

CHILDREN AND FAMILY RESEARCH CENTER

SCHOOL OF SOCIAL WORK
UNIVERSITY OF ILLINOIS AT
URBANA-CHAMPAIGN

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OUTCOMES REPORT 1999

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The Children and Family Research Center is an independent research organization created jointly by the University of Illinois at Urbana-Champaign and the Illinois Department of Children and Family Services to provide an independent evaluation of outcomes for children who are the responsibility of the Department. Funding for this work is provided by the Department of Children and Family Services, under a cooperative agreement detailing the independent reporting responsibilities of the Center.

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EXECUTIVE SUMMARY

This is the Children and Family Research Center's second report on child safety and permanency of family relations for children who are the responsibility of the Illinois Department of Children and Family Services. This report includes information on outcomes through FY 98. The first report included information on outcomes through FY 97.

The Department is the state agency responsible for responding to reports of child abuse and neglect and assuring that children who come to its attention are safe and have a permanent family. If we are to understand the Department's performance in these areas, we must be cognizant of its legal and social context.

In the 1990s, state and federal laws have undergone substantial change with a stronger emphasis on achieving permanent homes for vulnerable children while maintaining their safety. The Adoption and Safe Families Act of 1997 together with new permanency legislation in Illinois are likely to have a dramatic impact on public child welfare. The 1990s have also been a period of great change in Department policies, court decisions, and social conditions. These have had a profound impact on the number of children and families for which the Department is responsible. Families and communities vary widely in the degree to which they are affected by such social problems as child abuse and neglect as well as the related problems of poverty and drug and alcohol abuse. Court decisions and Department policies regarding children placed with relatives (kinship care) have had an impact on Department responsibilities. The following data demonstrate a pattern of increasing Department responsibility through FY 95 with subsequent decreases in caseloads and demand for services.

- In FY 90 (July 1, 1989 through June 30, 1990), 103,421 children were reported as suspected victims of abuse and neglect. Reports increase

to an all time high of 139,718 in FY 95. By FY 98 these reports have decreased by 18% to 113,649.

- In FY 90 investigations resulted in finding 38,207 children to be victims of abuse or neglect. This number increased by 40% to 53,272 in FY 95 and has subsequently declined by 32% to 36,250 in FY 98.
- Between FY 90 and FY 95 there was a 130% increase in the number of children placed in substitute care. Between FY 95 and FY 98, the number of children in substitute care has decreased by 1.7% to 47,029.
- Between FY 91 and FY 95 the number of children in kinship care increased 258%, from 10,477 to 27,071. Since FY 95, the number of children in “kinship care” has decreased 8.5% to 24,775.
- The number of substance exposed infants reached a high of 3,346 in FY 95. Between FY 95 and FY 98 there has been a 43% decrease in indicated reports of substance exposed infants.

The data for this report comes from the Integrated Administrative Database maintained by the Chapin Hall Center for Children at the University of Chicago. This database is compiled from the Department’s administrative information systems. Since the late 1980s, the Department has provided administrative data to Chapin Hall on a quarterly basis. Chapin Hall staff construct a relational database for children and families involved with the Department. This database contains information on reports of child abuse and neglect (with the exception of records deleted according to state law), all children placed out of the home, and all families for which a case was opened. Data on reports of abuse and neglect are available for the last five years. Data on children and families, where there was an open case, are available for the fiscal years from FY 90 through 1998.

These databases were originally designed to assure a timely and consistent response to reports of abuse and neglect, keep track of children in care, assure timely and accurate payment for services, and comply with federal reporting requirements. While these databases include detailed data at the case level, they were not designed to report on child outcomes. As a result, safety indicators are restricted to findings of abuse and neglect subsequent to Department involvement. Other important dimensions of child safety cannot be determined from these data. Similarly, measures of permanence of family relations are restricted to case status indicators that rely on movement of children between placements. Child well-being indicators are virtually non-existent in this database. In addition, information about children who are served by other systems such as education, mental health, or juvenile justice is not included. Improvements in outcome measurement and reporting is an on-going task of the Center.

From a management point of view, it is important to have standards for comparison of current outcome performance. These standards, or benchmarks, are normally derived from an organization's past performance or from the performance of comparable organizations. While the results included in this report are compared, where possible, with prior years and other systems, these are not intended as comparisons against standards. There are several reasons for this. First, comparisons between child welfare systems are difficult because of differences in state laws. Second, using time to establish baseline performance requires many data points. For some of the results reported here, data is only available for five years (child safety). This is not a sufficient number of years to establish a standard. Third, it is not the role of the Center to establish performance standards for the Department.

Child safety. Safety is measured by indicated reports of abuse or neglect for children who come to the attention of the Department¹. While it is

¹ Much of the background material that supports the selection of outcome indicators that was in the first report is not included here. The outcome indicators were selected based upon the child welfare literature in collaboration with a wide range of constituent groups in Illinois. Readers are referred to the first report for this material.

unacceptable to have any child who is the responsibility of the Department abused or neglected, it is impossible to achieve a 100% standard of safety. Community and family environments, natural or foster, are ever changing and include unpredictable risks of physical and psychological harm.

For workers charged with the responsibility for making decisions about child safety, the placement decision is one of the most difficult. Workers know they are risking child safety when making any placement decision. Accurately predicting abuse events is nearly impossible given the changing composition of families and communities. The child who is left at home may be nurtured by familiar and important family member or may suffer unpredictable abuse or neglect. The child who is placed into substitute care may be freed from a dangerous and oppressive situation and learn and grow or be troubled by the loss of family and familiar surroundings and begin a cycle of disruptive behavior and failed placements.

Since FY 94 children who are involved with the Department are increasingly safe.

- Since FY 94 there has been a decline in the rate of abuse and neglect of children who were initially served in intact family cases. In FY 94, 8.2% of children in whose case opened as an intact family case had an indicated report within 180 days of case opening. This rate was 6.9% in FY 97.
- In FY 95, for every 100 children with a case opened and the child initially living at home, there was an abuse or neglect rate of 12.4 children. For FY 98 this rate was 11.0 children.
- Since FY 95 there has been a decline in the rate of abuse and neglect of children in substitute care. For every 100 children in care for one year in FY 95, 3.5 had an indicated report of abuse or neglect. This rate was 2.0 in FY 98.

Children in substitute care are placed in a variety of out of home placements. Currently, the most frequent such placements in Illinois are home of relative, family foster care, specialized foster care, and institutions.

- Since FY 95 there has been a decline in the rate of abuse and neglect of children in child cases with the child living in the home of a relative. For every 100 children in care and living in the home of a relative for one year in FY 95, 3.4 had an indicated report of abuse or neglect. In FY 98 this rate declined to 1.7.
- The rate of abuse and neglect of children in child cases with the child living in family foster care remained fairly stable from FY 94 through FY 97. This rate averaged 4.2 children for every 100 living in a family foster home for one year. In FY 98, this rate was 2.7 children.
- Since FY 94 there has been a steady decline in the rate of abuse and neglect of children in specialized foster care. For every 100 children living in specialized foster care for one year in FY 94, 3.3 had an indicated report of abuse or neglect. This rate for FY 98 was 2.2.
- Between FY 94 and FY 96 the rate of abuse and neglect of children in institutional placements was stable. For every 100 children living in institutional care for one year during this time period the rate of indicated reports of abuse or neglect averaged 3.2 children. For FY 98 this rate dropped to 1.8 children.

Permanency of family relations. Permanency refers to maintaining children at home or assuring timely movement to a permanent family arrangement when a placement out of the home is necessary. Results in this area indicate substantial increases in the adoption of children and the transfer of guardianship to a private person. However, there are still large numbers of children who remain in substitute care for extended periods of time.

- From FY 90 through FY 94 there was a decline in the rate at which children were maintained at home in an intact family case. Between

FY 90 and FY 95 this rate declined from 91.4 children per 100 child years maintained in intact family cases to 85.7 children. In FY 96 this rate increased to 89.3 children and has remained at that level with 89.6 children maintained at home in FY 98.

- There has been an increase in the rate at which children were placed from cases where some children remained at home and a sibling was in substitute care. In FY 91, for every 100 children in this type of case, 13.3 were placed in substitute care. This rate has increased to 20.5 children in FY 98. Placement results for children with an open case and initially living at home are similar. In FY 91, for every 100 children living in this type of case, 13.4 were placed in substitute care. In FY 98 this rate was 25.0 children.
- Children who are in substitute care do not return home in a timely manner. Only 20% of children placed in substitute care in FY 96 returned home within 12 months.
- A fairly constant rate of 10 to 13% of children returned home reenter substitute care within 12 months.
- The rate at which children are adopted has increased dramatically. From FY 90 through FY 94 for every 100 children in substitute care for one year 3.0 to 3.8 were adopted. In FY 98 this rate more than doubled to 10.0 children.
- The rate at which children are having their guardianship transferred to a private person has also increased dramatically. For every 1,000 children in substitute care for one year the guardianship transfer rate for FY 90 through FY 97 was a stable .4. In FY 98 this rate was 26.2.

When these permanency outcomes are examined by the Department region responsible for the case and by race of the child, differences are found. Reunification rates for Cook County regions and African-American children are

consistently low. These findings may be better understood in the context of the several ways children exit the care of the Department. There are also differences by type of care (more than half (53%) of the 47,029 children in state custody are cared for in the homes of relatives) and region of the state.

- For children who entered kinship care in Cook County in FY 90, 23% of African-American children have been adopted, 21% have been returned home and 32% remaining in care. A smaller percentage of White children in this cohort have been adopted (12%) but a larger percentage returned home (51%) with 10% still in care.
- For children entering other types of substitute care in Cook County in FY 90, 24% of African-American children have been adopted, 31% returned home and 28% remain in care. For White children in this cohort, 22% were adopted, 41% returned home and 11% remain in care.
- For children entering non-kinship care placements from the rest of the state in FY 90, 20% of African-American children have been adopted, 49% returned home and 14% remain in care. For White children in this cohort, 11% were adopted, 57% returned home and 6% remain in care.

The relatively large percentage of African-American children being adopted is encouraging. The growth of subsidized guardianship is also beginning to offset the lower reunification rates for African-American children.

- A dramatically increasing number of African-American children are being adopted. In FY 90, 341 African-American children were adopted. In FY 98 this increased to 1,708 African-American children. African-American children now represent 75% of all adoptions. This is a rate commensurate with their representation in substitute care.
- Currently, Cook County regions account for over 70% of all adoptions.

- Most (90%) children who achieve permanency through subsidized guardianship are African-American.

INTRODUCTION

This is a report on child safety, permanency of family relations, and well-being for children who are the responsibility of the Illinois Department of Children and Family Services. This report begins to answer the question: What are the results of the Illinois child welfare system efforts for these vulnerable children?

This outcome focus is a new level of accountability for child welfare. Historically, child welfare, like other social or public services has focused on the process of service delivery. Importance was placed on the services provided and what occurred within these services. This process focus was not only evident within agencies, but was also a focus of federal and state laws and legal agreements. For example, federal law specified content and process for certain case plans. Illinois law specifies the use of a risk assessment protocol. Legal agreements frequently specify what the agency is to do for children. A legal agreement might specify the identification of the need for medical, mental health, and developmental services for children.

No one disputes the importance of these processes or what professionals do to assist vulnerable children and families. However, the process focus has resulted in little attention to the results of these efforts. While some child welfare researchers are engaged in establishing the link between services and results, public child welfare agencies have limited capacity to define, measure, report, or use outcome data. This is very much like a large profit-making business operating with detailed knowledge of its manufacturing processes and the frequency and types of sales calls made by its marketing force but without reports on the dollar value of sales, costs, profits, or returns on equity.

Illinois has not been alone in this process-oriented focus and, nationally, public child welfare systems have begun to define and track the outcomes of their efforts in terms of child safety, permanency of family relations, and child well-being. A child welfare system that has periodic information about results can make judgments about performance, set goals, and develop incentives linked to results. A system that operates with an outcome focus can identify practices and services that produce desired results. A system with an outcome focus can respond more quickly to changes in families and communities that present new challenges to safety, permanency, and well-being.

This is the second outcome report of the Children and Family Research Center produced under an agreement with the Department of Children and Family Services and the B.H. plaintiff class. The Center is an independent child welfare research institution that is part of the School of Social Work at the University of Illinois at Urbana-Champaign. This report includes the safety and permanency outcomes from the first report and extends the development of outcome indicators and measures by including data on “intact families.”

This report includes selected outcomes for children who are the responsibility of the Department. Society has an interest in a much larger group of children than those included in this report, such as children and youth involved with juvenile justice, mental health, or education. Information from other systems that pertains to children who are the responsibility of the Department will be included in subsequent reports as it becomes available. This report is not an evaluation of DCFS; an evaluation would consider the relationship between outcomes and the types of children and families coming to the attention of the Department as well as the effects of the resources, policies, and practices on results.

Chapter 1: The Legal Context of the Department of Children and Family Services

The Department is the state agency responsible for responding to child abuse and neglect and assuring that children who come to its attention are safe and have a permanent family. The Department operates within the context of state and federal laws and legal agreements. This legal context has undergone substantial recent change with a stronger focus on achieving permanent homes for vulnerable children while maintaining their safety.

CHAPTER 2: THE ECOLOGY OF CHILD ABUSE AND NEGLECT

The Department also operates within a context of families and communities that varies widely in terms of social problems such as child abuse and neglect as well as related problems of poverty and abuse of alcohol and other drugs. The Department is part of one of the largest public child welfare systems in the country. The dynamic nature of child abuse and neglect and related problems is reflected in changes in the Department's workload. The last decade has seen substantial changes in the number of children and families involved with the Department.

