligible Children



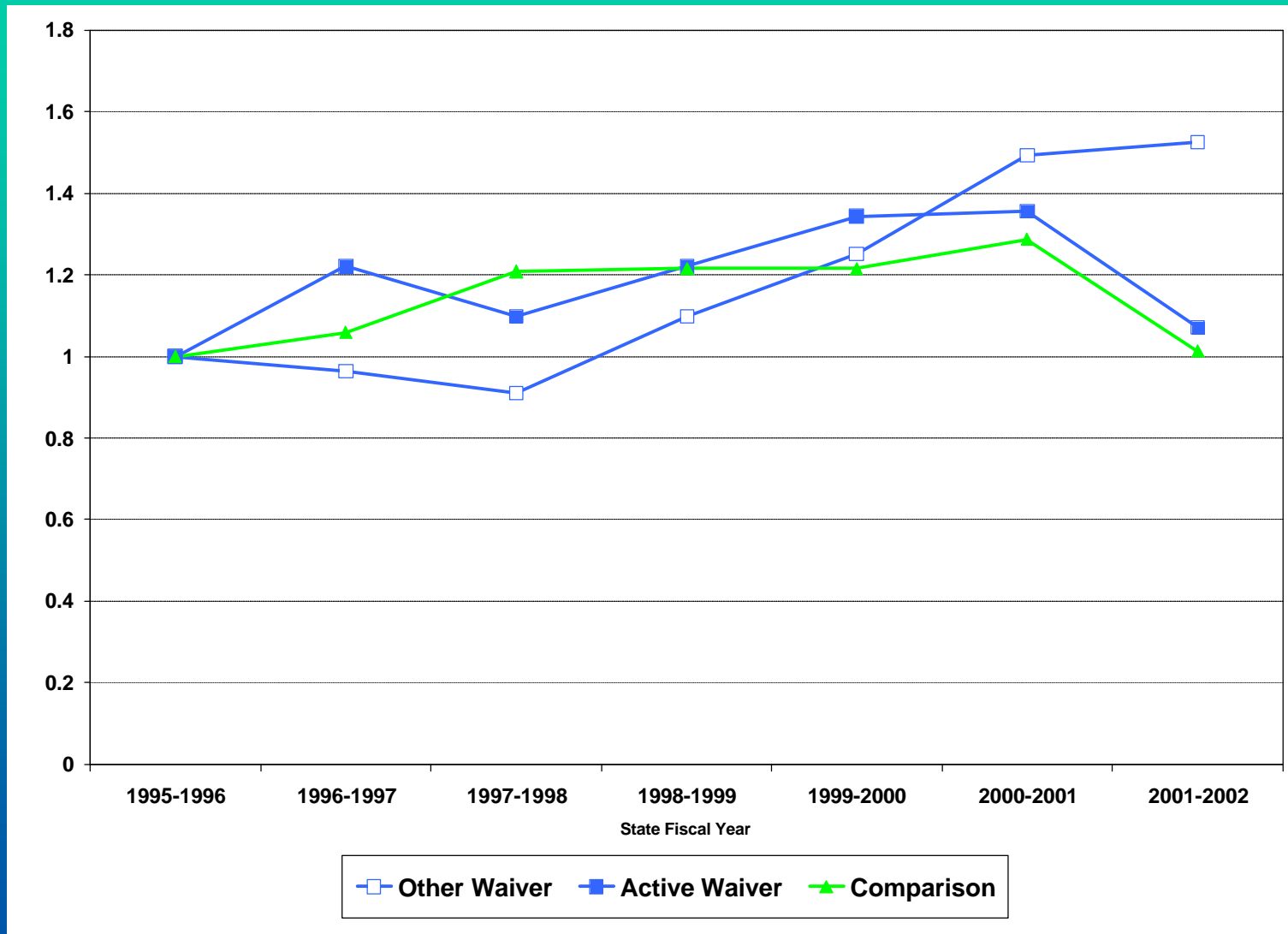
Cumulative Administrative Cost Savings For Waiver Counties



