PART IV

Child and Family Services Review

The Administration for Children and Families (ACF) developed the Child and Family Services Review (CFSR), a results-oriented comprehensive monitoring system designed to promote continuous improvement in the outcomes experienced by children and families who come into contact with public child welfare agencies, in response to a mandate in the Social Security Amendments of 1994.

New York State CFSR Indicators

- Recurrence of Maltreatment
- Maltreatment of Children in Foster Care
- Two or Fewer Placements While in Foster Care Less Than One Year
- Children and Youth with Permanent Exits from Foster Care
- Children and Youth Re-entering Foster Care Within 24 Months

Child and Family Services Review

Background

The Administration for Children and Families (ACF) developed the Child and Family Services Review (CFSR), a results-oriented comprehensive monitoring system designed to promote continuous improvement in the outcomes experienced by children and families who come into contact with public child welfare agencies, in response to a mandate in the Social Security Amendments of 1994 (see section 1123A).

Between fiscal year (FY) 2001 and FY 2004, ACF conducted the first round* of the CFSR in all 50 States, Puerto Rico, and the District of Columbia. Each Child and Family Services Review consisted of a two-stage process that comprised a Statewide Assessment and an onsite review of child and family service outcomes and program systems. State performance on seven outcomes and seven systemic factors was, for the most part, determined through the results of case reviews. The assessment for two outcomes (Safety Outcome 1 and Permanency Outcome 1) included a State's performance on six national data measures that ACF adapted from measures developed for the *Annual Report to Congress on Child Welfare Outcomes* (in response to a requirement of section 479A of the Social Security Act). Based on data reported by States to NCANDS and AFCARS, ACF established national standards for each of the six data measures (Table 1 on page 266).

* A "round" is defined as a cycle of the CFSR that includes every State, the District of Columbia, and Puerto Rico. Information for each CFSR came from the following sources: (1) the Statewide Assessment, (2) case-level reviews conducted by a team of Federal and State reviewers, (3) interviews with key stakeholders, and (4) State data from the Foster Care File of the Adoption and Foster Care Analysis and Reporting System (AFCARS) and the Child File of the National Child Abuse and Neglect Data System (NCANDS), or an alternative data source approved by the Children's Bureau.

Child and Family Services Review

Outcomes and National Standards

Table 1. Outcomes and National Standards for Round One of the Child and Family Services Review	
SAFETY OUTCOME 1. Children are first and foremost, protected from abuse and neglect	1. Repeat maltreatment – *Of all children who were victims of substantiated or indicated child abuse and/or neglect during the first six months of the period under review, 6.1 percent or fewer children had another substantiated or indicated report within six months.* 2. Maltreatment of children in foster care – *Of all children who were in foster care during the reporting period, 0.57 percent or less were the subject of substantiated or indicated maltreatment by a foster parent or facility staff member.*
SAFETY OUTCOME 2. Children are safely maintained in their homes when possible and appropriate	
PERMANENCY OUTCOME 1. Children have permanency and stability in their living situations	3. Timeliness of reunification – *Of all children who were reunified with their parents or caretakers at the time of discharge from foster care, 76.2 percent or more were reunified in less than 12 months from the time of the latest removal from home.* 4. Re-entry into foster care – *Of all children who entered foster care during the reporting period, 8.6 percent or less re-entered foster care in less than 12 months of a prior foster care episode.* 5. Timeliness of adoption – *Of all children who exited foster care to a finalized adoption, 32 percent or more exited foster care in less than 24 months from the time of the latest removal from home.* 6. Placement stability – *Of all children who have been in foster care for less than 12 months from the time of the latest removal from home, 86.7 percent or more have had no more than two placement settings.*
PERMANENCY OUTCOME 2. The continuity of family relationships and connections is preserved	
WELL BEING OUTCOME 1. Families have enhanced capacity to provide for children's needs	
WELL BEING OUTCOME 2. Children receive services to meet their educational needs	
WELL BEING OUTCOME 3. Children receive services to meet their physical and mental health needs	

Source: Administration for Children and Families. Accessed August 9, 2006. Background Paper: *Child and Family Services Reviews National Standards.* Available online http://www.acf.hhs.gov/programs/cb/cwmonitoring/legislation/background.htm.