CHAPTER 3: CHILD SAFETY OUTCOMES

Safety is the first outcome reported. Data for the safety measures come from the Integrated Administrative Database maintained by The Chapin Hall Center for Children. Since the late 1980s the Department has given The Chapin Hall Center for Children quarterly administrative data. Center staff then construct a relational database for children and families involved with the Department. This database contains information on all reports of child abuse and neglect (except for records deleted according to state law), all children placed out of the

home, and all families for which a case was opened. Data on reports of abuse and neglect are available for the last 5 years.

The Chapin Hall relational database is constructed from the Department's administrative databases. These databases were originally designed to assure a timely and consistent response to reports of abuse and neglect, keep track of children in care, assure timely and accurate payment for services, and comply with federal reporting requirements. While the database allows the defining and reporting of some outcomes, other important aspects of child safety cannot be reported without additional data collection. For example, the safety indicator is restricted to using findings of abuse and neglect subsequent to Department involvement. Other important dimensions of child safety such as the safety of the child's environment cannot be determined.

CHAPTER 4: PERMANENCY OF FAMILY RELATIONS OUTCOMES

Once children come into the care of the Department, it seeks to achieve permanent families for children by reuniting them with their family of origin, adoption, or having a private person assume guardianship. Using the administrative database, measures of permanence of family relations are restricted to case status indicators that rely on movement of children to these permanency outcomes. Additional analysis for this report was conducted by examining permanency outcomes by gender, age, and race of the child as well as Department region.

Chapter 1

LEGAL CONTEXT OF THE DEPARTMENT OF CHILDREN AND FAMILY SERVICES

The results of the Department's efforts on behalf of vulnerable children are best understood in multiple contexts. These contexts include legislative mandates; court decisions; the ecology of child abuse and neglect, which includes the communities in which these children live; the difficulties that children and families bring to the Department; and the Department's interventions. The Center's first outcome report described the legislative and legal contexts in some detail demonstrating how the state legislature and the federal congress have had a major influence on the Department. In this report, we briefly summarize two 1997 legislative actions that greatly influence the legal context for Department operations.

ADOPTION AND SAFE FAMILIES ACT OF 1997 (PL 105-89)

This federal law was adopted amidst concerns that focus on "reasonable efforts" to reunite children with their biological families before allowing them to be adopted had resulted in children remaining in foster care too long and being returned to unsafe homes. The Adoption and Safe Families Act places renewed emphasis on protecting children's safety and increasing adoptions (Harris, 1997; Peterson, 1997). The law advances President Clinton's 1996 pledge to double the number of foster children who are adopted or otherwise placed in permanent homes by the year 2002 (Katz, 1997).

This act amends the 1980 Child Welfare Act (PL 96-272) which required states to make “reasonable efforts” to reunite a child’s biological family before the child could be permanently adopted (Katz, 1997). In contrast, the Adoption and Safe Families Act places more emphasis on protecting children’s safety than on reuniting them with their troubled families. To this end, the Act stipulates that children in foster care be reunited with their families ONLY if it satisfies the children’s safety and health needs (Harris, 1997; Katz, 1997).

Major Provisions

The law’s major provisions include:

- Reaffirming the importance of making reasonable efforts to preserve and reunify families while stressing that in fulfilling the “reasonable efforts” requirements of family preservation and reunification, the paramount concern shall be the health and safety of the child. The law clarifies that states are not required to make such efforts when they jeopardize a child’s safety. States no longer have to make “reasonable efforts” to reunite families under the following circumstances: (a) if a court has determined that the child has been subjected to aggravated circumstances such as abandonment, torture, chronic abuse, or sexual abuse; (b) if a parent has committed murder or voluntary manslaughter of another child or the parent; (c) if a parent has aided or abetted, attempted, conspired, or solicited to commit murder or voluntary manslaughter; (d) if a parent has committed a felony assault that resulted in serious bodily injury to the child or another child of the parent; or (e) if parental rights to a sibling of the child have been involuntarily terminated (U.S. DHHS, 1998).
- Promoting the timely adoption of children who cannot safely return to their homes. The Adoption and Safe Families Act speeds up the adoption process by shortening the time for making permanency

decisions and establishes a time frame for beginning proceedings to terminate parental rights (U.S. DHHS, 1998). The legislation establishes fast-track adoption procedures for severely abused children by requiring a decision on the child's permanent home within 30 days. States are required to automatically begin adoption proceedings for children who have been in foster care for at least 15 of the last 22 months (Harris, 1997; U.S. DHHS, 1998). However, there are exceptions to these time limits when (1) the child is being cared for by a relative, (2) when the case plans documents that there are compelling reasons that this is not in the best interest of the child and (3) when the family has not received appropriate reunification services or compelling reasons exist why the termination of parental rights is not in the child's best interests (Harris, 1997). The legislation further encourages adoption by prohibiting states from postponing or denying a suitable out-of-state adoption in order to find an in-state placement (Katz, 1997). The requirement for more prompt permanency decisions heightens the importance of providing timely, quality, intensive services to allow agencies and courts to make informed decisions about parents' ability to protect and care for their children (U.S. DHHS, 1998).

- Permitting concurrent planning so that states can look for permanent adoptive homes at the same time they are making reasonable efforts to reunify the family (Harris, 1997).
- Further addressing safety issues by requiring states to run criminal record checks on prospective foster and adoptive parents (LEGISLATE Digest; Katz, 1997). Approval of applications is denied in cases of felony convictions of child abuse and neglect, spousal abuse, crimes against children, or violent crimes including rape, sexual assault, and homicide. Approval must also be denied when applicants

have felony convictions of physical assault, battery, or a drug-related offense within the past 5 years (U.S. DHHS, 1998).

- Changing the mandatory annual dispositional hearing for a child in foster care to an annual permanency planning hearing, and including the safety of the child in state case planning and review requirements (LEGI-SLATE Digest; U.S. DHHS, 1998).
- Providing adoption incentive grants to an incentive-eligible state that meets specified criteria (LEGI-SLATE Digest).
- Providing a financial incentive to get children out of foster care. Increased adoptions of children in foster care are encouraged by grants of \$4,000 for each safe adoption of a foster child and \$6,000 for each adoption of children with special needs, (e.g. severe physical, mental, or emotional disabilities) that exceed previous annual levels or, in the case of FY 98, the average of FY 95–97 (Katz, 1997). The legislation mandates that states provide health insurance coverage, either Medicaid or a comparable medical assistance program, for such children for whom there is an adoption assistance agreement and whom the state has determined cannot be placed with an adoptive parent or parents without medical assistance because the child has special needs for medical, mental health, or rehabilitative care (Katz, 1997; U.S. DHHS, 1998).
- Renaming the Family Preservation program (PL 103-66), created as part of the 1993 budget-reconciliation law, the Promoting Safe and Stable Families program. The legislation revises the program's mission so that it can be used to promote adoptions and to help reunify families for up to 15 months after a child is removed from his or her home (Katz, 1997).

The legislation emphasizes a results orientation to child welfare services using tools such as annual reports by the states, an adoption incentive payment to increase the number of adoptions, and the requirement that the DHHS establish additional performance-based financial incentives in child welfare. It further mandates that the DHHS provide technical assistance to reach targets for increased numbers of adoptions and alternative permanent placements for children in foster care (LEGI-SLATE Digest). It expands the availability of child welfare demonstration waivers to allow states greater flexibility to develop innovative strategies to achieve positive results (U.S. DHHS, 1998).

THE ILLINOIS OMNIBUS PERMANENCY INITIATIVE OF 1997

The Illinois Omnibus Permanency Initiative of 1997, comprised of Public Acts 90-27 and 90-28, is intended to make child safety paramount in every child welfare decision, to force key decisions to be made quickly, and to require action and heightened participation from parents, judges, lawyers, caseworkers, and others involved in the child's case (McDonald, 1998). The Illinois law is more prescriptive than the Adoption and Safe Families Act in several of its provisions.

The act's major provisions include:

- Requiring courts to warn parents that failure to cooperate with DCFS, abide by the service plan, or correct the conditions that resulted in their child's removal from the home may result in the termination of their parental rights (McDonald, 1998). "The courts shall admonish the parents that they must cooperate with DCFS, comply with the terms of their service plans, and correct the conditions that require the child to be in care, or risk termination of their parental rights" (PA 90-28).
- That judges must consider earlier termination of parental rights in cases where parental whereabouts are unknown or when parents who were served or notified of these proceedings are in default: "The court

may terminate the parental rights of a parent at the initial dispositional hearing.” “At the dispositional hearing the court shall consider whether it is appropriate for a motion to be filed to terminate parental rights and appoint a guardian with power to consent to adoption with regard to a parent: (a) whose identity still remains unknown, (b) whose whereabouts remain unknown, (c) who was found in default at the adjudicatory hearing and has not obtained an order setting aside the default. If a parent’s identity or whereabouts are unknown and a diligent inquiry for such parent has been made at any time within the preceding 12 months, no further inquiry is required to support notice by publication” (PA 90-27).

- Guidelines for the expedition of termination of parental rights:
“Provided that a ground for fitness under the Adoption Act can be met, it may be appropriate to expedite termination of parental rights: (a) when reasonable efforts are inappropriate or have been provided and were unsuccessful, and there are aggravating circumstances including, but not limited to, those cases in which (i) a child or a sibling of the child was abandoned, tortured, chronically abused or (ii) the parent is criminally convicted of (A) first-degree murder or second-degree murder of any child, (B) attempt or conspiracy to commit first-degree murder or second-degree murder of any child, (C) solicitation to commit murder, solicitation to commit murder for hire, or solicitation to commit second-degree murder of any child, or accountability for the first- or second-degree murder of any child, or (D) aggravated criminal sexual assault (iii) the parental rights of a parent with respect to a
- sibling of the child have been terminated, and (iv) in those extreme cases in which the parent’s incapacity to care for the child, combined with an extremely poor prognosis for treatment or rehabilitation, justifies expedited termination of parental rights” (PA 90-28).

- Eliminating long term foster care as a case goal and established the case goals of:
 - (A) The minor will be returned home by a specific date within 5 months.
 - (B) The minor will be in short-term care with a continued goal to return home within a period not to exceed one year, where the progress of the parent or parents is substantial giving particular consideration to the age and individual needs of the minor.
 - (B-1) The minor will be in short-term care with a continued goal to return home pending a status hearing. When the court finds that a parent has not made reasonable efforts or reasonable progress to date, the court shall identify what actions the parent and the Department must take in order to justify a finding of reasonable efforts or reasonable progress and shall set a status hearing to be held not earlier than 9 months from the date of adjudication nor later than 11 months from the date of adjudication during which the parent's progress will again be reviewed.
 - (C) The minor will be in substitute care pending court determination on termination of parental rights.
 - (D) Adoption, provided that parental rights have been terminated or relinquished.
 - (E) The guardianship of the minor will be transferred to an individual or couple on the permanent basis provided that goals (A) through (D) have been ruled out.
 - (F) The minor over age 12 will be in substitute care pending independence.
 - (G) The minor will be in substitute care because he or she cannot be provided for in a home environment due to developmental

disabilities or mental illness or because he or she is a danger to self or others, provided that goals (A) through (D) have been ruled out.

- Making clear that when a child's goal is other than returning home, the provision of further reunification services is not required. It further encourages the State's Attorney to proceed with the termination of parental rights or the seeking of parental guardianship for the child. "Where the court has selected a permanency goal of other than return home, DCFS shall not provide further reunification services, but shall provide services consistent with the goal selected" (PA 90-27). "At any time after the dispositional hearing where the Department believes that further reunification services would be ineffective, it may request a finding from the court that reasonable efforts are no longer appropriate. The Department is not required to provide further services after such a finding" (PA 90-27).
- Exerting and documenting "reasonable efforts" to reunify the family: "When a child is placed in foster care, the Department shall ensure and document that reasonable efforts were made to prevent or eliminate the need to remove the child from the home. DCFS must make reasonable efforts to reunify the family when temporary placement of the child occurs or must request a finding from the court that reasonable efforts are not appropriate or have been unsuccessful" (PA 90-28).
- Considering concurrent planning as soon as it becomes evident that the parent cannot or will not correct the conditions that resulted in the child's placement, especially when the prognosis for return home was poor at the onset. "At the time of placement, the Department shall consider concurrent planning so that permanency may occur at the earliest opportunity. This consideration shall be given so that if reunification fails or is delayed, the placement made is the best

available placement to provide permanency for the child” (PA 90-28).

This legislation recognizes that the best interests of the child require that the child be placed in the most permanent living arrangement as soon as practically possible. “To achieve this goal the legislature directs DCFS to conduct concurrent planning so that permanency may occur at the earliest opportunity” (PA 90-28).

- Requiring that the first permanency hearing be held within 12 months from the date the child entered foster care. “The initial hearing shall be held within 12 months from the date temporary custody was taken” (PA 90-27). The Act empowers judges to establish the permanency goal for the child and requires frequent reviews to examine the family’s progress.
- Requiring that reasonable progress toward (1) correcting the conditions that led to the removal of the child, (2) the return of the child, or (3) risking termination of parental rights must be made within 9 months subsequent to adjudication. “For the purposes of this Act ‘failure to make reasonable progress toward the return of the child to the parent includes the parent’s failure to substantially fulfill his or her obligations under and correct the conditions that brought the child into care within 9 months after adjudication’” (PA 90-27).
- Clarifying that the abandonment of a newborn infant in a hospital or other setting constitutes grounds for the termination of parental rights. Also, in terms of children in DCFS custody, repeated incarceration of a parent for criminal convictions that prevents the discharging of parental responsibilities or an incarcerated parent’s lack of interest in the child may be grounds for termination of parental rights. The term “unfit person” means: “The child is in the temporary custody or guardianship of DCFS, the parent is incarcerated as a result of criminal

conviction at the time the petition or motion for termination of parental rights is filed, prior to incarceration the parent had little or no contact with the child or provided little or no support for the child, and the parent's incarceration will prevent the parent from discharging his or her parental responsibilities for the child for a period in excess of 2 years after the filing of the petition or motion for termination of parental rights" (PA 90-28).