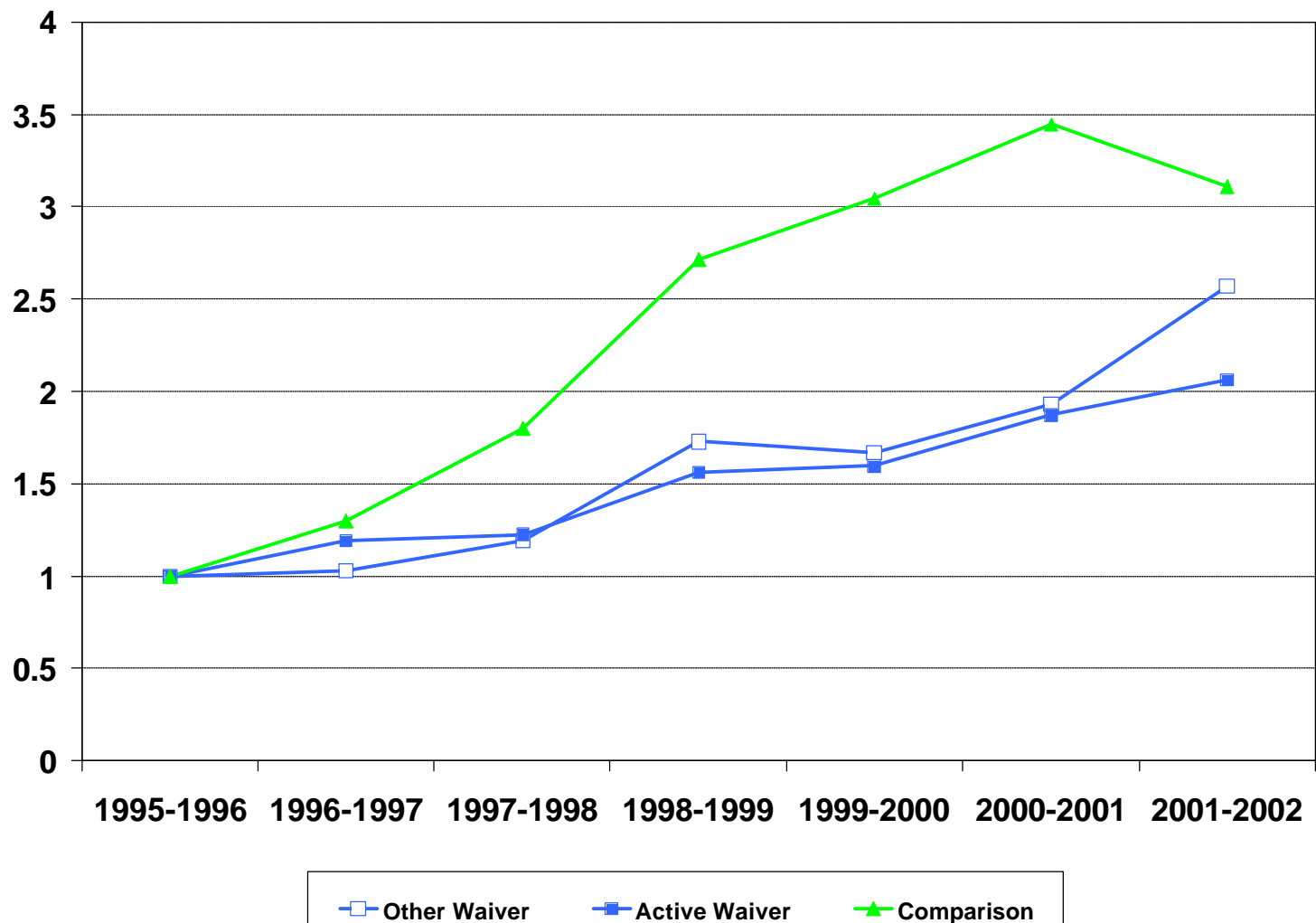
Rates of Growth in Maintenance Costs



Rates of Growth in Total IV-E Maintenance Costs



Rates of Growth in Administrative Costs



Outcomes

- Reduce likelihood of entry to placement
- Reduce length of time in placement
- Reduce likelihood of reentry to placement

Analysis Methods

- Survival analyses

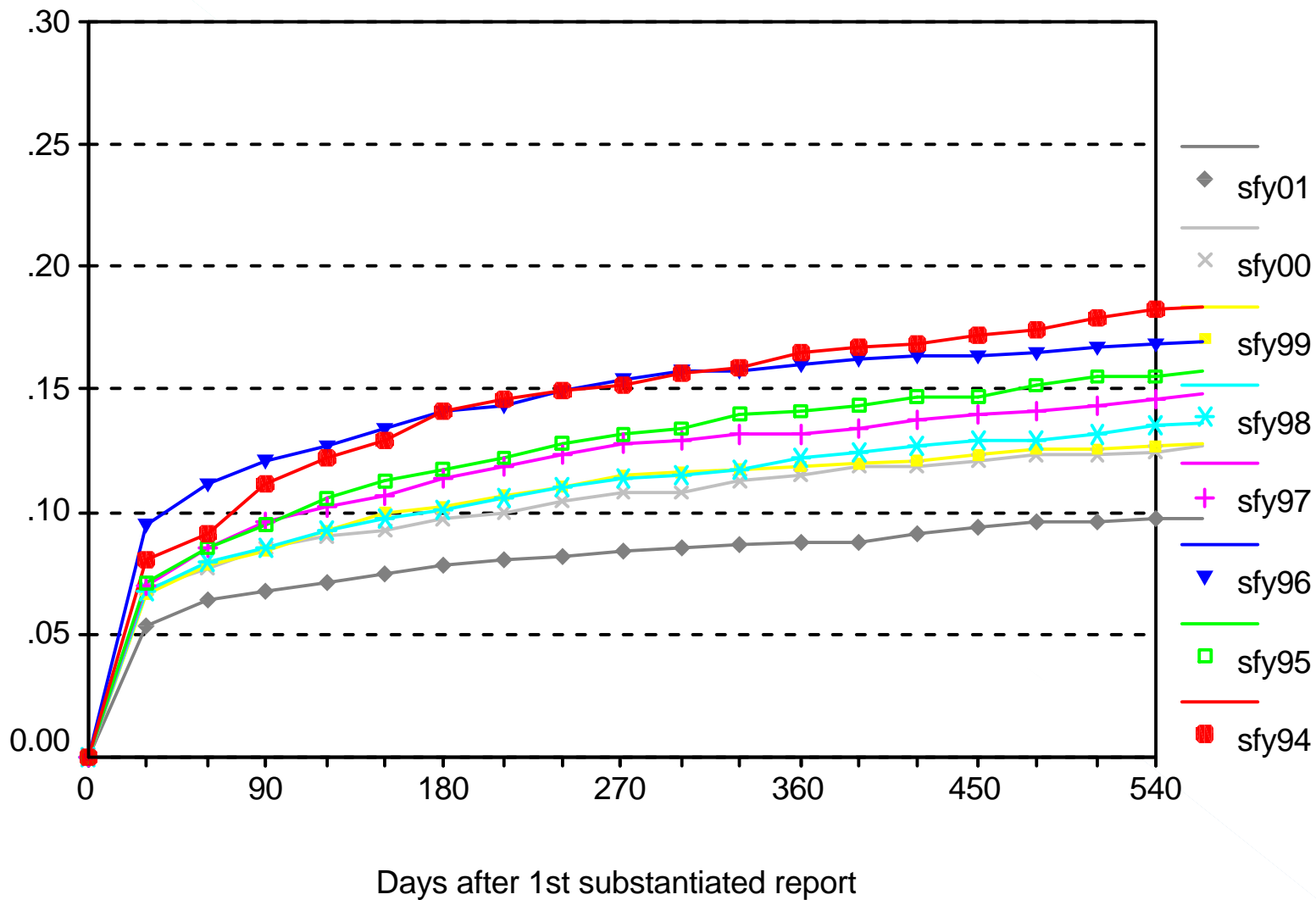
- Life tables to describe likelihood of entry, exit and reentry
- Cox proportional hazards models to assess the impact of Waiver on entry, exit and reentry