Child and Family Services Review

Background for New York State

In New York State, the review was initiated in November 2000 with an analysis of data related to the safety, permanency, and well-being of children involved with the Office of Children and Family Services and a statewide assessment of areas seen as critical to the effective functioning of the State's child welfare system. During the week of June 18-22, 2001, on-site reviews of 50 cases and interviews/focus groups with approximately 190 key stakeholders in the State's child welfare system were completed in three selected local social services districts (New York City and Fulton and Westchester Counties) (OCFS, 2002). Following completion of the round one CFSR, New York State, like all other states, was required to develop and implement Program Improvement Plans (PIPs) addressing the areas in their child welfare systems found not to be in substantial conformity with Federal requirements.

The purpose of this section is to examine the six national data measures of Round 1 as they pertain to New York State. Alternative measures were used for three of the six measures in New York State. With two of the measures combined into one measure, New York State reports five data measures for Round 1 of the CFRS. The justification for using alternative measures is provided.

Round 2 is currently in progress and New York State is scheduled for review in 2008. ACF will replace the six data measures used in Round 1 with four data composites and two single measures. The proposed composites expand the measures under the existing overall Safety and Permanency outcomes from Round 1 but there will continue to be no data components for the Well-being outcomes.

New York State Office of Children and Family Services. 2002. *Final Report of the Child and Family Services Review of New York State.* Albany, NY: New York State Office of Children and Family Services. Available online http://www.ocfs.state.ny.us/main/reports/CFSR_REPORT.DOC.

Child and Family Services Review

Recurrence of Maltreatment for Children

rate of children with a second substantiated allegation of maltreatment in an indicated report within six months

Definition:

While most children who are the subject of a child abuse and maltreatment report are in indicated reports once over the course of their lives, some children in indicated reports are the subject of subsequent indicated reports, referred to as the recurrence of maltreatment. As measured by the Child and Family Services Review (CFSR), a child is the victim of recurrent maltreatment if he or she is the subject of two or more substantiated reports of abuse or neglect within a six-month period. The rate of maltreatment recurrences is determined by dividing the number of children with a second substantiated allegation in an indicated report of child abuse or neglect within 6 months of the initial substantiated allegation in an indicated oral report for a given calendar year by the total number of unique children with a substantiated allegation during that year.

National Standard:

Recurrence of maltreatment for children is one of the Child and Family Services Review (CFSR) measures that supports Safety Outcome 1: Children are first and foremost, protected from abuse and neglect. The national standard is that *of all children who were victims of substantiated or indicated child abuse and/or neglect during the first 6 months of the reporting period, 6.1 percent or less had another substantiated or indicated report within a 6 month period.*

Significance:

One of the primary goals of Child Protective Services is the prevention of further episodes of abuse or neglect for victimized children in their care. As reported by the U.S. Department of Health and Human Services (2006), an analysis of CFSR data from 25 states identified factors that influence the likelihood of recurrence, including:

- Children who had been prior victims of maltreatment were 84 percent more likely to experience a recurrence than those who were not prior victims.
- Child victims who were reported with a disability were 61 percent more likely to experience recurrence than children without a disability.
- The oldest children (16-21 years of age) were the least likely to experience a recurrence, and were 52 percent less likely than children who were the youngest children (0-3 years of age).
- Compared with White children, Asian-Pacific Islander children were 59 percent less likely to experience recurrence.

Research has demonstrated that recurring maltreatment has serious long-term behavioral consequences. For example, a recent study of juvenile offenders found that 79 percent of the offenders had experienced at least one incidence of maltreatment. Recurrent maltreatment was associated with the most serious crimes. Among those who had committed a violent and/or sexual crime, 74 percent were victims of recurring maltreatment, compared to 33 percent who had committed nonviolent offences (Hamilton, Falshaw & Browne, 2002).

Findings:

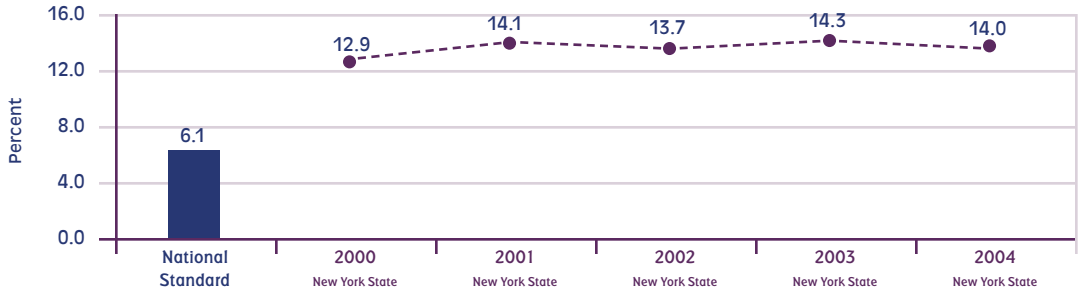
- The rate of recurrent maltreatment in New York State was 14.0 percent in 2004 and did not meet the national standard of 6.1 percent.
- Although New York State "substantially achieved" Safety Outcome 1 during the case review, the overall rating for this outcome was Not in Substantial Conformity because the State data for repeat maltreatment and maltreatment of children in foster care did not meet the national standards.