- That the guardian ad litem is to have one face-to-face interview with the child and one contact with the current foster parent before adjudication, "again before the first permanency hearing, and then at least once each year afterward" (McDonald, 1998). "The guardian ad litem or an agent of the guardian ad litem shall have a minimum of one in-person contact with the minor and one contact with one of the current foster parents or caregivers prior to the adjudicatory hearing, and at least one additional in-person contact with the child and one contact with one of the current foster parents or caregivers after the adjudicatory hearing but prior to the first permanency hearing and one additional in-person contact with the child and one contact with one of the current foster parents or caregivers each subsequent year. For good cause shown, the judge may excuse the face-to-face interviews required in this subsection" (PA 90-27).
- That when the goal of returning home is recommended, an aftercare plan must be developed and presented to the judge. It provides that the court may order physical examinations by a licensed physician at
- periodic intervals when a child is returned home. "When the court orders a child restored to the custody of the parent or parents the court shall order the parent or parents to cooperate with DCFS and comply

with the terms of an aftercare plan, or risk the loss of custody of the child and the possible termination of parental rights” (PA 90-28).

- Allowing DCFS to issue waivers to current foster parents and relative caregivers who are providing a safe and stable home environment to allow them to continue to be caregivers despite previous criminal activity, if the activity had been disclosed and occurred more than 10 years ago (McDonald, 1998). “May issue or renew a license if (a) the criminal offense or offenses occurred more than 10 years prior to the effective date of this amendatory act of 1997; (b) the applicant had previously disclosed the conviction or convictions for the purposes of a background check; (c) after disclosure, the Department either placed a child in the home or the foster family home license was issued; (d) during the background check, the Department had assessed and waived the conviction in compliance with the existing statutes and rules in effect at the time of the waiver; and (e) the applicant has a history of providing a safe, stable home environment, and appears to be able to continue to provide a safe, stable home environment” (PA 90-28).

Chapter 2

ECOLOGY OF CHILD ABUSE AND NEGLECT

The Department of Children and Family Services responds to child abuse and neglect within a complex context of children, families, communities, and the larger society in the economically and socially diverse state of Illinois. To understand safety, permanency, and well-being outcomes for children who are victims of child abuse or neglect, it is important to understand this context. This chapter draws upon available data to briefly describe this context.

Research on the causes of child abuse and neglect has evolved from an individual focus to an interactive focus. In the 1960s, the focus was on individual parent and child characteristics. In the early 1970s, the emphasis on the causal factors of child maltreatment focused on the interactions between the child, parent, and their environment (National Research Council, 1993). More recent theories recognize the role of ecological factors in the development of a multicausal social interaction model. This model emphasizes viewing child maltreatment from a context larger than the individual pathology of a parent. Rather, child maltreatment is viewed in the context of family, community, and society (Garbarino, 1977).

Research involving factors that contribute to child abuse and neglect suggests that no single factor can explain the occurrence of maltreatment. However, several factors occurring at the same time can result in the abuse or neglect of a child (Wells, 1995). Factors occurring in various combinations that place children at risk include poverty, drug and alcohol abuse, parental personality characteristics, intergenerational transmission of abusive parenting, child characteristics, unemployment, high-risk neighborhoods, inadequate parenting knowledge, marital status, and stressful life events (National Research Council, 1993).

Child abuse and neglect in Illinois are as diverse and complex as the multicausal social interaction model indicates. Some of the factors that have placed Illinois children at high risk can be attributed to social and economic conditions including single-parent families, concentrated inner-city poverty, and chronic unemployment. The rampant spread of cocaine use in the past decade has been another important factor. The drug testing of infants at birth brought many substance-exposed infants (SEIs) into the child welfare system. In FY 86, 297 infants tested positive for intrauterine substance exposure; this number rose to 3,346 infants in FY 95 (Testa, 1996). Since FY 95 there has been a dramatic (43%) decrease in indicated reports of substance-exposed infants to only 1,914 cases in FY 98.

THE LOCAL CONTEXT

Child abuse and neglect occur within a family and a community. The diversity of families and communities in Illinois is another factor that makes developing a state response that balances child safety with the permanency of family relations difficult. Geographic diversity in a state that ranges from Rockford to Cairo and Chicago to East St. Louis is one dimension. In addition, social circumstances, such as poverty and female-headed households, which are frequently associated with higher levels of child abuse and neglect are unequally distributed across communities. One way to understand this diversity is to examine data for Child and Adolescent Local Area Networks (LANs), which are organized to respond to the needs of children and their families by providing community-based services. LANs are comprised of representatives from DCFS, private child welfare agencies, and community agencies. Illinois has 62 Child and Adolescent LANs.

Dramatic differences exist in the percentage of children living in poverty across communities in the state. Of all children in Illinois under the age of 18, 17% live in families with incomes below the federal poverty level. The variation

in child poverty rates outside of Cook County are illustrated by LAN 1 (the southern most LAN) with 29% of children living in poverty to LAN 6 (East St. Louis) with 51% and LAN 39 (Dupage County) with 3% of children living in poverty. Similar variations exists within Cook County with LAN 37A having a child poverty rate of 2% compared to LAN 76 with 73% of children living in poverty.

Numbers of female-headed households show similar differences. In Illinois, 17% of all households are headed by females. Outside of Cook County, LAN 1 has 14% of households headed by females, 51% in LAN 6 and LAN 39 has 3% of households headed by females. Both LAN 1 and LAN 6 have relatively high childhood poverty rates. However LAN 1 has a lower rate of female headed households suggesting different types of poverty in these areas. In Cook County, LAN 76 has 60% of households headed by females while LAN 37A has only 8%.

During FY 97, 13 children per 1,000 throughout Illinois were indicated victims of abuse or neglect (LAN Fact Book, 1999). LAN 1 has an abuse or neglect rate of 10 children per 1,000 in 1997 with LAN 6 and LAN 76 having a rate of 23/1,000. LAN 37A had a rate of 2 children per 1,000.

The rate of child abuse and neglect of 13 children per 1,000 may not represent the true rate at which abuse and neglect occurs in Illinois. Many people believe that a large number of cases of child abuse and neglect do not come to the attention of child protective services. For example, the Child Welfare League of America reports rates ranging from 2.3 children per 1,000 to 37.9 children per 1,000. They report a median of 12.6 children per 1,000 for the states included in their study (Petit & Curtis, 1997). In comparison, a large national study reports incidence rates of 23 children per 1,000 when using a rather stringent harm standard and 42 children per 1,000 when using an endangerment standard (Sedlak & Broadhurst, 1996).

Abuse and Neglect Reports: Investigations and Results

The Department seeks to fulfill its mandates of safety and permanency through the child protection and substitute care systems. The number of cases that a child welfare system works with impacts system design. For example, an administrator of an agency in a small community with 100 children may know the individual situations of these children and families, whereas an administrator of an agency that is responsible for 50,000 children must rely on resources other than personal knowledge to achieve safety and permanency. Changes in the volume of reports over time are also important in understanding agency responses.

For DCFS, the child protection function starts with calls to the State Central Register Hotline. The number of these calls increased each year between FY 90 and FY 95. In FY 90 there were 255,887 incoming calls (701 per day) (Table 2.1). The volume of calls reached an all-time high in FY 95 with 377,467 calls (1,034 per day). In FY 98, there were 339,649 incoming calls (930 per day).²

The number of calls or reports of child abuse and neglect is not the same as the number of children reported as suspected victims. For example, a particular child may be reported by more than one person, such as a teacher and a doctor, or the report may simply identify a family. Between FY 90 and FY 95, the number of Illinois children reported as victims of child abuse and neglect increased 35% from 103,421 children to 139,720 (Table 2.1). Since FY 95 this number has decreased by nearly 20% to 113,892 in FY 98.

² The volume and trend information in this section is from the Office of Quality Assurance, Illinois DCFS Executive Statistical Summary unless otherwise noted.

Table 2.1 Abuse and Neglect Reports: Investigations and Results

	FY 90	FY 95	FY 98
Number of calls reporting child abuse and neglect	255,887	377,467	339,649
Number of children reported as suspected victims of abuse or neglect	103,421	139,720	113,892
Number of children found to be abused or neglected	38,207	53,272	36,250
Number of indicated family reports	21,890	28,709	20,462
Number of children taken into protective custody	6,148	9,037	6,699

While it is difficult to make comparisons across states because of different reporting laws and systems, it is useful to place Illinois in a national perspective. The most recent statistics on the volume of abuse and neglect reports per 100 children in the population (1997) for five states, including Illinois, were:

Michigan	56.2	
California	52.2	
New York	52.0	
Illinois	39.3	
Texas	27.2	(CWLA, 1999)

In FY 98, investigations of the 113,892 child abuse and neglect allegations in Illinois resulted in 36,250 (31.8%) children being indicated as victims. That is, credible evidence was gathered that could cause a reasonable person to believe that a child had been abused or neglected. This compares to a total of 139,718 suspected child abuse and neglect reports with 53,272 (38%) indicated in FY 95. In FY 90, 103,421 suspected child abuse and neglect reports resulted in 38,207 indicated cases (36.9%) (Table 2.1). In 1996, the percent of reports that were substantiated ranged from a low of 11% in Kansas to a high of 61% in Connecticut. Illinois was near the national average of 35%, with 31% of all reports identifying abuse or neglect³ (Wang & Daro, 1997).

The epidemic use of alcohol and drugs by parents made substance-exposed infants one of the fastest growing categories of child abuse in Illinois. Recently this trend has reversed. The number of infants who tested positive for intrauterine substance exposure grew from 297 in FY 86 to 3,346 infants in FY 95. Since FY 95 the number of indicated substance-exposed infants dropped by 43%, to 1,914 children in FY 98.

³ This is based on data from 37 states.

When a child is judged to be in imminent danger of abuse or neglect, the Department, a law enforcement officer, or a physician can take the child into protective custody. The number of children taken into protective custody can be viewed as an indicator of the seriousness of abuse and neglect confronting children in the state. In FY 90, 6,148 children in Illinois were taken into protective custody (5.9% of all child reports). The number of children taken into protective custody reached a high of 9,037 children in FY 95 (6.5% of all child reports). In FY 98, 6,699 children were taken into protective custody (5.9% of all child reports) (Table 2.1).

Child deaths due to child abuse or neglect are another indicator of the severity of the problem. The rate of child abuse fatalities has increased nationally by 20% since 1985. At least three children die each day as a result of child abuse or neglect (Wang & Daro, 1997). The number of child deaths in Illinois resulting from abuse and neglect in FY 95 was 50. The number of child abuse or neglect fatalities in Illinois has declined for FY 98 to 33, with 2 child death cases still pending completion of investigation. Nationally, from 1990 to 1995 the child abuse fatality rate declined slightly, from 1.8 to 1.4 child deaths per 100,000 children in the population. In Illinois, the child death rate was much higher, at 2.4 per 100,000 children in 1990, increasing to 2.8 per 100,000 children in 1995.⁴ The New York child death rate was 1.9 per 100,000 in 1990, decreasing to 1.4 per 100,000 in 1995; the Texas child death rate was 2.3 per 100,000 in 1990, decreasing to 1.8 per 100,000 in 1995; and the child death rate in California was 1.0 per 100,000 in 1990, decreasing to 0.7 per 100,000 in 1995 (CWLA, 1997).

Clearly, the 1990s has been a decade of great change in abuse and neglect in Illinois and across the country. Illinois data on child abuse and neglect show

⁴ These rates are for all child deaths due to child abuse and neglect without regard to prior Department involvement.

that the percentage of indicated reports increases from 1990 to 1995 and subsequently decreased through 1998. Illinois is near the national average in the rate of reporting of child abuse and neglect and below the rates of other large states, except for the state of Texas. Illinois is about average in the percentage of reports that are determined to identify a child as a victim of abuse or neglect.

The DCFS Caseload

The dramatic increases in child abuse and neglect reporting together with the Department's response resulted in dramatic increases in the Department's caseload in the early to mid 1990s. The Department's caseload has substantially decreased since FY 95. The caseload consists of families with their children at home (intact) plus those with children in placement (non-intact). The total child and family caseload has decreased nearly 10% since FY 95 (Table 2.2). The number of intact family cases has decreased dramatically to 9,746. This is a 33% decline. The number of non-intact family cases has decreased by 7%.

Children in Placement with the Department

The decades of the 1980s and 1990s were times of nationwide growth in the number of children in substitute care. In Illinois, the period from 1985 to 1995 was a time of unprecedented growth in the number of children in the care and custody of the Department. One key to understanding the current substitute care population in Illinois is the changes that have occurred in the Department's use of home-of-relative placements, which is the largest category of out-of-home placements for Illinois children.

Home-of-relative care in Illinois. Kinship care was a placement option long before the creation of the Department of Children and Family Services in 1964. The courts were always able to assign children to the custody and guardianship of

Table 2.2 Caseload Changes Since FY 95

	FY 95	FY 97	FY 98	% Change FY 95 to 98
Total child and family caseload	66,438	67,926	59,861	-9.9%
Number of intact family cases	14,565	12,350	9,746	-33.1%
Number of non-intact family cases	18,171	18,563	16,941	-6.8%
Number of children in substitute care	47,862	51,331	47,029	-1.7%
Number of children in kinship care	27,071	29,124	24,775	-8.5%

their relatives. With the establishment of DCFS, the courts began to grant custody and guardianship to the Department, which would then determine whether the relative placement was in the child's best interest. Until 1977, the children placed in kinship care accounted for no more than 15% of all children in the Department's custody (Testa, 1997).

However, kinship care in Illinois began to change because of a State Supreme Court decision (*Youakim v. Miller*, 1974) and a United States Supreme Court decision (*Miller v. Youakim*, 1977). This ruling resulted in the Department extending full monthly boarding payments to all kinship caregivers regardless of whether they became licensed or not, the most generous relative care payment policy in the nation (Testa, 1996).