Outcome Indicators

- Entry to placement
 - Probability of entering placement following the first substantiated incident of abuse or neglect
- Exit from placement
 - Probability of overall exit from placement
 - Probability of exit from placement after 2-years of placement
- Reentry to placement
 - Probability of reentry to placement after initial exit from placement

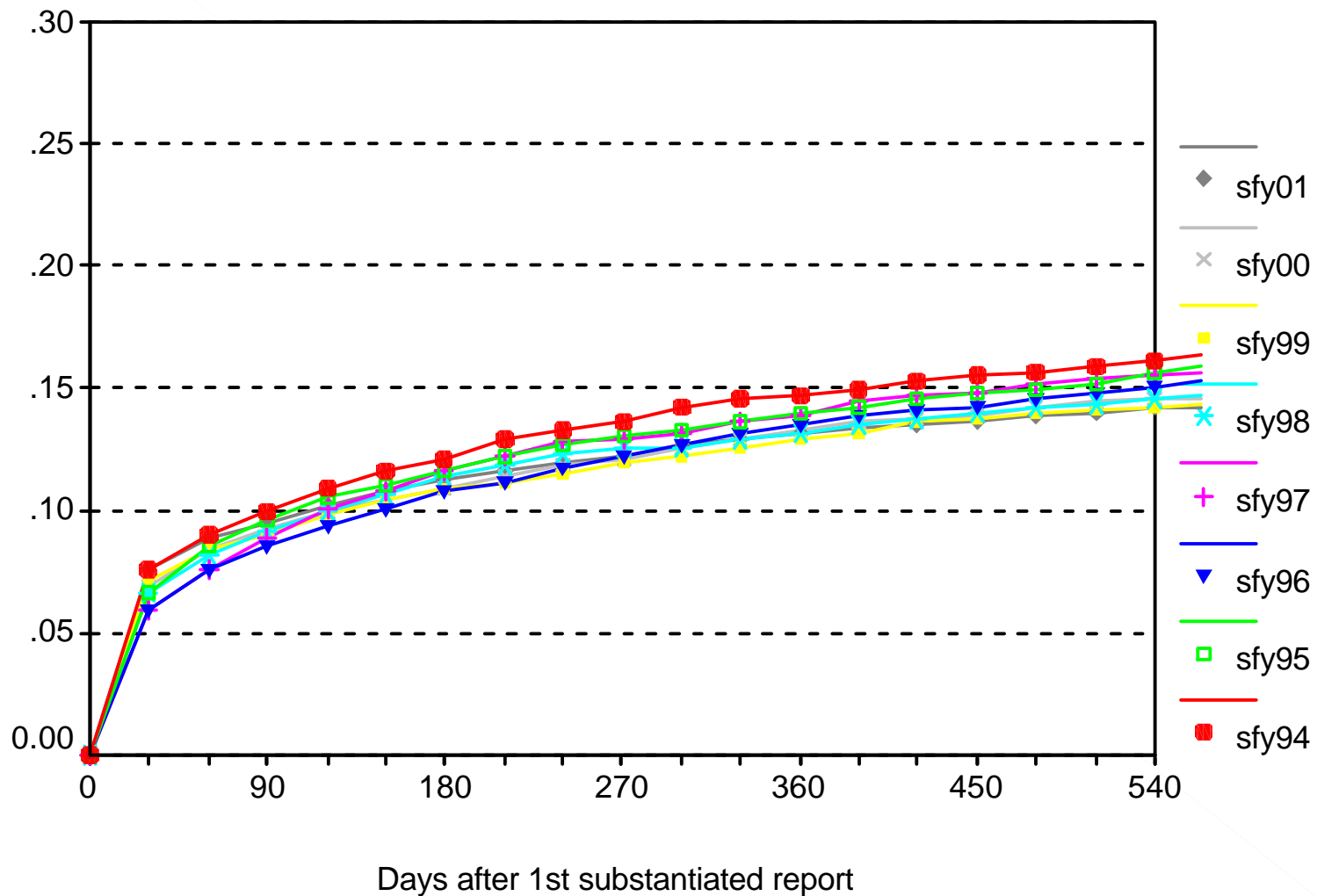
Entry to Placement by Year of 1st Substantiation