References:

Hamilton, C. E., L. Falshaw and K. D. Browne. 2002. The link between recurrent maltreatment and offending behaviour. *International Journal of Offender Therapy and Comparative Criminology* 46 (1): 75-94.

U.S. Department of Health and Human Services, Administration on Children, Youth and Families. 2006. *Child Maltreatment 2004.* Washington, DC: U.S. Government Printing Office.

Recurrence of Maltreatment: CFSR National Standard and New York State Rate, 2000-2004



U.S. Department of Health and Human Services, 2006

Child and Family Services Review

Maltreatment of Children in Foster Care

rate of children in indicated reports of abuse and maltreatment in foster care

Definition:

Children are the victims of abuse and maltreatment in foster care if they are the subject of indicated reports of maltreatment by a foster parent or facility staff. The rate of abuse and neglect in foster care is calculated by dividing the number of children in indicated reports of abuse and maltreatment in foster care in a given federal fiscal year by the total number of children in foster care during that period.

National Standard:

Maltreatment of children in foster care is one of the Child and Family Services Review (CFSR) measures that supports Safety Outcome 1: Children are first and foremost, protected from abuse and neglect. The national standard is that *of all children who were in foster care during the reporting period, 0.57 percent or less were the subject of substantiated or indicated maltreatment by a foster parent or facility staff member.*

Note:

Only state-level data are presented for New York State since the county of origin for the child is not always clearly identified.

Significance:

The child welfare focus on keeping children safe applies to children in foster care as well as children in their own homes. When children are removed from their homes and placed in alternative living situations, it is a State's responsibility to ensure that these living situations are safe and child welfare agencies have an obligation to ensure that children placed by the State in out-of-home care do not become victims of abuse or neglect by the people responsible for their care (i.e., foster parents or facility staff members). Child welfare agencies ensure children's safety in foster care through various practices and policies, including licensing procedures, training for foster parents and facility staff members, appropriate matching of children and placement resources, and the provision of supportive services to foster parents (The Children's Bureau, 2004).

Findings:

In 2004, the New York State rate met the national standard for maltreatment in foster care (0.54% vs. 0.57%, respectively).

References:

The Children's Bureau. 2004. *Child Welfare Outcomes 2002: Annual Report.* Washington, DC: U.S. Department of Health and Human Services. Available online http://www.acf.dhhs.gov/programs/cb/pubs/cwo02/index.htm.

U.S. Department of Health and Human Services, Administration on Children, Youth and Families. 2006. *Child Maltreatment 2004.* Washington, DC: U.S. Government Printing Office.

Sources of Data for Recurrence of Maltreatment for Children and Maltreatment of Children in Foster Care:

Agency Source:
NYS Office of Children and Family Services

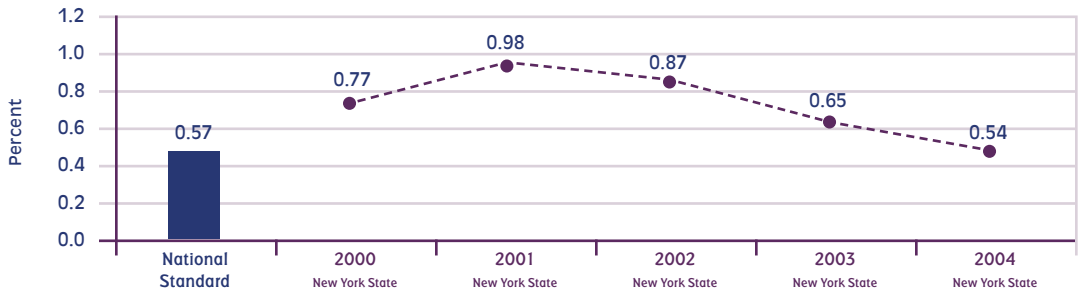
Data Source:
Data Source: NYS Office of Children and Family Services, National Child Abuse and Neglect Data System (NCANDS)

Population Source:
Population Source: NYS Office of Children and Family Services, National Child Abuse and Neglect Data System (NCANDS)

Date Compiled:
April 2006

Notes:
- Regional totals may not equal sum of counties due to rounding.
- Data reflect the federal government's fiscal year beginning October 1 and ending September 30.