In the mid-1980s, the Department further established separate and less stringent approval standards for certifying kinship homes as foster family homes. Two other administrative changes helped to expand the home-of-relative program: (1) the Thorton decision, which required DCFS to take custody of children who had been left with relatives by absent parents; and (2) a ruling by the Cook County Juvenile Court that effectively stopped guardianship as one path out of care (Testa, Shook, Cohen, Woods, 1996).

A dramatic increase in the number of children in kinship care followed these events. Between 1986 and 1991, the number of children in kinship care rose from 3,718 to 10,477. This is an annual rate increase of 23%. At the same time there was only a 6% increase in the number of children in non-relative care (Testa, 1996). In June of 1994, kinship care made up 55% of the placement of children in the custody of the Department (Testa, 1997). The number of children in kinship care reached 27,071 in FY 95 (Testa, 1996). According to the Child Welfare League of America, Illinois had the highest rate of kinship care in the country. Illinois had 8.8 children per 1,000 in kinship care where the median for the 39 states reporting was 1.1 child per 1,000 (Petit & Curtis, 1997).

In July of 1995 the Department implemented reforms in the home-of-relative program. First, the Department stopped taking into custody those children in relative care arrangements with no protective need. It offered these families support services to address financial and legal problems that might threaten the living arrangement. Second, the Department implemented a single foster home licensing system that eliminated the separate approval process for relatives. The Department continues to place children in unlicensed kinship care if the home passes basic safety and criminal checks. Children in these placements are supported by a level of payment that the state says is needed to maintain “a livelihood compatible with health and well-being.” This is a rate 150% higher than rates currently paid under the state’s Temporary Assistance to Needy Families program (Testa, 1997). Since FY 95 the number of children in home-of-relative placement has decreased by 8.5% to 24,775 (Table 2.2).

THE NATIONAL PERSPECTIVE

The Multistate Foster Care Data Archive is a project of The Chapin Hall Center for Children that provides a broader context in which to understand the growth in the substitute care population. This database was built from the computerized case records that state agencies use to track children living in child welfare placements. Six states participate in this research: Illinois, California, Michigan, Missouri, New York, and Texas. Almost half of the United States foster care population resides in these states (Wulczyn, Harden, & Goerge, nd). The combined six-state caseload more than doubled between 1983 and 1994.

This change reflects double-digit average annual growth rates and cumulative growth of 147% over 12 years . . . In Michigan, which shows the slowest overall increase, the caseload still grew by 65% during this time. California’s foster care population is not only the

largest, but with 163% cumulative increase, is also the second-fastest growing, after Illinois at 232% . . . Most of New York’s growth occurred in a single 3-year period from 1987 through 1989, when the caseload increased by a total of 103%. Since 1991, this trend has reversed, showing a 10% decrease. The brief period of hypergrowth experienced in New York is not an isolated occurrence. This trend was echoed to a lesser extent in California during the same years, and sustained rapid growth also is seen during the most recent period in Illinois, where that caseload more than doubled in the 4 years from 1991 through 1994. (pp. 7–8).

The substitute care placements in Illinois consist of children who are placed in foster care, relative care, institutional care, group-home care, and independent living. The total number of children in substitute care in FY 98 was 47,029. From FY 95 through FY 97 the substitute care population decreased by 1.7% (Table 2.2).

The prevalence rates, which express how many children are in substitute care per 1,000 children in a state’s overall population, have increased in the United States from 3.9 in 1962 to 6.5 in 1994. The 1995 rate for Illinois of 17.1 was the highest in the country. The five state rates in 1990 and 1995 were:

	1990	1995
Illinois	7.0	17.1
New York	14.9	11.2
California	10.3	8.1
Michigan	3.7	5.6
Texas	1.4	2.9 (CWLA, 1996)

Between FY 90 and FY 97, the number of children placed in group homes and institutional care increased 47% in Illinois, from 2,845 children to 4,173 children. In Illinois, only 1.4% of children in substitute care are placed in group homes. California places 23% of its foster care population in group homes; New York places 14%; Michigan places .03%; and Texas places 1.6% of its foster care

population in group homes (CWLA, 1996). Children residing in residential treatment were placed at the rate of 1.1 child per 1,000 in Illinois.

Changes in Age and Race Breakdown of Children in Care

One of the most notable changes in the characteristics of children entering the foster care system in the middle to late 1980s was the increase in the number of infants admitted into care. During the years between 1983 and 1986, only 16% of first admissions into foster care were of children younger than 1 year of age. From 1987 through 1989, 23% of first admissions into foster care were children under the age of 1 year, and from 1990 to 1992, the figure was 24% (Wulczyn, Harden, & Goerge, nd).

The racial breakdown of children in care has also changed. African American children comprise only 15% of the children in the general population in the United States, yet they represent 52% of the children in out-of-home care. Approximately 19% of the child population in Illinois is African American. The percentage of children in substitute care in Illinois who are African American has increased from 66% in FY 90 to almost 78% in FY 97. Approximately 13% of the child population in Illinois is Hispanic. The percentage of children in substitute care in Illinois who are Hispanic has remained stable at around 4% from FY 90 to FY 97. The percentage of children in substitute care in Illinois who are Caucasian has decreased from 28% in FY 90 to 16% in FY 97. Illinois has five times as many children of color as Caucasian children in foster care. The percentages of children who are in substitute care in the five states and who are African American are:

Illinois	78%	
New York	65%	
Michigan	58%	
California	36%	
Texas	35%	(CWLA, 1996)

The dramatic changes, first increasing and then decreasing, that have occurred in Illinois in the number of abuse and neglect reports, in caseloads, in the substitute care population, and in the use of kinship placements present a formidable challenge for the state. Responding to these changes to assure the safety of children and, at the same time, to provide permanent homes is a large and complex task for the Department. With the lives and well-being of children and families at stake, the Department's successful meeting of these challenges is critical.

Chapter 3

CHILD SAFETY OUTCOMES

Child safety is assessed through indications of abuse or neglect subsequent to involvement with the Department of Children and Family Services. In spite of the difficulties with this measure, it remains a useful indicator for managing or assessing large public child welfare systems. There are two general categories of child safety outcomes:

1. Abuse or neglect subsequent to Department involvement and before the case is closed.
2. Abuse or neglect after the case is closed but within a specified period of time such as 6 months.

Indicators for abuse or neglect after the case is closed have not yet been developed. Consequently this chapter only reports on the first category and analyzes it from a variety of perspectives.

Outcome results need to be interpreted in light of other factors including characteristics of communities, families, and children. For example, children who come to the attention of the Department from poor neighborhoods for reasons of neglect present very different challenges compared to children who live in rural areas and are victims of sexual abuse. The community's role in identifying potential victims, as well as the role of the local police and court system, is important in understanding which children come to the attention of the Department.

In addition, understanding child safety outcomes requires linking these results to actions of the Department and others involved in child protection such as the court. This includes the ways in which workers implement state law and

Department policy, the services that are available, and the reactions of the children to these services including placement out of the home.

This chapter reports on child safety for children in “intact family” cases, child cases, and by child living arrangements. For purposes of comparison, results are reported by fiscal year for the last 5 years. As mentioned in the previous section of this report, little data exist to provide comparisons between states. However, when possible, these comparisons are included.

Safety outcome data come from the DCFS integrated database maintained by The Chapin Hall Center for Children at the University of Chicago, which contains data from the Department’s administrative information systems and is updated quarterly. The child abuse and neglect information system known as CANTS is combined with the child placement information systems (MARS/CYCIS) to yield safety results. Operational definitions for the safety indicators were developed with the staff of the Department and The Chapin Hall Center for Children and are included in the appendix of this report.

ABUSE OR NEGLECT SUBSEQUENT TO DEPARTMENT INVOLVEMENT: INTACT FAMILY AND CHILD CASES

Most children come to the attention of the Department through reports of abuse or neglect. When a worker finds reason to believe that a caretaker has abused or neglected a child, a report is indicated. Some reports are indicated but no case is opened because the child is judged to be safe. Frequently, in these situations the family is referred to local service providers for assistance. Some reports are indicated by workers, the child is judged to be safe, and the worker opens a family case to provide services to the family as a whole. These are called “intact family” cases. In still other cases, abuse or neglect is indicated and concerns for the child’s safety result in opening a child case and out-of-home placement.

A complete set of safety indicators includes all situations where the Department becomes involved with a child because of an abuse or neglect report. For a variety of reasons it is not yet possible to report a complete set of safety results. Center staff continue to expand child safety reporting indicators and over time expect to produce safety results for all children subsequent to Department involvement.

Abuse or Neglect for Children of Intact Families

This is a new safety category since the first report. The Department uses the term “intact family” to describe those situations where a family case is open and none of the children associated with the family are placed outside of the home. Since the Department does not have an indicator for intact families in the information system, it is difficult to compute safety results for this group of children. Analysis requires identifying intact families in the database through a process of elimination: first families with children in placement at the time as family case opening are eliminated, then to find the number of children in these intact families, clients over the age of 18 and married teens over the age of 16 who did not have an open child case are eliminated.

The Center contracted with the American Humane Association (AHA) to conduct a special study of safety in intact families and to assist in the development of relevant safety indicators. The American Humane Association was selected for this work because of its experience and expertise in working with large complex data systems and their previous experience conducting the safety analysis included in the Center’s first outcome report.

Indicator: Percent of children with an indicated report in a case that opened as an intact family case within 30, 180, and 300 days.

The safety indicator for children in intact families is the percent of children with an indicated report after the case opened as an intact family case. Table 3.1 includes the number of children in family cases with an indicated report

within 30 days, 180 days, and 1 year of case opening. For children in new family cases that opened intact, the rate of abuse or neglect within 30 days declined from 2.3% for FY 94 to 1.8% in FY 96 and remaining stable for the last two fiscal years at 1.9%. The rate within 180 days was highest for FY 95 at 8.7% and declined to 6.5% in FY 96 with the last two years at 6.2% and 6.9%. The rate of abuse or neglect for these children was highest in FY 94 at 11.9% and has fallen to a low of 8.5% in FY 97. The rate for FY 98 is similar at 8.7%. It should be noted that the largest number of children with indicated reports of abuse or neglect in these family situations for all three time periods was FY 95. This number has decreased each year in each category. The percentages are affected by a similar drop in the number of children in family cases opening intact. In FY 95 there were over 31,000 children in these families. In FY 98 this dropped to a few more than 17,065.

The national context. Although the rate of indicated reports for children in intact families has decreased rather dramatically over the last 5 years, there may be reason to be concerned with the magnitude of the rate. However, the data that is available to use as a basis of comparison is limited. In a national study of recurrence of maltreatment, Fluke, Yuan, and Edwards (1998) report recurrence rates for 10 states including Illinois. Using data for 1994 and 1995, they found a recurrence rate of 15% in 6 months and 20% for 12 months. The rate for Illinois was 16% for 6 months and 21% for a 12-month period. It is important to note that these rates are for substantiated (indicated) abuse or neglect subsequent to a first substantiated abuse or neglect report. This includes all subsequent abuse or neglect regardless of whether a case was opened, whether services were provided to a child or family, or a child was placed out-of-home.

In addition, comparing this abuse rate to that of the general population would be helpful. The rate of indicated abuse or neglect for all children in Illinois is, however, not known. It is commonly thought that only a small percentage of children who are abused or neglected actually come to the attention of child

protective systems. The Third National Incidence Study of Child Abuse and Neglect (NCCAN, 1996) reported that child protective service systems investigated less than one-half of the children recognized by any source. This study reports incidence rates ranging from 2.3% to 4.2% of all children. Using state child protective services reporting systems, the Child Welfare League of America (CWLA, 1997) reports abuse and neglect rates ranging from 2.3% (abuse only) to 3.8%, with a median across states of 2.3%. While these two sets of estimates are not strictly comparable, they provide a range of child abuse and neglect incident rates.

Although the abuse and neglect rates reported for children in intact families in more recent years are within the American Humane Association's 1-year rate for the 10 states, the abuse rate for children in intact families and the AHA rate are both above the national incidence rate reported by the CWLA. While it is not possible to reconcile these differences, it is likely that intact families are a special population where children are at more risk of abuse or neglect since most of these families have been the subject of a previous indicated report of abuse or neglect. Also, since the Department is working closely with these families, they are under closer surveillance and subsequent abuse or neglect is more likely to be identified.

Children in Home of Parent Placements

Children in intact family cases are living at home with their parents and are not in the custody of the Department. There are also children in the custody of the Department who are living with their parents. These are known as home of parent placements. These placements occur either when a child case is opened and the child remains at home or when a child is returned home pending case closure.

The number of children in home of parent placements at case opening ranged from a low of 6,668 (FY 98) to a high of 7,608 (FY 96) for the five years

of this report. The rate of indicated reports of abuse or neglect for these five years ranged from a high of 6.1% for FY 95 to a low of 5.2% for FY 96. Except for FY 95 the rate was very stable ranging from 5.2% to 5.5% of children in home of parent placements. These simple percentages underestimate the rate of abuse or neglect because they do not account for the length of time a child is in the home of parent placement.

A child with an indicated report who has been in the Department's care for 1 month is counted in the same way as a child with an indicated report who has been in care for 11 months. As a result, attention to developing safety indicators that take time in care into consideration has been increasing (Lowman, Kotch, Jong, Browne, 1998). Center staff consulted with the Illinois Statistics Office of the University of Illinois at Urbana-Champaign to assist with refining the safety indicators to account for time in care. Doug Simpson, Peter Imrey, Olga Geling, and Susan Butkus (1998) demonstrated that the simple percentage typically used in reporting safety results under represents the true rate of abuse and neglect and suggested a rate that accounts for time in care. This rate involves taking into consideration the average number of days in care for all the children that have been in the care of the Department during a given time period. The result is an abuse and neglect rate per 100 child-years rather than per 100 children. The average duration of home of parent placements ranged from 175 days to 182 days or about six months over the five fiscal years examined. Adjusting the rate of indicated reports of abuse or neglect for time in care produces a rate based upon 100 children in home of parent placements for one year. For FY 95 this rate was 12.4/100 child years. The lowest rate was 10.5/100 child years for FY 94 and FY 97. The rate for FY 98 was 11.0/100 child years.