for Children in Active Waiver Counties



Entry to Placement by Year of 1st Substantiation

for Children in Comparison Counties



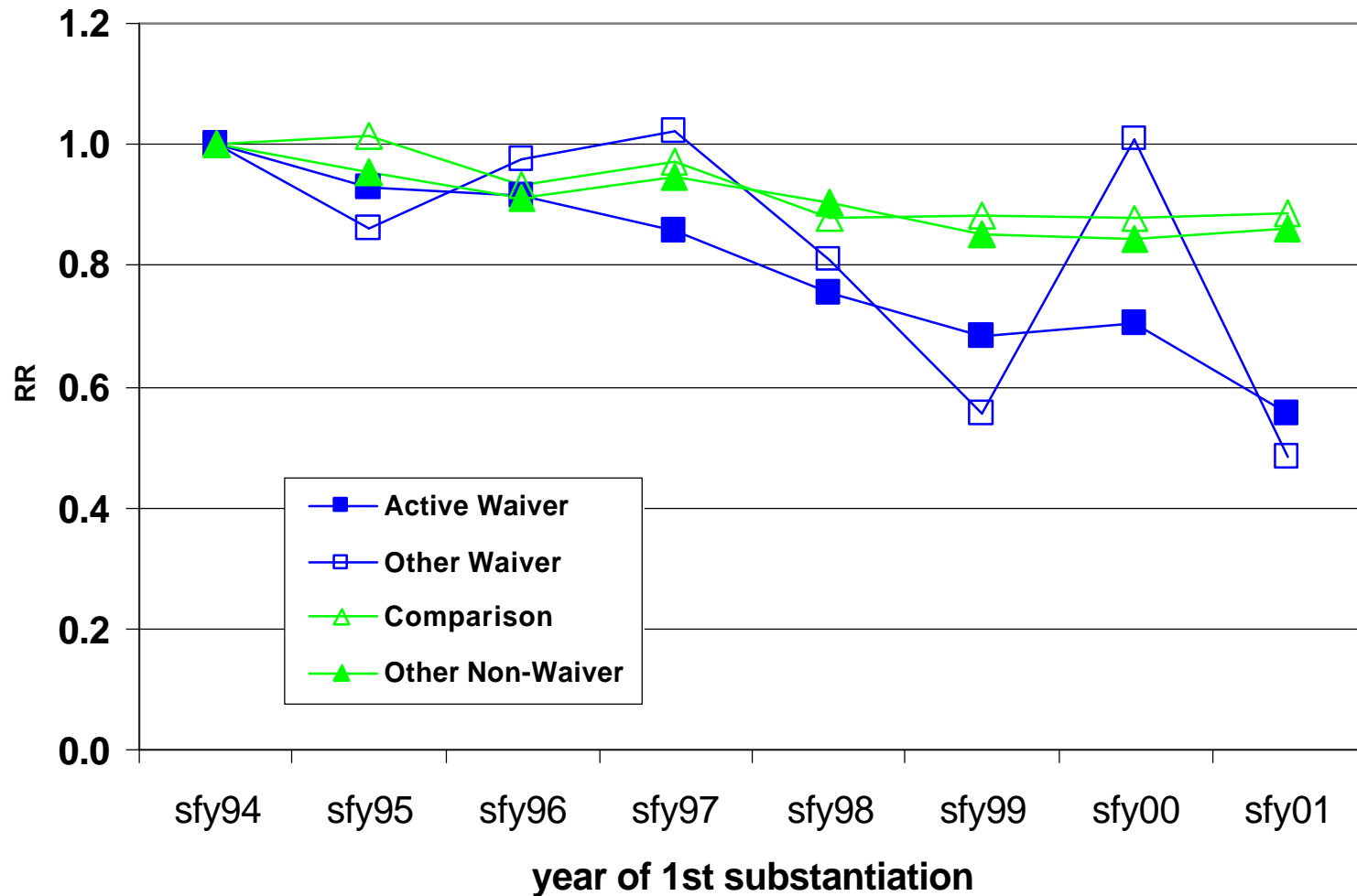
Factors Controlled in Cox Proportional Hazards Model of Risk of Placement

- Child's age
- Child's gender
- Child's racial/ethnic identity
- County's participation in the waiver
- County's participation in Families for Kids
- County's participation in other initiatives
- Year of the child's first substantiated report