Maltreatment in Foster Care: CFSR National Standard and New York State Rate, 2000-2004



U.S. Department of Health and Human Services, 2006

Child and Family Services Review

Foster Care Placements – Two or Fewer Placements While In Care Less Than One Year

number and percent of children/youth in foster care < 1 year

Definition:

Two or fewer placements while in foster care for less than 1 year is a measure of stability for children in foster care. The percent of children in foster care for less than one year with two or fewer placement settings is calculated by dividing the unique count of children in foster care less than one year with two or fewer placements in a given fiscal year by the total number of children in foster care less than a year during that fiscal year multiplied by 100.

National Measure:

Children with two or fewer placements while in foster care less than 1 year is one of the Child and Family Services Review (CFSR) measures that supports Permanency Outcome 1: Children will have permanency and stability in their living situations. The national standard is that *of all children who have been in foster care for less than 12 months from the time of the latest removal from the home, 86.7 percent or more have no more than two placement settings.*

Significance:

Stability of care is vital for child and youth development. As summarized by the National Scientific Council on the Developing Child (2004), young children experience their world as an environment of relationships, and these relationships affect virtually all aspects of their development – intellectual, social, emotional, physical, behavioral, and moral. The quality and stability of these relationships provide the foundation for a wide range of later developmental outcomes, including self-confidence and sound mental health, motivation to learn, achievement in school and later in life, the ability to control aggressive impulses and resolve conflicts in nonviolent ways, knowing the difference between right and wrong, having the capacity to develop and sustain casual friendships and intimate relationships, and ultimately to be a successful parent oneself. For older children and youth, stability continues to be important. For example multiple placements can result in school transfers that require adjustments that may impede both academic progress and social relations (Finkelstein, Wamsley & Miranda, 2002).

While most foster children experience only one to two placements, a significant number of children in foster care experience multiple placements. Changes in placement or disruption rates are related to the length of the child's foster care stay (Staff & Fein, 1995), the age and functioning of the foster child (Smith et al., 2001), and the type of placement (Wulczyn, Kogan & Jones, 2003). Research suggests that placement instability is linked to child behavioral and emotional problems, coping difficulties, poor home adjustment, and low self-concept (Smith et al., 2001; Staff & Fein, 1995) and that the child's perceptions of the impermanency of their placements is linked to behavioral difficulties (Dubowitz et al., 1993). It is, however, difficult to disentangle the multiple preplacement influences on foster children from those that result from the foster care experience itself (Harden, 2001). For example, research has not yet been able to determine whether placement stability predicts developmental outcomes or if children with developmental difficulties are more likely to experience multiple placements (Horwitz, Simms & Farrington, 1994).

Findings:

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In 2004, the percentages of children with two or fewer placement settings while in-care less than 1 year for New York State (91.4%), New York City (91.3%) and Rest of State (91.5%) exceed the national standard of 86.7 percent.

▼

In 2000, the percentages of children with two or fewer placement settings while in-care less than 1 year also exceeded the national standard in New York State (90.8%), New York City (91.8%), and Rest of State (89.6%).

References

Dubowitz H., S. Zuravin. R. H. Starr, S. Feigelman and D. Harrington. 1993. Behavior problems of children in kinship care. *Journal of Developmental and Behavioral Pediatrics* 14:386-393.

Finkelstein, Marni, Mark Wamsley and Doreen Miranda. 2002. *What keeps children in foster care from succeeding in school?* New York, NY: Vera Institute of Justice.

Horwitz, S., M. Simms and R. Farrington. 1994. Impact of developmental problems on young children's exits from foster care. *Developmental and Behavioral Pediatrics* 15:105–110.

Jones Harden, Brenda. 2004. Safety and stability for foster children: A developmental perspective. *The Future of Children* 14(1):31-37.

National Scientific Council on the Developing Child. 2004. *Young children develop in an environment of relationships.* Working paper no.1. Waltham, MA: National Scientific Council on the Developing Child.