Abuse or Neglect for Children Subsequent to the Department Opening a Child Case

When a worker judges that safety concern requires opening a child case, the child is frequently placed outside of the home. The child may be placed with a relative, a foster family, or some special placement such as a group home. Safety results for children in substitute care are presented here as an indicator of abuse or neglect subsequent to a child case being opened. Results are also presented by type of placement.

Indicator: Percent and rate per 100 child-years of children with an indicated report subsequent to the Department opening a child case and placing the child in substitute care.

Three decision rules were implemented in the construction of rates for this indicator. The first rule establishes that the Department is responsible for a case if that case is open 7 days or longer. In some situations, a worker believes that a child is in danger, opens a case, and may take protective custody of the child. However, subsequent examination of the situation reverses this decision. This decision rule eliminates these situations. The rule may also eliminate some cases that should be counted, but the number of these cases is thought to be very small.

The second decision rule counts an indicated report for a child placement when it occurs 7 or more days after the start of a placement. The Department's child abuse and neglect information system does not record the date of the abuse or neglect incident but only the date of the report. This limits the ability to link an indicated report of abuse or neglect to other dates such as the date of case opening or the date a child placement starts. The second decision rule makes it more likely that the indicator include those incidents that occur after a placement begins. The third rule only counts a child placement if it lasts at least 7 days. There are a variety of reasons for short-term placements, including normal hospital procedures.

Results from this analysis must be interpreted carefully. This indicator includes all indicated reports of abuse or neglect after Department involvement without regard to perpetrator and may not reflect actions of the Department. For example, in some cases, the perpetrator of the abuse may be someone other than the caretaker of the child who had access to the child in a normal community environment. In other cases, the perpetrator may be the caretaker with whom the Department placed the child. Whereas the latter situation is the responsibility of the Department, the former may not be. However, this indicator provides a base rate that can be used to compare results over time. Limited analysis by perpetrator of the abuse or neglect is presented in this report.

The rate of abuse for children in substitute care for the last 5 fiscal years is shown in Table 3.2. The percent of indicated reports of abuse and neglect ranges from 2.5% for FY 94 to 2.6% for FY 96 and 1.9% in FY 98. These simple percentages do not take into account the time a child has been in care in each fiscal year.

Rates of abuse and neglect subsequent to Department involvement adjusted for time in care are shown in Table 3.3. The mean duration or average number of days in care for children that have been in care of the Department is included in this table. These rates appear to be slightly higher than the simple percentages and range from 3.0 per 100 child-years for FY 94 to 2.8 per 100 child-years for FY 96 and 2.0 per 100 child-years for FY 98.

Table 3.2 Indicated Reports of Abuse or Neglect of Children in Substitute Care (fiscal years 94–98)

	Total children served during the fiscal year^a	Total children with at least one indicated report^b	Percentage of children with indicated reports
FY 94	43,696	1,103	2.5%
FY 95	51,050	1,552	3.0%
FY 96	53,810	1,379	2.6%
FY 97	54,634	1,449	2.7%
FY 98	52,358	974	1.9%

^aThis is the number of children whose cases were open during the fiscal year for 7 or more days.

^bThis is the number of children with indicated reports of abuse or neglect occurring 7 or more days after the start of the child’s placement.

Table 3.3 Indicated Reports of Abuse or Neglect of Children in Substitute Care (fiscal years 94–98)

	Total children serviced during the fiscal year^a	Total children with at least one indicated report^b	Mean duration (days/child)	Reports per 100 child-years
FY 94	43,696	1,103	312.2	3.0
FY 95	51,050	1,552	321.3	3.5
FY 96	53,810	1,379	334.8	2.8
FY 97	54,634	1,449	341.0	2.8
FY 98	52,358	974	341.1	2.0

^aThis is the number of children whose cases were open during the fiscal year for 7 or more days.

^bThis is the number of children with indicated reports of abuse or neglect occurring 7 or more days after the start of the child's placement.

The national context. In addition to comparisons over time, comparisons of these safety results to other reports and to other states are desirable. However little comparable data exists. The Department has reported the percent of wards who were indicated victims of abuse or neglect while under the Department's supervision. These reports reveal that 1.7% of wards were indicated victims of abuse or neglect in FY 94, 1.4% in FY 95, and 1.2% in FY 96. For these 3 fiscal years the Department examined each case record of a child in the Department's custody with an indicated report of abuse or neglect. These rates are not directly comparable to the rates reported here. In part, this is because the Department uses as a base the number of children in custody at any point in time during the year, whereas this report uses the total number of children ever in Department custody during a given fiscal year.

A study conducted in Indiana reported on abuse and neglect for children in placement. Spencer and Knudsen (1992) used Indiana Department of Public Welfare data on substantiated/indicated reports of physical and sexual abuse and various forms of neglect for foster homes, residential homes, state institutions, and hospitals as well as schools, daycare homes, and centers. The authors combined these data for the 1984 through 1990 fiscal years to create weighted averages of the number of substantiated/indicated cases per year for physical and sexual abuse. A rate of maltreatment was also computed on the basis of the number of cases per 100 children at risk. This study reports a rate of abuse or neglect of 1.7 per 100 children in foster homes, 12.0 per 100 children in residential care, .9 per 100 children in state institutions, and 1.6 per 100 children in hospitals and other placements.

In Illinois, evaluation of the Child Endangerment Risk Assessment Protocol (CERAP) suggests that this effort may be linked to decreases in abuse rates. CERAP is a safety assessment system that Department workers use to identify a situation that would likely lead to immediate moderate or severe

maltreatment of the child. In the event that the safety of a child is a concern, staff are to devise and implement a safety plan that will prevent further harm.

A records review of implementation of CERAP found that:

- 93% of intact family cases with an alleged report of abuse or neglect had a CERAP completed during the investigation.
- 90% of substitute care cases and 81% of intact family cases had a CERAP completed when a child's safety appeared to be in jeopardy.
- 87% of substitute care cases had a CERAP completed prior to closing the case.
- Completion rates at other milestones were lower, usually between 50–60%.
- Recurrence of child abuse and neglect in the 60 days after a child's first report decreased by 28.6%.
- When taken together, the factors that were most predictive of a second indicated report of abuse or neglect within 60 days were: no CERAP completed, prior indicated reports on perpetrators, more than four family problems, and no services provided during the first 60 days after case opening (Fuller & Wells, 1998).

Conclusions. Although the rates and patterns between years reported here and those in the last outcome report are similar, direct comparison reveals some differences. One reason for differences in the data is continual refinement of the safety indicators operational definitions. The initial safety analysis was conducted by the American Humane Association under a subcontract with the Center. Their method of analysis was then adopted by the Center; in the process of applying the American Humane Association method of analysis, some refinements in the definitions were made. A second reason for changes in the

results reflects the nature of the database from which these results are computed: it is dynamic. It is updated daily. New cases are added and data representing old cases are corrected. These changes occur particularly among cases opened in the period 6 to 12 months prior to the quarterly updated data files received by the Center.

The apparently low rates of indicated reports and the improvement in recent years in this indicator are encouraging. However, 5 years of statewide results do not provide a sufficient amount of data to establish benchmarks for the purposes of comparison. Nor are comparable data from the other large child welfare systems available for comparison. Additional work is required to develop additional safety indicators and establish targets or baselines for this indicator.

ABUSE OR NEGLECT AFTER DEPARTMENT INVOLVEMENT AND BEFORE THE CASE IS CLOSED: BY TYPE OF PLACEMENT

Placement Type

Table 3.4 displays the indicated abuse percentages (not adjusted for time in care) for the major types of out-of-home placements. The largest number of children under the care of the Department are placed in the home of a relative. The rates of indicated reports for these children range from 1.9% for FY 94 to 1.8% for FY 96 and 1.3% for FY 98. These rates appear to be declining since FY 95 and are among the lowest for all out-of-home placements.

The next largest number of children are living in family foster homes. The rates of indicated abuse or neglect for these children range from 2.2% in FY 94 to 2.7% for FY 96 and 1.8% in FY 98. The third largest number of children are placed in specialized foster care. Indicated reports for these children range from 2.2% in FY 94 to 2.0% for FY 96 and 1.5% for FY 98. There appears to be decreasing rate of abuse in these placements.

The fourth largest number of children are in institutional placements. The range of indicated reports for these children is from a high of 1.4% in FY 94 to 1.6% for FY 96 and 0.8% in FY 98.

The final two living arrangements are adoptive placements and group homes. The indicated abuse rate for adoptive placements is very small and stable ranging from 0.0% to 0.6%. Indicated reports for children in group homes range from 1.1% in FY 94 to 1.4% in FY 96 and 0.5% for FY 98.

Abuse or neglect rates adjusted for time in placement. Since the time children spend in placements can vary widely with the type of placement, it is important to examine the abuse or neglect rate for placement type adjusted for time (Table 3.5). This produces a rate per 100 child-years in placement, a different and more accurate representation of the safety of out-of-home placements. A more complete table that includes the mean duration in care for each placement type is included in the appendix.

The indicated abuse or neglect rate for children in home-of-relative placements ranges from 2.6/100 child-years in FY 94 to 2.3/100 child-years in FY 96 and 1.7/100 child-years in FY 98 (Table 3.5 and Figure 3.1). This rate has consistently decreased from its FY 95 high to the current rate.

The rate for children in family foster care ranges from a high of 3.8/100 child-years in FY 94 to 4.2/100 child-years in FY 96 and to a low of 2.7 /100 child-years in FY 98. Except for the most recent time period, this rate has been consistently about 4/100 child-years.

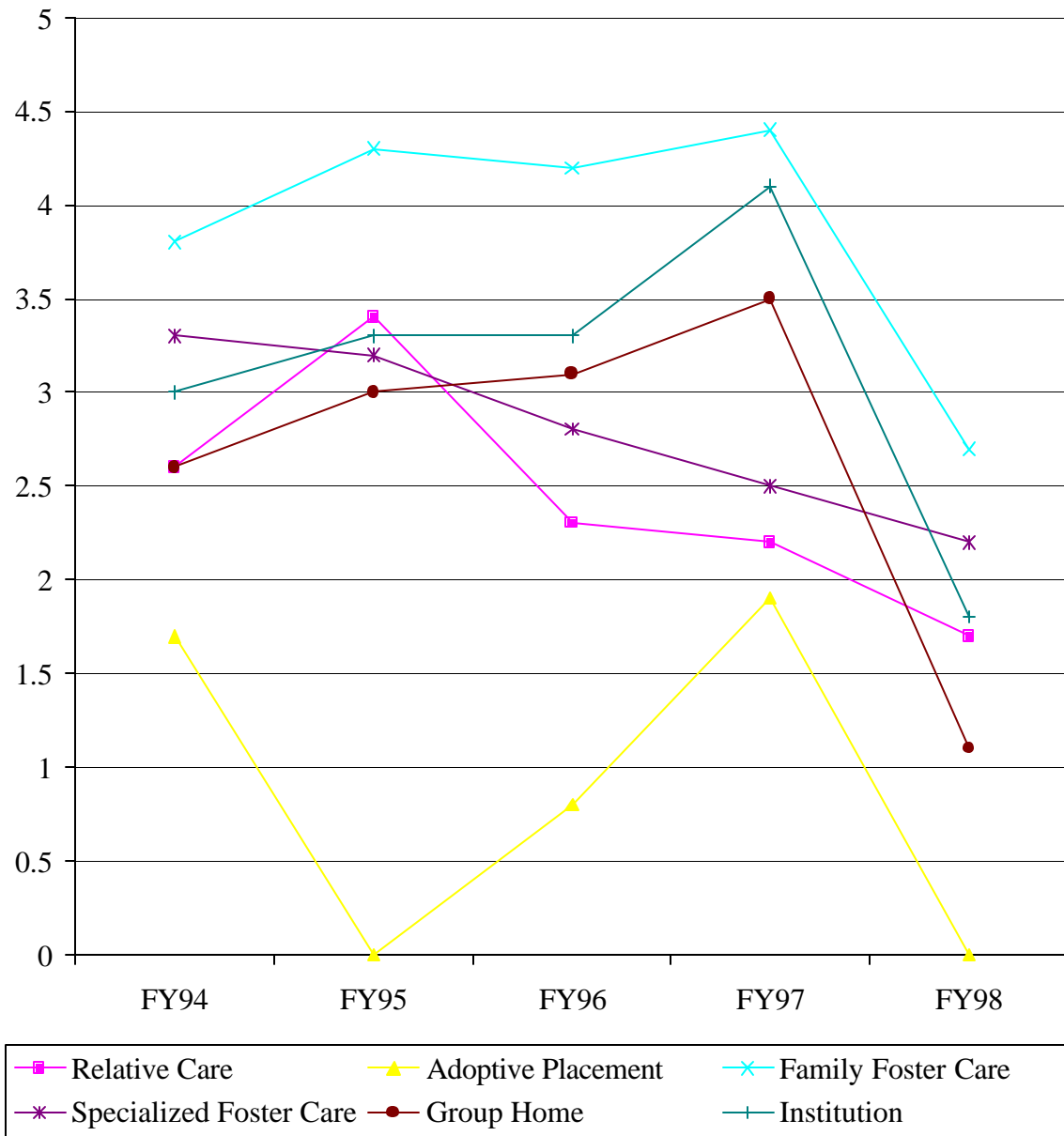
Table 3.5 Indicated Reports of Abuse or Neglect for Children in Department Custody (by living arrangement by fiscal year and 100 child-years)

	FY 94	FY 95	FY 96	FY 97	FY 98
Living arrangement ^a	Rate per 100 Child-Years	Rate per 100 Child-Years	Rate per 100 Child-Years	Rate per 100 Child-Years	Rate per 100 Child-Years
Relative care	2.6	3.4	2.3	2.2	1.7
Adoptive placement	1.7	0.0	0.8	1.9	0.0
Family foster care	3.8	4.3	4.2	4.4	2.7
Specialized foster care	3.3	3.2	2.8	2.5	2.2
Group home	2.6	3.0	3.1	3.5	1.1
Institution	3.0	3.3	3.3	4.1	1.8

Note: Number of indicated reports per 100 children in placement for one full year.