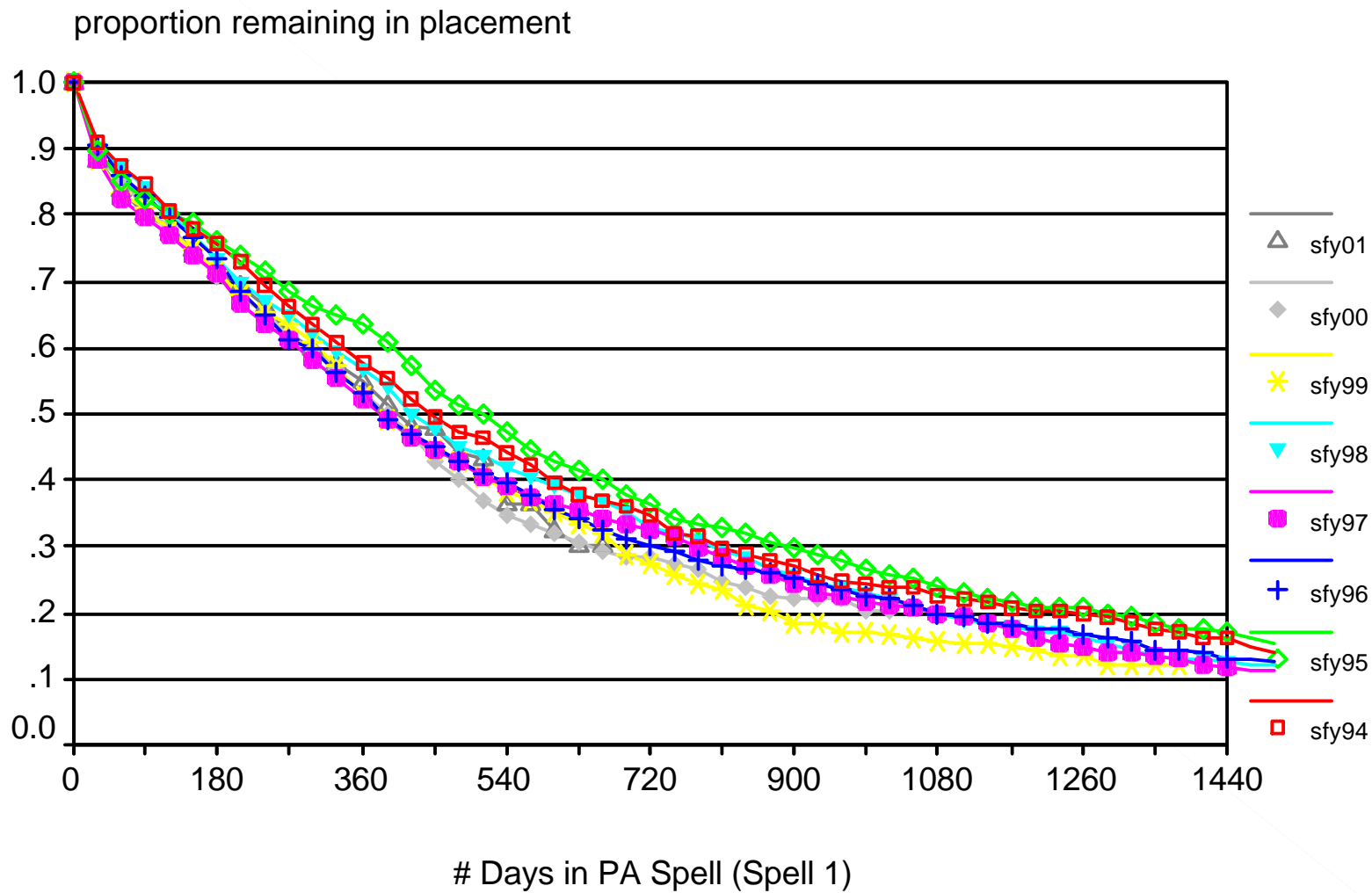
Results of Multivariate Model of Probability of Placement

	RR
Age at 1st substantiated abuse/neglect report	
Birth to 1 (reference)	1. 000
2 - 5 years	0. 516
6 - 11 years	0. 445
12 - 17 years	0. 583
Gender (male reference)	1. 038
Race	
White (reference)	1. 000
Black	1. 244
Other minority	1. 168
County status on FFK at time of 1st substantiation (non-FFK reference)	1. 063
Number of reform initiatives in which county participates	0. 958
SFY of 1st substantiation waiver participation¹	
SFY of 1st substantiation * waiver¹	

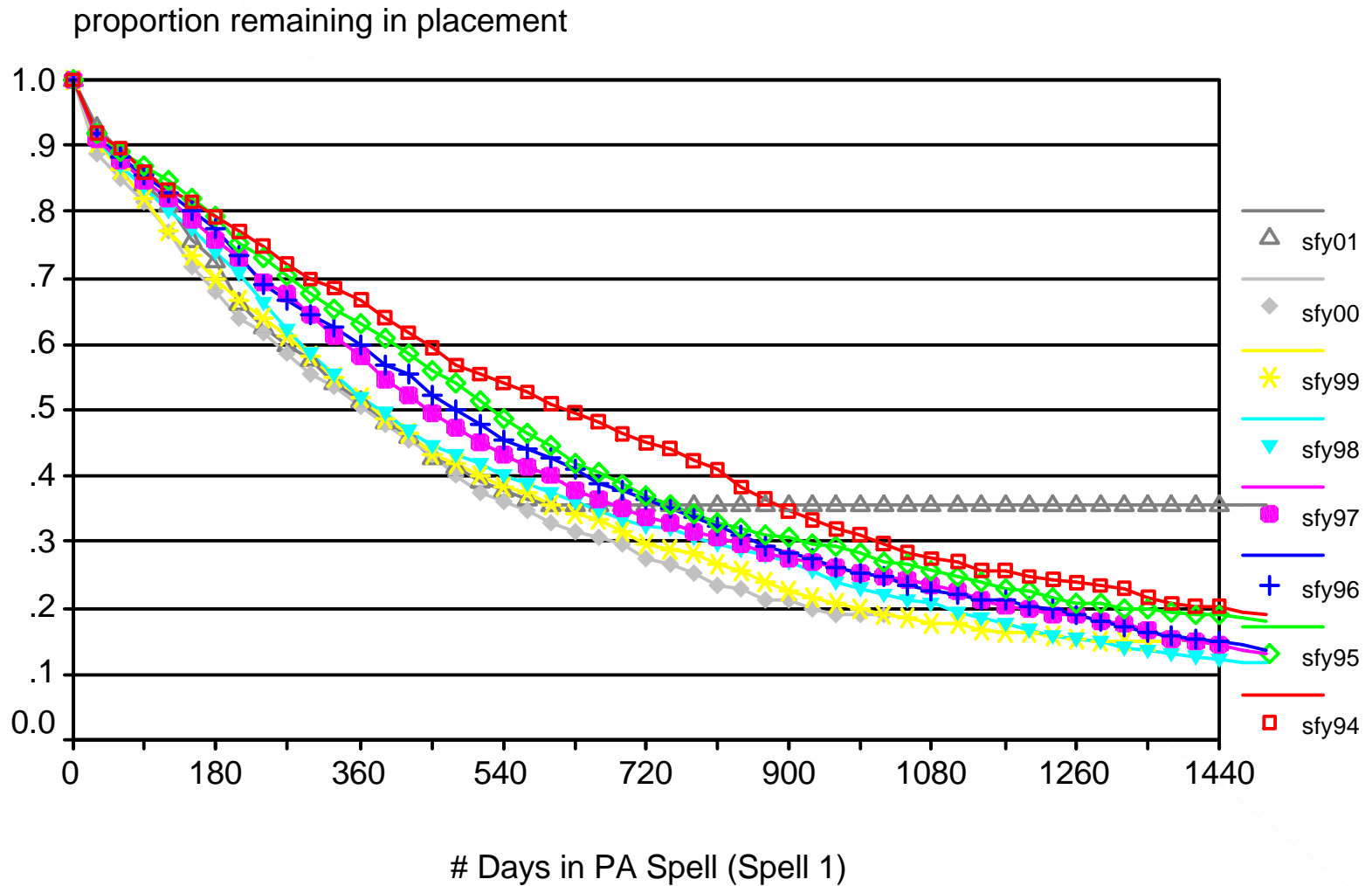
Relative Risk of Placement by Year of Initial Substantiation