Smith, D., E. Stormshak, P. Chamberlain and R. Bridges. 2001. Placement disruption in treatment foster care. *Journal of Emotional and Behaviorial Disorders* 9(3):200-205.

Staff, I. and E. Fein. 1995. Stability and change: Initial findings in a study of treatment foster care placements *Children and Youth Services Review* 16(3):379-389.

Wulczyn, F., J. Kogan and B. Jones Harden. 2003. Placement stability and movement trajectories. *Social Service Review* 77:212-236.

Foster Care Placements – Two or Fewer Placements While In Care Less Than One Year

number and percent of children/youth in foster care < 1 year

	2000		2004	
	Number	Percent	Number	Percent
New York State	3,359	20.1	2,278	18.2
New York City	2,063	22.4	1,149	20.6
Bronx	N/A	N/A	N/A	N/A
Kings	N/A	N/A	N/A	N/A
New York	N/A	N/A	N/A	N/A
Queens	N/A	N/A	N/A	N/A
Richmond	N/A	N/A	N/A	N/A
Rest of State	1,296	17.2	1,129	16.3
Albany	68	18.7	54	17.6
Allegany	9	15.5	4	10.8
Broome	23	12.9	18	11.5
Cattaraugus	12	15.0	15	22.1
Cayuga	18	22.5	7	11.9
Chautauqua	26	20.6	25	23.8
Chemung	39	21.7	21	17.5
Chenango	9	19.2	1	3.3
Clinton	7	21.2	12	24.0
Columbia	17	18.9	9	7.7
Cortland	4	5.1	7	14.9
Delaware	2	8.0	4	12.1
Dutchess	28	17.7	37	25.2
Erie	160	21.4	106	17.0
Essex	3	13.6	2	5.4
Franklin	4	7.8	3	5.3
Fulton	3	6.1	1	1.7
Genesee	9	15.0	4	8.3
Greene	12	19.4	3	5.7
Hamilton	N/A	N/A	0	0.0
Herkimer	7	12.7	7	13.2
Jefferson	19	13.3	25	29.1
Lewis	4	18.2	1	16.7
Livingston	8	24.2	6	20.0
Madison	16	15.7	6	11.3
Monroe	129	16.9	133	16.5
Montgomery	7	12.3	4	6.0
Nassau	35	18.1	48	24.6
Niagara	22	13.9	19	14.7
Oneida	42	17.6	41	13.2
Onondaga	107	27.8	73	22.1
Ontario	6	11.3	13	22.0
Orange	48	16.5	47	17.5
Orleans	5	12.2	10	19.2
Oswego	13	8.8	9	9.4
Otsego	5	9.8	8	19.1
Putnam	2	14.3	1	5.0
Rensselaer	21	13.7	28	16.7
Rockland	17	19.1	20	22.7
St. Lawrence	3	4.4	12	13.8
Saratoga	9	9.5	5	4.6
Schenectady	26	13.5	34	19.3
Schoharie	5	10.6	3	8.8
Schuyler	2	11.8	1	16.7
Seneca	2	7.4	1	10.0
Steuben	12	9.3	25	21.2
Suffolk	129	22.0	95	16.0
Sullivan	8	9.8	3	5.6
Tioga	6	11.1	1	5.3
Tompkins	12	17.9	10	13.2
Ulster	24	19.5	17	17.5
Warren	6	10.7	12	20.0
Washington	6	17.1	2	3.8
Wayne	8	14.0	6	11.8
Westchester	65	18.3	67	20.6
Wyoming	4	9.5	1	5.9
Yates	3	16.7	2	9.5

Sources of Data:

Agency Source:
NYS Office of Children and Family Services

Data Source:
NYS Office of Children and Family Services, Adoption and Foster Care Analysis and Reporting System (AFCARS)

Population Source:
NYS Office of Children and Family Services, Adoption and Foster Care Analysis and Reporting System (AFCARS)

Date Compiled:
April 2005, April 2005

Notes:
- Data reflect the federal government's fiscal year beginning October 1 and ending September 30
- Rates are not stable when the number is less than 20.