^aLiving arrangement is operationally defined in the appendix of this report.

Figure 3.1 Indicated Reports of Abuse or Neglect for Children in Department Custody (by living arrangement by fiscal year and 100 child-years).



The rate for children placed in specialized foster care ranges from a high of 3.3/100 child-years in FY 94 to a low of 2.2/100 child-years for FY 98. This rate has been declining over the last five years.

The rate for children in institutional placements ranges from 3.0/100 child-years for FY 94 to 3.3/100 child-years in FY 96 to 1.8/100 child-years for FY 98. This rate increased from FY 94 to 4.1/100 child-years in FY 97 before dropping to its low point for FY 98.

Children in group homes experienced abuse or neglect at a rate ranging from 2.6/100 child-years in FY 94 to 3.1/100 child-years in FY 96 and 1.1/100 child-years for FY 98. Except for the current time period, this rate has been stable at nearly 3/100 child-years.

Finally, children placed in the home of an adoptive parent experience the lowest rate of indicated abuse or neglect: from 1.7/100 child-years in FY 94 to 0.8/100 child-years in FY 96 and 0/100 child-years in FY 98.

Abuse or Neglect by Perpetrator Relationship and Type of Placement

The database provides only a report date and not a date that the abuse or neglect occurred. Therefore, it is not possible to determine exactly when an abuse or neglect incident occurred. It is believed that some indicated reports of abuse in a placement are historical and did not occur during that placement. For example, a child placed in a foster home may tell a foster parent about an abuse incident that occurred while the child was living at home. Since the foster parent is required to report this to DCFS and the report date is recorded, the database suggests that the abuse occurred in the foster home. For this reason, additional analysis was conducted to examine the relationship of the abuser to the child using the caseworkers' recording of the perpetrator of abuse.

For all out-of-home placements, 22% of perpetrators of indicated reports in this time period are identified as natural parents (Table 3.6). It is not possible to determine which of these reports are retrospective and which are incidents

occurring while the parent had access to the child. However, it is likely that some are historical and did not occur during the indicated placement.

For the home-of-relative category, 22% of perpetrators are identified as natural parents. Another 25% of the perpetrators are identified as relatives with an additional 39% identified as foster parents. It is likely that those identified by workers as foster parents are actually relative caregivers.

For family foster care, where historical reports are of greatest concern, 23% of perpetrators are identified as natural parents. Foster parents are identified as perpetrators in 34% of these situations. Group homes have the lowest percentage of parents identified as the perpetrator (12%).

Table 3.7 provides the type of abuse or neglect for each placement type. These data show that sexual abuse accounted for a large number of abuse incidents in family foster care (32%), specialized foster care (39%), group homes (53%), and institutional placements (52%). It is not possible to determine which, if any, of these are reports of incidents prior to the placement, but it is likely that some of them are. It is often said that a previous incident of sexual abuse is most likely to be reported to a foster parent. Substantial risk of harm accounts for 35–39% of all incidents of abuse or neglect across placement types except for group homes and institutions which are 21% and 23% respectively.

Regional Analysis

Rates of indicated abuse and neglect reports by living arrangement for each of the six DCFS administrative regions are presented in the appendix. The mass of data makes it difficult to draw comparisons from these tables. These tables contain data for five years, seven living arrangements, and six regions. In an attempt to present these data in a more comprehensible fashion, abuse and neglect rates are presented graphically by type of living arrangement for the four most common placements.

Figure 3.2 shows the indicated abuse and neglect rates per 100 child-years for children in relative care by region. Over the years these rates range from a little over 1 indicated report per 100 child-years to a little more than 5 per 100 child-years. Since these rates are standardized by length of time in placement during the year, comparisons among regions are more meaningful. For FY 94, FY 95, and FY 96, the Northern and Central Regions have higher rate of abuse and neglect of children in placement. The three Cook County Regions have similar rates while the three regions in the rest of the state have similar rates.

Figure 3.3 illustrates the abuse or neglect rates for children placed in family foster homes. Over the last 5 years these rates range from about 2 per 100 child-years to a little more than 7 per 100 child-years. For all but the most recent year the non-Cook regions show higher rates than the Cook Regions.

Rates of abuse or neglect for children in specialized foster care are shown in Figure 3.4. These rates range from a little more than 1 per 100 child-years to nearly 7 per 100 child-years. With a couple of exceptions the Cook regions seem to have lower abuse and neglect rates.

Rates of abuse or neglect for children in specialized foster care are shown in Figure 3.4. These rates range from a little more than 1 per 100 child-years to nearly 7 per 100 child-years. With a couple of exceptions the Cook regions seem to have lower abuse and neglect rates.

Rates of indicated abuse or neglect for children placed in institutions are shown in Figure 3.5. These rates range from about 1 per 100 child-years to a little more than 6 per 100 child-years. On a statewide basis these rates increased in FY 97. The regional analysis shows that this increase was attributed to the three

Figure 3.2 Rate Per 100 Child-Years of Abuse and Neglect in Home-of-Relative Placements by DCFS Region.

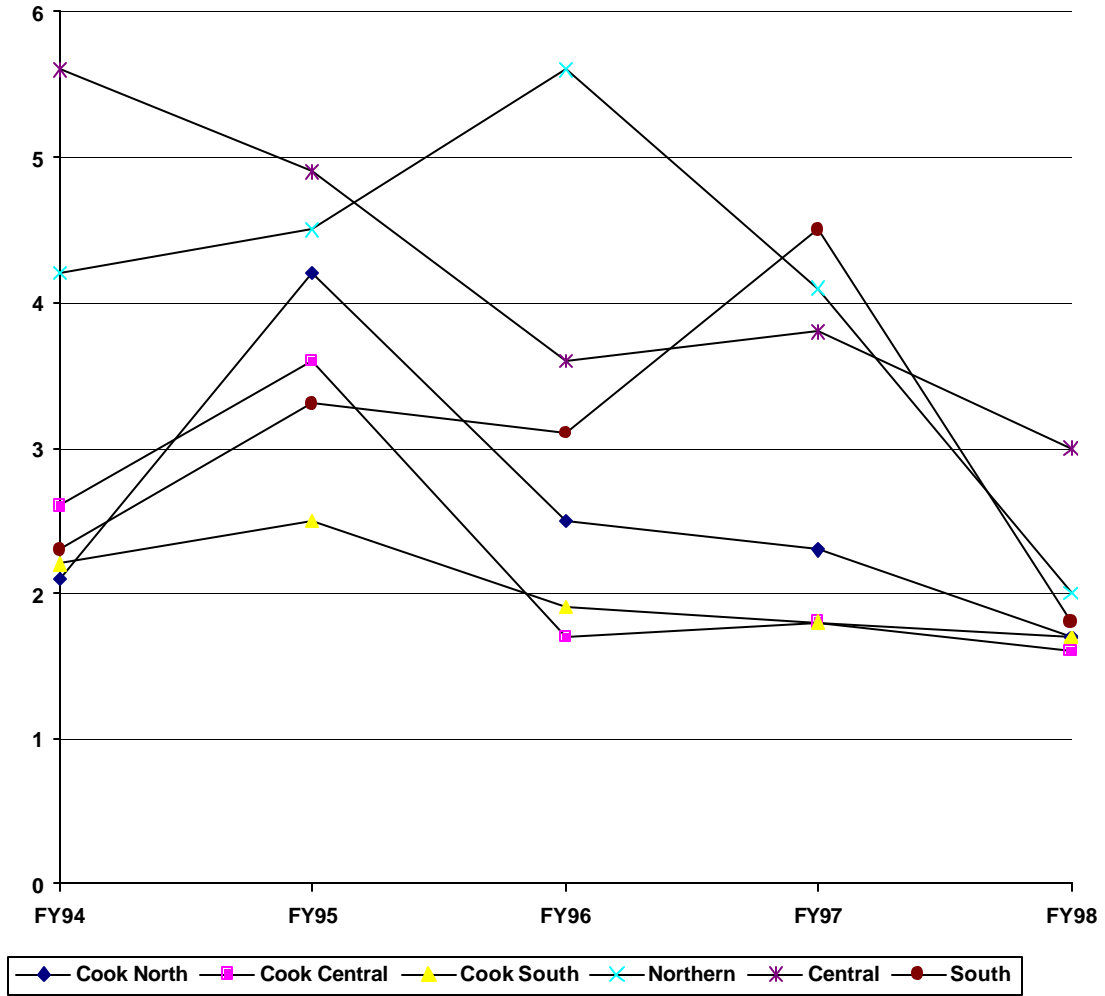


Figure 3.3 Rate Per 100 Child-Years of Abuse and Neglect in Family Foster Care Placements by DCFS Region.

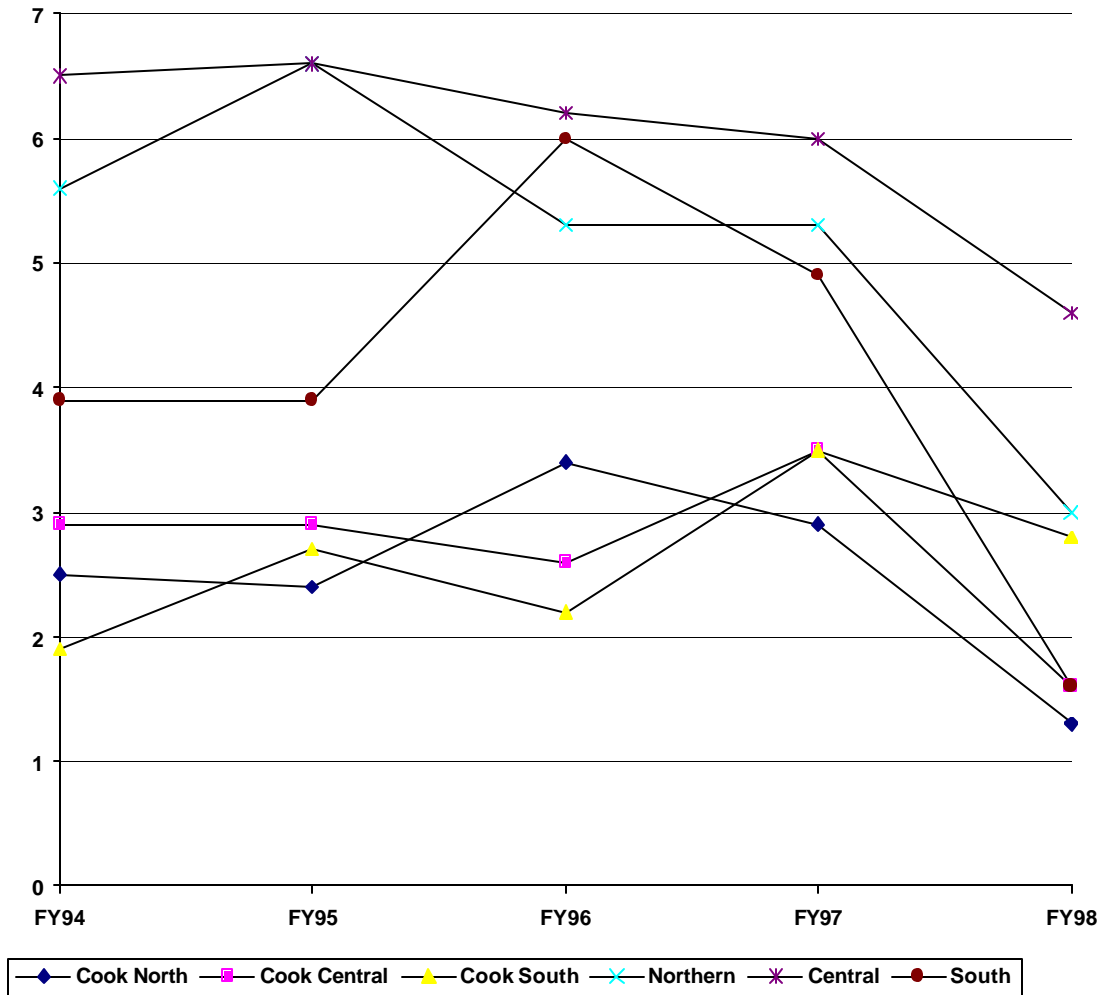


Figure 3.4 Rate Per 100 Child-Years of Abuse and Neglect in Specialized Foster Care Placements by DCFS Region.