Exit from Placement by Year of Initial Entry for Children in Active Waiver Counties



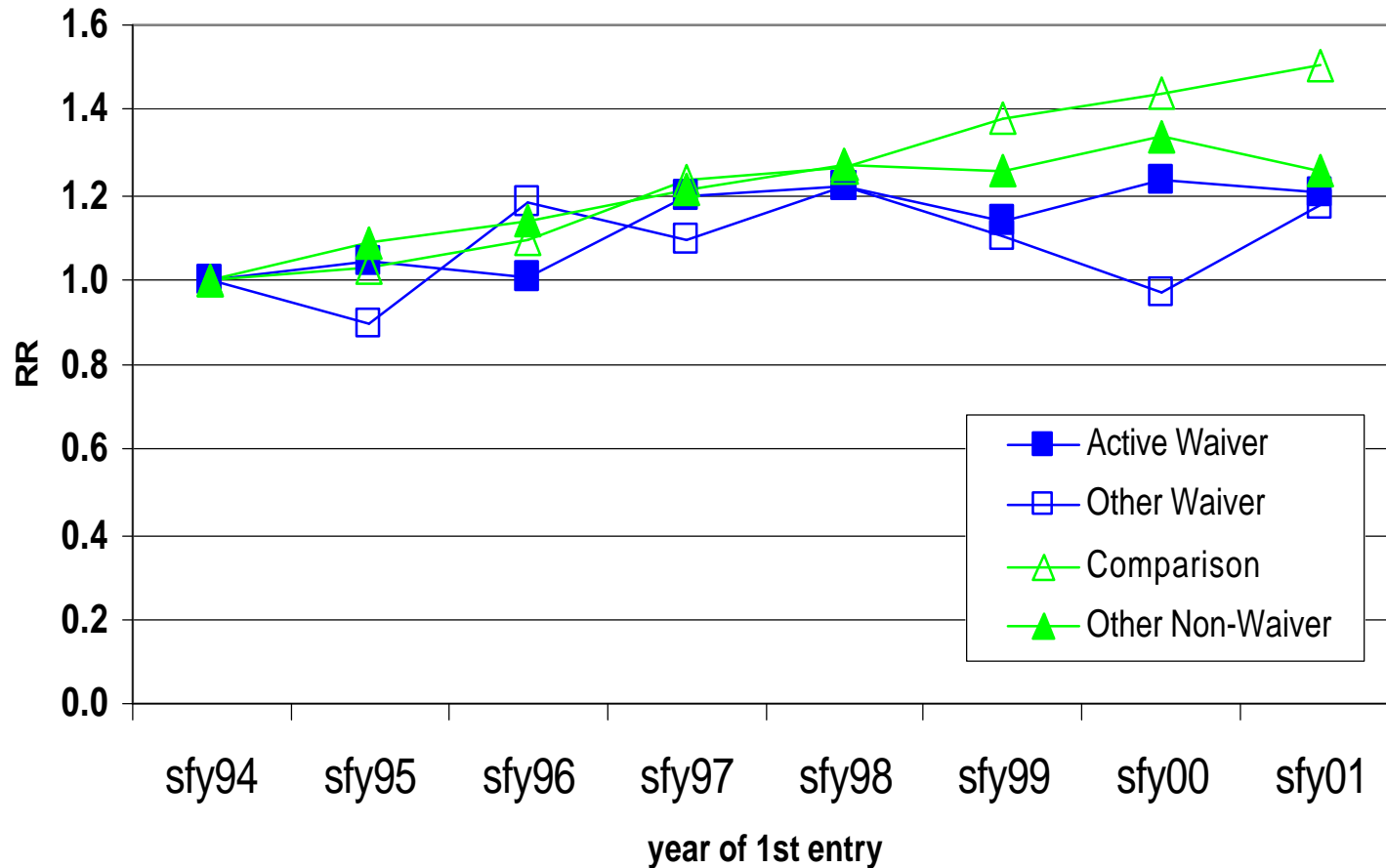
Exit from Placement by Year of Initial Entry for Children in Comparison Counties