New York Statistics:

Median:	92.2
Minimum:	66.7
Maximum:	100.0
Standard Deviation:	6.8

For Current Period Percent or Rate

Child and Family Services Review

Children and Youth with Permanent Exits from Foster Care

Definition:

The New York State alternative measure of permanent exits replaces the national standard measures for evaluating the length of time to adoption and reunification. Permanent exits measure the number of care days of foster care used during the 2003 to 2004 period by different groups of children and the proportion of children who exit from each group to reunification or adoption by the end of the two-year period. A child's spell(s) is associated with the county that most recently had jurisdiction over the child's case. Children are counted as exiting foster care if they have been absent or on trial discharge for more than 30 days. If the child returns to foster care, this is counted as an admission. A child's spell in foster care continues if the time out of care is 30 days or fewer. Only spells that are at least 5 days long are included. This CFSR alternative measure provides a baseline percentage of children with permanent exits from foster care during 1999 and 2000 and a target percentage based on the county baseline.

Justification for Using Permanent Exits as Alternative Measure for Timeliness of Reunification and Timeliness of Adoption Measures in New York State

Limitations of CFSR Measures	Benefits of Using Alternative Measures
1. The federal measures compare exit cohorts to judge whether length of stay is getting shorter or longer. The length of time children exiting foster care have been in foster care is a poor measure of performance. Policy and programmatic changes intended to reduce a backlog of cases that have been in foster care for a long time can actually increase the length of time to reunification or adoption among discharge cohorts. This occurs because the cohorts exiting foster care after this programmatic shift takes place will contain a higher concentration of children who stay a long time. Thus, while the State is improving performance, it would appear that performance had gotten worse. Furthermore, the use of exit cohorts create a disincentive to decrease length of stay for children who have been in foster care for more than a year or two.	1. The alternative measure uses historical data for groups of children that share characteristics associated with different patterns of length of stay. For the purposes of estimation as well as tracking care day utilization during implementation, OCFS has divided the population of children in foster care into groups that experienced different lengths of stay, as well as those that share clinically relevant characteristics. With separate estimates for these mutually exclusive groups, the methodology will accommodate basic changes in the case mix over time. These groups are also intended to focus each county's efforts on reducing length of stay in developmentally relevant ways.
2. The federal measures do not account for the effect of changes in case mix. The average length of stay for all children in foster care can increase or decrease as a result of changes in case mix, not because a child welfare agency has changed its practice. For example, if very young children represent a higher proportion of children being admitted to foster care in 1999 than in 1998, average length of stay in foster for all children admitted will likely increase. This is because children admitted under the age of 1 tend to stay in foster care longer than older children.	2. The OCFS measures make a critical distinction between two groups of children who will be affected by any new program strategies: children who have already been in care for some time on the first day of the performance period identified in the PIP (the in-care population) and children admitted during the first and subsequent years of the new initiative (admissions). Each group is tracked separately for two reasons: First, these two groups are distinct clinically. Children who are in care on a given date have been in foster care for varying lengths of time and have been affected to varying degrees by a child welfare agency's policies and programs. Children who are entering care after the beginning of a new initiative will experience their entire length of stay in the new environment. Second, these two groups are distinct with respect to length of stay. For the in-care population, only the amount of time after the initiative has begun can be reduced. Thus, the alternative measures seek to understand length of stay for these children from the beginning of the PIP period to the end. For the admission population, length of stay is measured from the day of admission to the end of the PIP period.

Source: New York State Office of Children and Family Services. 2003. CFSR Data Package. Albany, NY: NYS Office of Children and Family Services.