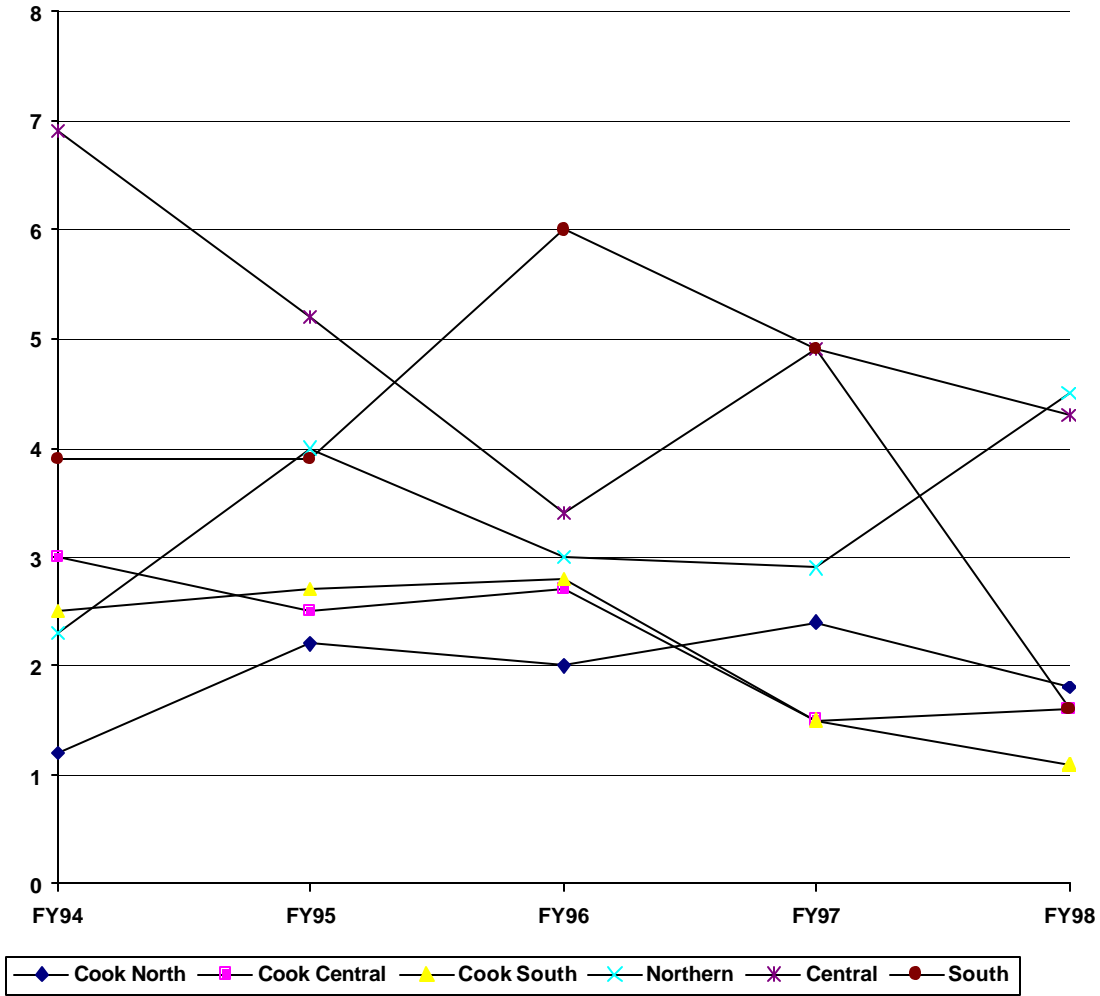
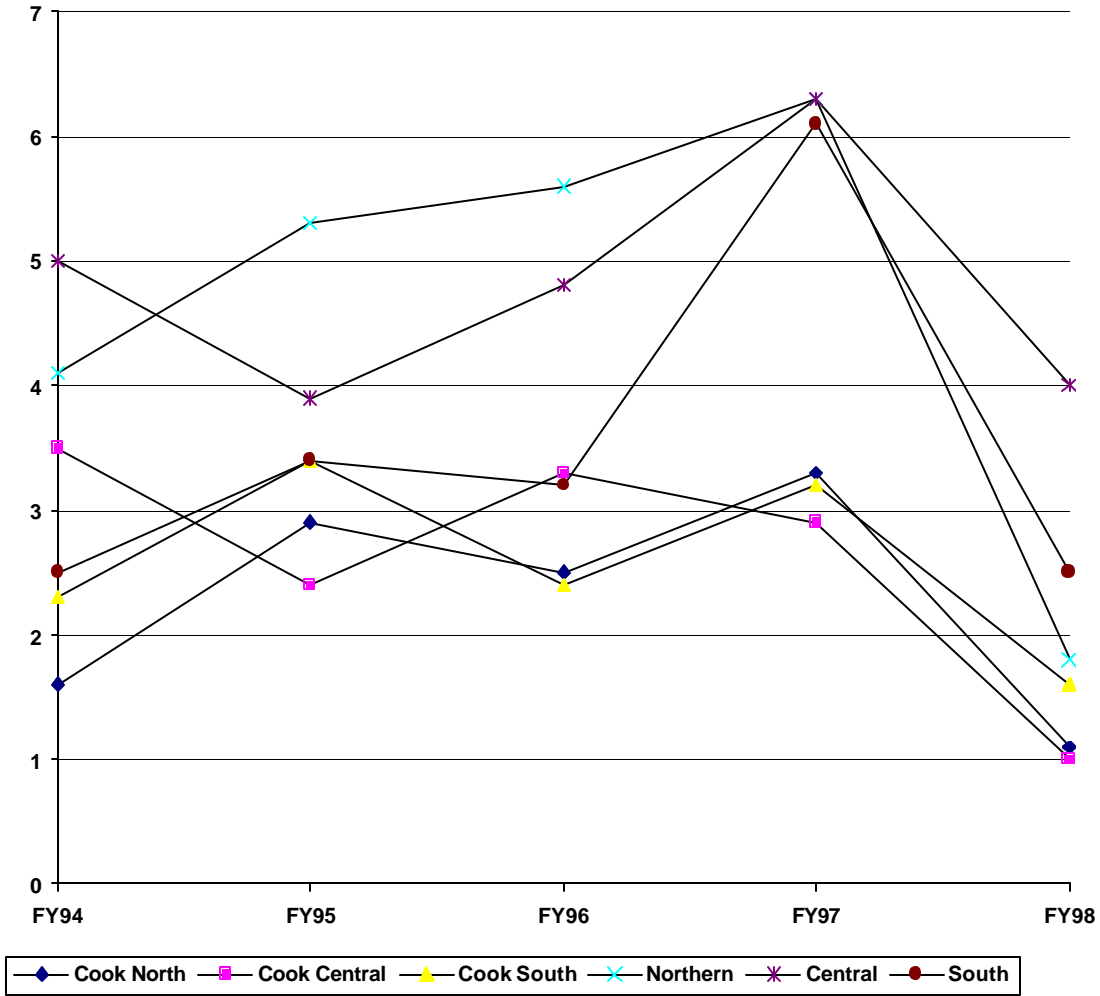


Figure 3.5 Rate Per 100 Child-Years of Abuse and Neglect in Institutional Placements by DCFS Region.



regions outside of Cook County. These rates decreased substantially across regions outside of Cook County. These rates decreased substantially across regions for FY 98.

Graphs of regional rates of indicated reports for group homes and adoptive placements were not produced due to the small number of children in these placements. The rates for children in these placements are included in the appendix. Interpretation of regional differences must be done cautiously. The number of indicated reports by placement type and region is very small. Therefore a small increase in the number of reports results in a large difference in the rates. In addition, there are likely differences in the use of different placement types across regions. For example, whether the children placed in family foster care in different regions of the state are similar or different is simply not known.

The analysis of rates of indicated reports of abuse and neglect by placement type show differences between regions. The differences in the number of placements between regions for some placement types suggests that some of these differences are due to the way that a particular placement is used within a region. More specific attribution of difference between regions is beyond the scope of this report.

Indicated Reports by Age of Child

Lastly, indicated reports of abuse and neglect for Department wards by age are shown in Table 3.8. Examining the relationship between the age of the child and reabuse makes it possible to identify children who are most at risk of abuse or neglect and target efforts accordingly. The rate of indicated abuse or neglect for children living with relatives is relatively stable through age 15 ranging from 1.6 to 2.2%. Children in these placements under the age of 9 are slightly more at risk of abuse and neglect than older children. For children placed with their parents, those who are less than 9 years of age are the most vulnerable with this rate declining steadily as children grow older.

Children in family foster care have a slightly different experience. For these children the most vulnerable age is between age 6 and 12, with a declining rate for those children 15 years of age and older. These results are the same for children in specialized foster care and group homes. Children from 9 to 15 years of age in institutional placements have the highest rate of indicated abuse or neglect.

SUMMARY

Table 3.9 provides a summary of the safety results for children being served in intact families and the major types of placements for Department wards. While this table includes a slightly different indicator for children in intact families, this indicator is comparable to the others. Children in intact families and children placed in the home of the parent show higher rates of abuse or neglect; these are clearly situations where children are more at risk. The results of the CERAP evaluation and the finding that recurrence of abuse or neglect in intact families increases substantially in the time period from 30 to 180 days suggests that more routine use of the CERAP protocol for these situations may further reduce these rates.

The majority of Department wards are placed with relatives and these placements have a low recurrence rate. Children in family foster home placements have a higher rate of abuse or neglect except for FY 98. As expected, children in adoptive placements show the lowest recurrence rate.

Table 3.9 Summary of Safety Results

	FY 94	FY 95	FY 96	FY 97	FY 98
Children in intact family cases ^a	8.2	8.7	6.5	6.2	6.9
Children in home-of-parent placements ^b	10.5	12.4	10.2	10.5	11.0
Children in relative care ^b	2.6	3.4	2.3	2.2	1.7
Children in family foster care ^b	3.8	4.3	4.2	4.4	2.7
Children in specialized foster care ^b	3.3	3.2	2.8	2.5	2.2
Children in institutional placements ^b	3.0	3.3	3.3	4.1	1.8
Children in group-home placements ^b	2.6	3.0	3.1	3.5	1.1
Children in adoptive placements ^b	1.7	0.0	0.8	1.9	0.0

^aThis is the percent of children in intact family cases with an indicated report within 180 days of case opening.

^bThese are rates of indicated reports per 100 child-years.

Chapter 4

PERMANENCY OF FAMILY RELATIONS OUTCOMES

Permanency of family relations has four positive outcomes: 1) a child may be maintained at home, 2) a child may be returned home from substitute care, 3) a child may be adopted, or 4) a child may be placed with someone who subsequently becomes the legal guardian. The failure of these outcomes is an additional set of permanency indicators. Measurement of these outcomes, as presented in the first half of this chapter, provides a concise basis for a permanency performance report. The second half of this chapter further analyzes these outcomes by age, race, gender, and region.

Except where indicated, the following outcome data were derived from the DCFS integrated database maintained by The Chapin Hall Center for Children, which contains data from the Department's administrative information systems. To show changes in permanency results over time, the data are presented by fiscal year from 1990 through 1998. The data used to produce the results reported here are from Department sources updated as of December 31, 1998.

It is important to understand that the Department databases used in this report were not created for reporting on outcomes, but to keep track of children in substitute care and to assure timely and accurate payment for services. Consequently, much work was required to construct operational definitions from the data rather than using the preferable process of defining the terms, selecting the measures, and then collecting data. Operational definitions for the permanency indicators are included in the Appendix of this report. These definitions were developed collaboratively with personnel from the Chapin Hall Center for Children and the Department of Children and Family Services.

One way to judge performance on outcome indicators is to examine trends over time. When possible, outcome data are reported for each fiscal year from FY 90 through FY 97. Another way to compare performance is by examining results from similar systems. Where available, data from other systems are used as a basis of comparison.

CHILDREN MAINTAINED AT HOME

Children are maintained at home in at least two situations. In the first situation, a family case is opened without concurrently opening cases on any of the children. Within the Department these are referred to as “intact” families. These cases are usually opened as a result of an abuse or neglect investigation during which the worker judged the risk to the children to be low and believed that they could be maintained safely at home if the family receives services.

In the second situation, the worker has specific concerns about one or more of the children in a family and opens a case for a child.⁵ In these cases the worker deems that the child can be maintained safely at home while their needs are being addressed. If and when this fails, the child may be placed into substitute care. The rate at which children move from home to substitute care is one indication of the success or failure of efforts to maintain a child safely at home.

Indicator: Percent and rate (per 100 child-years) of children who are placed from family cases.

⁵ A child case is not opened unless a court makes DCFS responsible for the child.

Intact Family Cases

The largest group of children maintained at home are those in intact family cases. However, identification of these families in the database is not obvious. The Department does not have a designation for intact families in their information systems nor does it contain an identification for children versus adults. These families and children must be identified through a process of elimination. For the purposes of this permanency analysis, an intact family was identified as a family for which a family case was opened but no child in that family had a concurrent child case at the time of the family case opening (see the appendix for the operational definition of intact family).

Table 4.1 gives the placement rate for children living in intact families. This table shows the percent of children placed, ranging from a low of 4.9% in FY 98 to a high of 8.3% in FY 95. In terms of maintaining children in intact families, the percentages range from a low of 92% to a high of 95%. Since these are simple percentages of children placed from families, they under represent the true rate. When this percentage is adjusted for time in care, the rate per 100 child-years ranges from 8.6 in FY 90 to 15.2 in FY 95. There has been a decline in this rate since FY 95 with the FY 98 rate being 10.4 per 100 child-years.

The Department reports similar data in its newly developed outcome reports. They define the measure a little differently and report on the percent of intact families that remain intact for at least 6 months. A recent report indicates that this percent has increased from 90.4% in FY 94 to 95.4% in FY 97. The difference between DCFS and Center figures is likely to be due to the use of a 12-month period by the Center and a 6-month period by the Department.

Non-Intact Family Cases

Another situation where children do not have an open case and are living at home with an open family case is where a sibling is placed in substitute care.

Table 4.1 Substitute Care Placement From Intact Family Cases

Fiscal year	Children leaving home to substitute care (#)	Children at home with open family cases (#)	Mean duration in intact family care in FY (days)	Placement rate (percentage)	Placement rate per 100 child-years
1990	1,985	40,830	208	4.9	8.6
1991	2,273	39,361	214	5.8	9.8
1992	2,823	38,233	212	7.4	12.7
1993	2,354	34,908	218	6.7	11.3
1994	2,927	36,232	206	8.1	14.3
1995	3,794	45,653	199	8.3	15.2
1996	2,907	48,028	207	6.0	10.7
1997	2,463	42,512	196	5.8	10.8
1998	1,800	32,520	194	5.5	10.4

Note: Intact family cases includes the first intact family case on record for the child.