Results of Multivariate Model of Exit from Placement

		RR
Age at placement	Birth to 1 (reference)	1. 000
	2 - 5 years	1. 005
	6 - 11 years	0. 887
	12 - 17 years	0. 992
Gender (male reference)		1. 043
Race	White (reference)	1. 000
	Black	0. 859
	Other minority	1. 052
County FFK status at time of entry	(non-FFK reference)	1. 142
County placement rate		1. 264
Number of initiatives		1. 008
SFY of entry¹		
waiver participation¹		
SFY of entry * waiver¹		

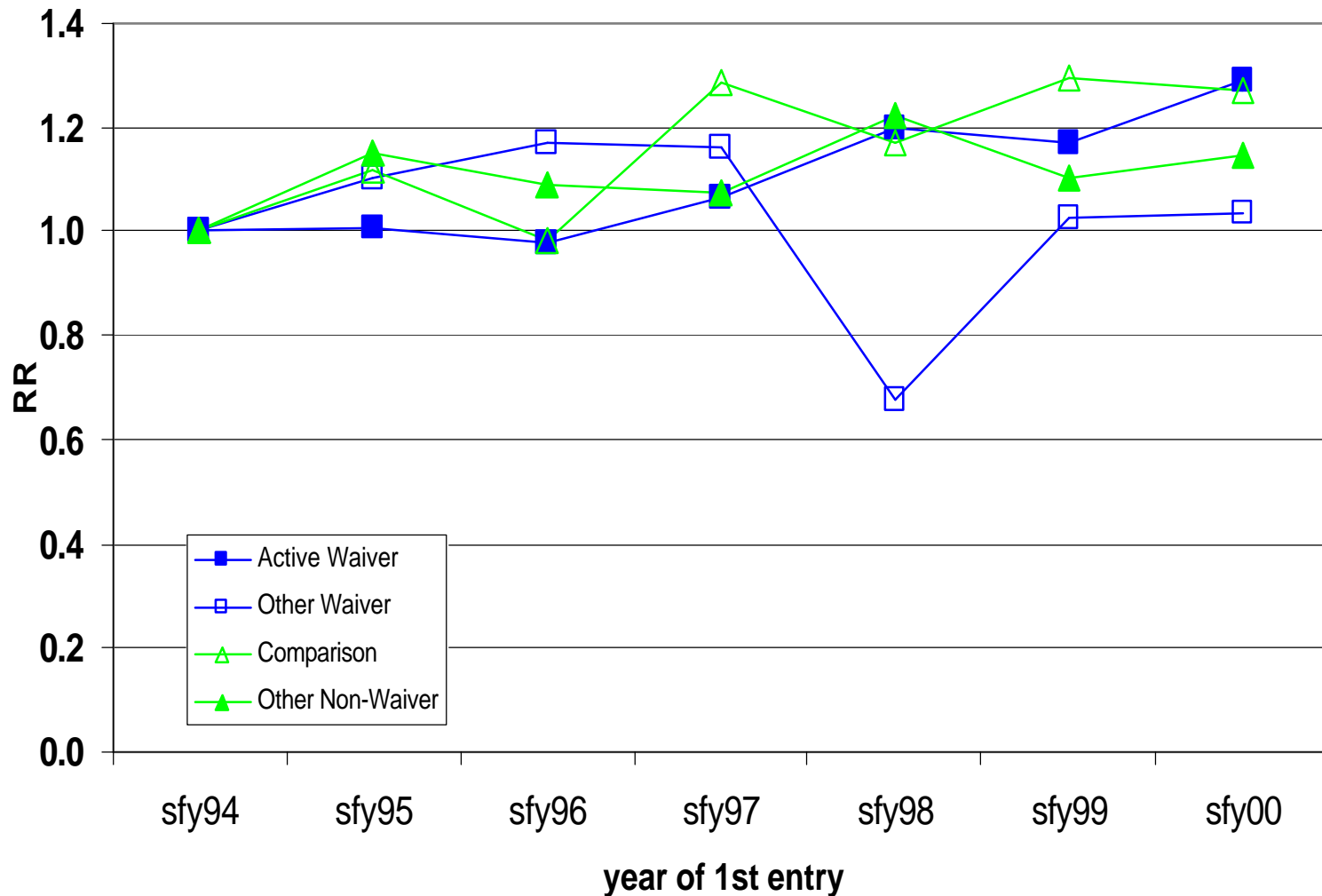
Overall Exit from Placement



Results of Multivariate Model of Exit from Placement after 2 Years

	RR
Age at placement	
Birth to 1 (reference)	1. 000
2 – 5 years	0. 787
6 - 11 years	0. 549
12 - 17 years	0. 500
Gender (male reference)	1. 065
Race	
White (reference)	1. 000
Black	0. 839
Other minority	0. 993
County status on FFK at time of entry (non-FFK reference)	1. 131
Rate of placement in county	1. 064
Number of reform initiatives in which county participates	1. 009
SFY of entry to 3rd year of placement¹ waiver participation¹	
SFY of entry * waiver¹	