Children and Youth with Permanent Exits from Foster Care

	Baseline 1990-2000	Target	Actual 2003-2004	Percent Change
New York State	N/A	N/A	N/A	N/A
New York City	36%	40%	40%	11%
Bronx	N/A	N/A	N/A	N/A
Kings	N/A	N/A	N/A	N/A
New York	N/A	N/A	N/A	N/A
Queens	N/A	N/A	N/A	N/A
Richmond	N/A	N/A	N/A	N/A
Rest of State	N/A	N/A	N/A	N/A
Albany	53%	58%	59%	11%
Allegany	58%	64%	59%	2%
Broome	44%	48%	43%	-2%
Cattaraugus	59%	65%	64%	8%
Cayuga	65%	72%	73%	12%
Chautauqua	46%	51%	62%	35%
Chemung	64%	70%	64%	0%
Chenango	68%	75%	66%	-3%
Clinton	42%	46%	44%	5%
Columbia	64%	70%	52%	-19%
Cortland	54%	59%	48%	-11%
Delaware	61%	67%	61%	0%
Dutchess	58%	64%	58%	0%
Erie	51%	56%	50%	-2%
Essex	N/A	N/A	N/A	N/A
Franklin	61%	67%	59%	-3%
Fulton	57%	63%	71%	25%
Genesee	69%	76%	59%	-14%
Greene	68%	75%	73%	7%
Hamilton	N/A	N/A	N/A	N/A
Herkimer	52%	57%	52%	0%
Jefferson	68%	75%	66%	-3%
Lewis	N/A	N/A	N/A	N/A
Livingston	73%	80%	75%	3%
Madison	68%	75%	70%	3%
Monroe	48%	53%	48%	0%
Montgomery	53%	58%	56%	6%
Nassau	31%	34%	41%	32%
Niagara	60%	66%	52%	-13%
Oneida	54%	59%	58%	7%
Onondaga	56%	62%	53%	-5%
Ontario	69%	76%	83%	20%
Orange	39%	43%	45%	15%
Orleans	71%	78%	68%	-4%
Oswego	62%	68%	60%	-3%
Otsego	51%	56%	59%	16%
Putnam	46%	51%	38%	-17%
Rensselaer	55%	61%	61%	11%
Rockland	44%	48%	53%	20%
St. Lawrence	62%	68%	58%	-6%
Saratoga	68%	75%	72%	6%
Schenectady	47%	52%	44%	-6%
Schoharie	38%	42%	59%	55%
Schuyler	N/A	N/A	N/A	N/A
Seneca	58%	64%	61%	5%
Steuben	58%	64%	57%	-2%
Suffolk	45%	50%	49%	9%
Sullivan	50%	55%	53%	6%
Tioga	63%	69%	71%	13%
Tompkins	60%	66%	63%	5%
Ulster	49%	54%	42%	-14%
Warren	48%	53%	49%	2%
Washington	52%	57%	69%	33%
Wayne	69%	76%	70%	1%
Westchester	38%	42%	37%	-3%
Wyoming	53%	58%	44%	-17%
Yates	48%	53%	52%	8%

Findings:

- New York City and 13 Counties (Schoharie, Chautauqua, Washington, Nassau, Fulton, Rockland, Ontario, Otsego. Orange, Tioga, Cayuga, Rensselaer and Albany) exceeded or met the county- or city-specific target for permanent exits.
- Nineteen counties had a smaller percentage of permanent exits in the current 2003 to 2004 period compared to the 1999 to 2000 base period and five counties had the same percentage in the baseline and current rate.
- The percent change between the baseline and current rate of permanent exits from foster care ranged from a decrease of -19 percent in Columbia County to an increase of 55 percent in Schoharie County.

Sources of Data:

Agency Source:
NYS Office of Children and Family Services

Data Source:
NYS Office of Children and Family Services; Child and Family Services Review Program Improvement Plan Data Package

Population Source:
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Date Compiled:
April 2005

Notes:
- Alternative measure for New York State Child and Family Services Review, Round 1.

Child and Family Services Review

Children and Youth Re-entering Foster Care within 24 Months

Definition:

The New York State alternative measure for re-entry into foster case replaces the national Permanency Outcome standard measure for re-entry into foster care. The New York State re-entry measure provides data on children re-entering foster care within 24 months of being reunified with parents or discharged to relatives. Re-entry includes children who were discharged for more than 30 days but less than 24 months after a trial or final discharge. This CFSR alternative measure provides a baseline percentage of children who re-entered foster care during 1999 and 2000. A baseline percentage was calculated for counties with at least 25 discharges. Counties without baselines had less than 25 discharges. The current measure reflects the percentage of children who re-entered care between 2003 and 2004. The percentage change reflects the percent change between the baseline and current rates [(current minus baseline)/baseline]. Only re-entries from reunification and discharge to relative are measured for this performance standard.

Justification for Using Alternative Measure for Re-entry into Foster Care Measure in New York State