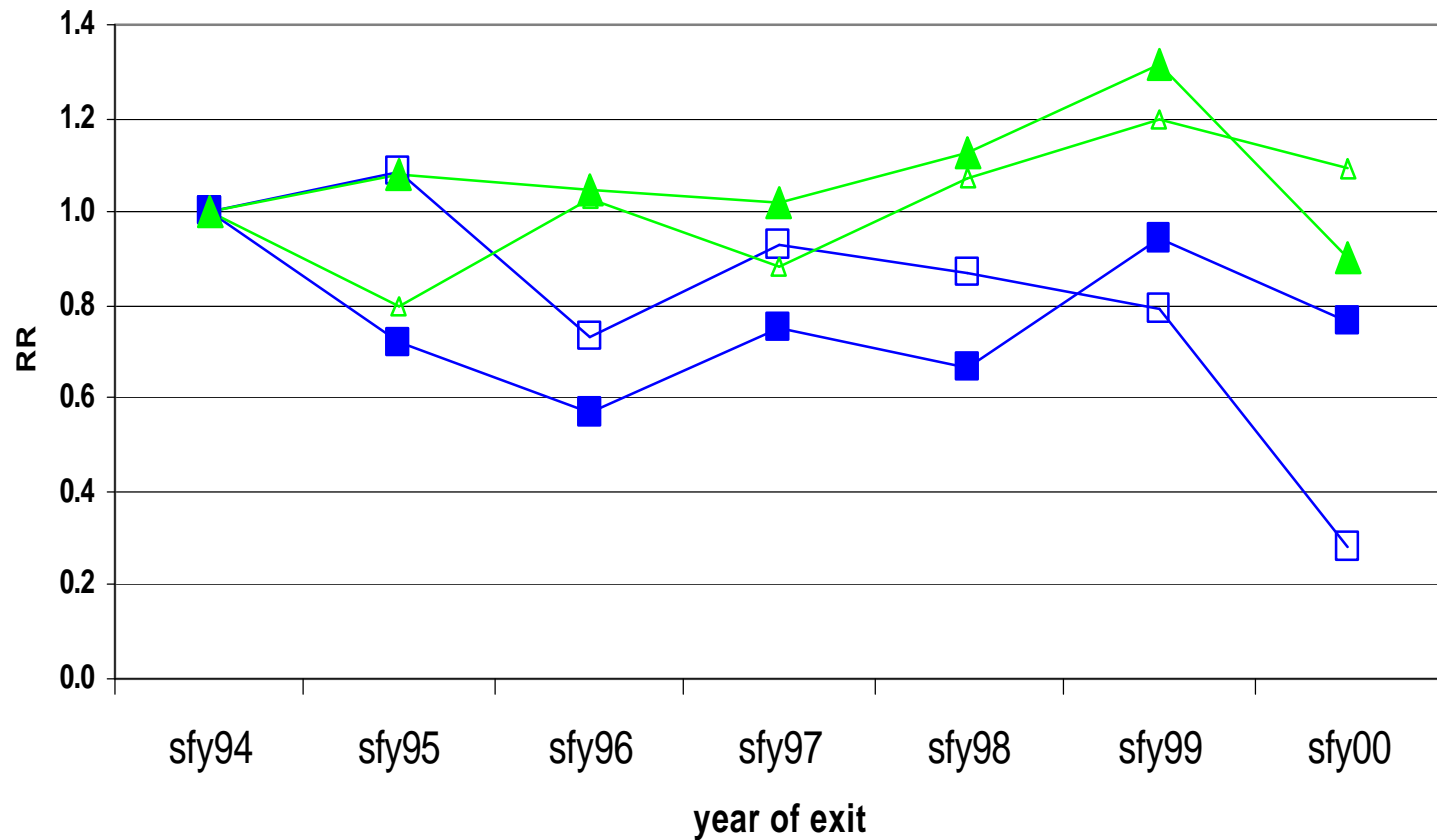
Exit from Placement after Two Years



Results of Multivariate Model of Re-entry to Placement

	RR
Age at exit	
Birth to 1 (reference)	
2-5 years	. 948
6 - 11 years	1. 124
12 - 17 years	1. 413
Gender (male reference)	1. 036
Race	
White (reference)	
Black	. 912
Other	1. 087
County status on FFK at time of exit	1.367
Number of reform initiatives in which county participates	. 990
waiver group	
SFY exit	
SFY exit * waiver groups¹	

Relative Risk of Re-entry



Understanding “the” Waiver in NC

- 19 “Waivers” implemented in the 19 demonstration counties
- Similarities across counties
- County waiver implementation tailored to specific needs prevalent in each county
- Challenge for the evaluation

Distribution of Counties on Combined Indices of Support Services & Placement and Permanency Services

SSI Score	PPSI Score	Number of Counties	% of Counties
0	0	4	21
0	1	3	16
0	5	1	5
1	0	2	11
2	1	1	5
2	3	2	11
3	1	1	5
3	4	1	5
4	8	1	5
6	3	1	5
6	4	1	5
6	6	1	5

Results of Multivariate Models: Impact of Family Support Services & Placement & Permanency Services on Outcomes

SSI

- Reduced likelihood of entry to placement
- Increased likelihood of overall exit from placement
- No relationship to exit from placement after 2 years
- No relationship to reentry

PPSI

- Reduced likelihood of entry to placement
- No change in likelihood of overall exit from placement
- No change in likelihood of exit from placement after 2 years
- No relationship to reentry

Direction of Changes in Length of Stay and Probability of Placement Observed in Counties

County	Length of Stay	Probability of Placement
Alamance	-	-
Brunswick	-	-
Buncombe	-	-
Burke	-	-
Caldwell	-	-
Cleveland	-	-
Durham	-	-
Edgecombe	-	-
Forsyth	-	-
Haywood	-	-
Johnston	-	-
Pasquotank	-	-
Rockingham	-	-
Scotland	-	-
Union	-	-
Wake	-	-
Wayne	-	-
Yadkin	-	-
Yancey	-	-

General Impact of Waiver

- Clearly reduced probability of placement
- Waiver counties were able to reduce length of stay even given more serious risk profile of smaller numbers of children entering care
- Changes in policy and practice in waiver counties did not increase reentry to care
- Counties were slow to use new resources and pattern of use of these resources never reflected a “normal” state of operations

Internet Access to Reports

<http://www.unc.edu/~lynnu/waiveval.htm>