Limitations of CFSR Measures	Benefits of Using Alternative Measures
There are two serious issues with the federal outcome standard for foster care re-entries. First, the federal standard provides a potentially biased view of the frequency of re-entry. The measure is influenced by the number of first admissions because it measures reentries as a proportion of all admissions. As a result, a county's re-entry rate measured in this way would go up if the number of first admissions was decreasing, even if the county's actual reentry rate from prior years' admission groups was the same or lower. Second, the federal standard is not connected directly with OCFS' reunification and adoption standards (nor with the federal reunification and adoption standards). As counties are working to reduce length of stay in foster care, it is important to ensure that the number of failed reunifications does not go up. As a result, the frequency of re-entry should be evaluated for the group of children who were discharged to reunification as a result of the county's efforts to meet the targets for permanent exits.	At this time, OCFS is not setting a target re-entry rate for each county. Instead, based on historical re-entry rates (the baseline), OCFS is giving each county an upper boundary re-entry rate. OCFS is choosing this approach for two reasons. First, a certain amount of re-entry represents good practice in a foster care system but this amount is unknown and difficult to estimate. Second, for all but the largest counties, re-entry rates can vary considerably over time, due to changes in the quality of discharge decisions, or the availability of effective aftercare services, or to other factors, such as a large sibling group re-entering foster care. By setting an upper boundary rate, OCFS will be able to monitor if and when re-entry is becoming a problem in a county. A re-entry rate higher than the upper bound re-entry rate will trigger a review by the regional office. The purpose of the review will be for county and regional office staff to evaluate whether the high re-entry rate was due to poor discharge decisions or lack of effective aftercare services, or to other factors beyond the control of the county.

Source: New York State Office of Children and Family Services. 2003. CFSR Data Package. Albany, NY: NYS Office of Children and Family Services.

Children and Youth Re-entering Foster Care within 24 Months

	Baseline (1999 and 2000)	Actual (January 1, 2003 to December 31, 2004)	Percent Change
New York State	N/A	N/A	N/A
New York City	9%	9%	0%
Bronx	N/A	N/A	N/A
Kings	N/A	N/A	N/A
New York	N/A	N/A	N/A
Queens	N/A	N/A	N/A
Richmond	N/A	N/A	N/A
Rest of State	N/A	N/A	N/A
Albany	11%	14%	27%
Allegany	9%	17%	89%
Broome	14%	14%	0%
Cattaraugus	21%	19%	-10%
Cayuga	8%	11%	38%
Chautauqua	7%	9%	29%
Chemung	20%	13%	-35%
Chenango	6%	23%	283%
Clinton	N/A	21%	N/A
Columbia	20%	19%	-5%
Cortland	20%	10%	-50%
Delaware	N/A	19%	N/A
Dutchess	11%	12%	9%
Erie	12%	12%	0%
Essex	N/A	10%	N/A
Franklin	20%	38%	90%
Fulton	15%	7%	-53%
Genesee	16%	35%	119%
Greene	10%	23%	130%
Hamilton	N/A	N/A	N/A
Herkimer	12%	20%	67%
Jefferson	19%	13%	-32%
Lewis	N/A	0%	N/A
Livingston	N/A	7%	N/A
Madison	11%	16%	45%
Monroe	11%	16%	45%
Montgomery	9%	17%	89%
Nassau	2%	12%	500%
Niagara	15%	10%	-33%
Oneida	13%	17%	31%
Onondaga	10%	15%	50%
Ontario	15%	21%	40%
Orange	19%	13%	-32%
Orleans	N/A	0%	N/A
Oswego	11%	11%	0%
Otsego	12%	6%	-50%
Putnam	N/A	13%	N/A
Rensselaer	15%	15%	0%
Rockland	14%	7%	-50%
St. Lawrence	27%	27%	0%
Saratoga	10%	15%	50%
Schenectady	12%	23%	92%
Schoharie	N/A	4%	N/A
Schuyler	N/A	0%	N/A
Seneca	N/A	6%	N/A
Steuben	25%	13%	-48%
Suffolk	13%	13%	0%
Sullivan	9%	14%	56%
Tioga	11%	10%	-9%
Tompkins	22%	24%	9%
Ulster	13%	10%	-23%
Warren	12%	8%	-33%
Washington	N/A	8%	N/A
Wayne	25%	21%	-16%
Westchester	10%	11%	10%
Wyoming	15%	22%	47%
Yates	N/A	40%	N/A

Findings:

- Compared to the 1999 to 2000 baseline, 15 Counties (Fulton, Cortland, Otsego, Rockland, Steuben, Chemung, Niagara, Warren, Jefferson, Orange, Ulster, Wayne, Cattaraugus, Tioga and Columbia) had fewer re-entries into foster care during the 2003 to 2004 period.
- The baseline and current rate of re-entry remained the same for New York City and six counties. The rate of re-entry increased in the remaining 23 counties with baseline and current rates.
- The percent change between the baseline and current rate of re-entries to foster care ranged from a decrease of -53 percent in Fulton County to an increase of 500 percent in Nassau County.

Sources of Data:

Agency Source:
NYS Office of Children and Family Services

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