These situations have been called “non-intact” family cases. The percent of children living at home in these cases who have moved to substitute care ranges from a low of 9.8% in FY 91 to a high of 16.1% in FY 97 (Table 4.2). Taking into consideration the length of time children lived in these situations, the rates per 100 child-years ranged from a low of 13.3 in FY 91 to a high of 21.5 in FY 95. Since FY 94 this rate has been fairly stable ranging between 20 and 21.5 per 100 children in these families cases for one year. The movement of children from non-intact family cases is nearly double the rate for children in intact family cases. This may reflect a higher risk for children in these cases. For example, these cases include situations where a child is born into a family with one or more siblings already in the custody of the Department. It is reasonable that some of these are high risk situations that result in removal of the infant. For intact families, the situation is judged to be sufficiently safe to maintain all of the children at home.

Open Child Cases

Indicator: Percent of children in Department custody initially living at home who are later placed in substitute care.

Another group of children living at home are those for whom the Department opens a child case and their first placement is in the home of the parent. The data presented in Table 4.3 show the percent of children who were served at home and subsequently placed in substitute care for each fiscal year. This percent is based upon dividing the number of children moving to substitute care during the fiscal year by the number of children who were open cases and living at home at any time during the year. These percentages range from a low of 9.6% in FY 91 to a high of 14.8% in FY 97 and FY 98.

These percentages are higher than those in the Center’s first outcome report due to a change in how children served in the home are being counted.

Table 4.2 Substitute Care Placement From Non-Intact Family Cases

Fiscal year	Children leaving home to substitute care (#)	Children at home with open family cases (#)	Mean duration in family care in FY (days)	Placement rate (percentage)	Placement rate per 100 child-years
1990	594	5,838	266	10.2	14.0
1991	567	5,806	268	9.8	13.3
1992	707	6,393	261	11.1	15.5
1993	766	6,264	268	12.2	16.6
1994	930	6,480	260	14.4	20.2
1995	996	6,372	266	15.6	21.5
1996	820	5,519	277	14.9	19.6
1997	719	4,464	278	16.1	21.2
1998	524	3,410	273	15.4	20.5

Note: Family cases includes the first family case on record.

Non-intact family cases are those family cases with at least one child in placement and at least one child living at home without a child case.

This report only counts children whose first placement in their first case was home of parent. A better indicator of the rate at which children move from being served at home to substitute care considers the amount of time that the child case was opened at home within the fiscal year. This results in a placement rate per 100 child-years (Table 4.3). This rate ranges from a low of 12.1 in FY 93 to a high of 25.0 in FY 98. While this rate has increased, the number of children in home of parent placement has steadily declined. The smaller denominator and somewhat constant placement rate has the effect of showing an increase in the rate.

CHILDREN RETURNED TO HOME OF ORIGIN

When the safety of children requires that they be placed out of the home, one of the permanency goals is to return the child to his/her home of origin as soon as possible. The time element is important for several reasons. Research in child development indicates that the longer children are away from their parents, the more likely that the bond between the children and the parents will be undermined (Bowlby, 1969). Family systems theory suggests that the longer the child is away from the family, the more the family will adjust to the child being gone and the more difficult it will be for the child to regain his/her place in the family (Bermann, 1973; Minuchin, 1974). The child's sense of time is another consideration. One year for a 3-year old child is one-third of his/her life while 1 year for a person aged 20 is only 5%. Further, the permanency literature has consistently demonstrated that the longer a child stays in substitute care the lower the probability of return home.

Indicator: Percent of children in substitute care who are returned home from substitute care within 6, 12, 18, and 24 months.

Table 4.3 Number of Children Moving to Substitute Care from Living in Home of Parent (Child Case)

Fiscal year	Children leaving home to substitute care (#)	Children in home of parent placement (#)	Mean duration in home of parent care in FY (days)	Placement rate (percentage)	Placement rate per 100 child-years
1990	427	3,975	235	10.7	16.7
1991	268	2,805	260	9.6	13.4
1992	291	2,518	253	11.6	16.7
1993	193	2,239	259	8.6	12.1
1994	309	2,248	227	13.7	22.1
1995	260	2,143	230	12.1	19.3
1996	261	2,145	230	12.2	19.3
1997	303	2,045	227	14.8	23.8
1998	238	1,609	216	14.8	25.0

Note: The count of children in home of parent placements represents all such placements in which that placement was the first placement of a given child's first case.

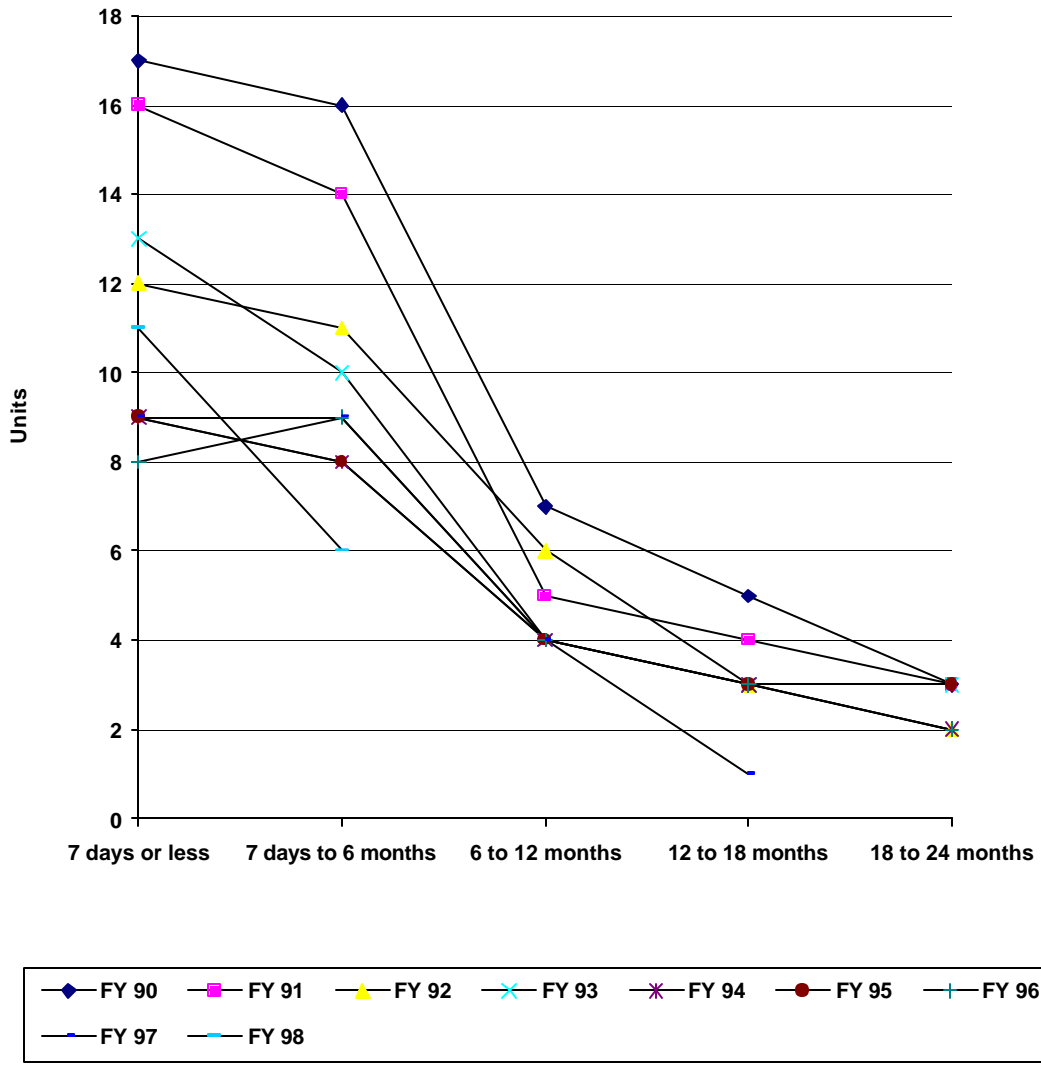
Reunification is reported by examining the experience of children who entered their first substitute care placement in a given year. Table 4.4 presents the number of children who had their first substitute care placement during each fiscal year and the number and percent of these children who returned home during six different time periods. The first time period is 7 days or less and is selected because of the large number of children who return home in this time period. This situation occurs primarily because a child is taken into protective custody by a worker or police officer who thought the child was in imminent danger and returned when it was determined that the child was not in danger or the order of protective custody expired. The next time period begins at 7 days and continues through 6 months. This is followed by three 6-month time periods. The last time period is 24 months or longer. When examining this last time period it is important to note that it is not equal for all cohorts.

The reunification results demonstrate a decline in the percent of children being returned home as a function of time in care. Once a child has been in care for 6 months, the chances of reunification drop to less than 5% for most 6-month periods and most fiscal years. In addition, the 7-day to 6-month reunification rates drop steadily from 14% in FY 90 to 10% in FY 92 to 8% in FY 94. Since FY 95 they appear to stabilize at 7–9%. Figure 4.1 graphically demonstrates the decline in reunification rates through 24 months in care. The graph shows that most children who return home go within the first 6 months and that the return rates drop below 6% at the 12 month time period.

Reunification Comparison with Other States

For comparison between states, reports from the Multistate Foster Care Data Archive are useful. The Chapin Hall Center for Children maintains this compilation of administrative data from six states (California, Illinois, Michigan,

Figure 4.1 Rate At Which Children Return Home From First Substitute Care Placement By Fiscal Year.



New York, Texas, and Missouri). These states account for nearly half of the foster care population in the country.

The most recent report only includes data through 1994 on exits from substitute care, including exits to family and relative care, completed adoptions, and “other” exits. Since children entering care between 1988 and 1990 have had the greatest length of time to be reunified, the authors observe that the 56% returning to family in their study is likely to be close to the upper limit of rates of discharge to family members. They further observe that most “to-family” care exits occur within 2 to 3 years of entry into care. For children who entered care in each of the 7 years examined in this analysis found a consistent reunification rate: 10% of children are reunified within 1 month, 8–9% during the second and third months, 6–7% during the third through fifth month, and 9–10% in 6 to 11 months (Wulczyn, Harden, & Goerge, nd).

The Chapin Hall report compares reunification rates between states and concludes that reunification varies significantly across states. For children who first entered care between 1988 and 1990, the Illinois reunification rate was third highest among the six states at 59.1%.

State	Percent Reunified	
	1994	
California	65.2%	
New York	60.3%	
Illinois	59.1%	
Missouri	52.2%	
Michigan	51.0%	
Texas	42.3%	(Wulczyn, Harden, & Goerge, nd)

Indicator: Percent of children and rate (per 100 child-years) living at home who were previously in substitute care and then reenter substitute care.

When a caseworker returns a child to his/her parents there is a risk of another abuse or neglect incident and/or another placement of the child into substitute care. The number of children at home who were previously in substitute care and the number and percent returned to substitute care are shown in Table 4.5 for the same time periods reported for reunification. The final column showing the percentage of these children remaining at home is an indicator of the success rate for reunification efforts. This rate remained relatively stable from FY 90 through FY 97, ranging from 85 to 92%. As the table demonstrates, most children who reenter substitute care do that within 12 months. Consequently the percent of children remaining at home for the most recent fiscal year should be seen as a preliminary finding.

The Multistate Foster Care Data Archives (MFCA) can be used for the purpose of comparing reentry rates. These data show reentry rates of 17% for children who had their first entry into care in 1988. These rates drop to 3% for those children entering care in 1994. The Archives also include reentry rates by state for those youth that entered care between 1988 and 1990. For Illinois they report a reentry rate from first placement of 22% compared to an average rate for the six states of 16%. The reentry rates range from 13% for New York to 26% for Missouri. The reentry rates reported here are different because they report on yearly cohorts. These rates do not exceed 15% for any fiscal year.

Wulczyn, Harden, and Goerge (nd) observed that the stability of reentry levels over time suggests that the factors influencing the reentry process are not as sensitive to short-term change and fluctuation as those that bring new entrants into the system. Recent rates in Illinois are consistent with this observation. Reentry levels appear to be low and stable over time.

ADOPTION

Another way for children to achieve a permanent family is through adoption. There are two failure rates for the adoption outcome. One of these is the failure of an adoptive placement before it is legally consummated. The second is a disruption after the adoption has been legally consummated.

Indicator: Percent and rate (per 100 child-years) of children in substitute care who are adopted.

Table 4.6 provides adoption rates by fiscal year. It is important to note that in this table an adoption is counted for a particular fiscal year based upon the date that the case is closed. The database does not include the date that the adoption is legally consummated; in contrast, DCFS reports adoptions using the date the adoption is legally consummated. For a variety of reasons a delay can occur between the time the adoption is finalized and closing the case. Thus the numbers of adoptions in Table 4.6 will be different than DCFS figures for any particular fiscal year but will be the same over several years.

The number of adoptions steadily increased from 742 in FY 90 to 4,878 in FY 98. As a percent of children ever in substitute care during the year, adoptions were fairly stable from FY 90 (2.6%) through FY 95 (2.7%). The percent of children in substitute care who were adopted increased in FY 96 and FY 97 (3.6%) and more than doubled to 8.1% in FY 98. Recent dramatic increases in adoptions are also seen by examining the rate of adoptions per 100 child-years in substitute care. This rate increased from 3.0 per 100 child-years in FY 92 to 4.3 per 100 child-years (FY 96, FY 97) to 10.0 per 100 child-years in FY 98.

Table 4.6 Adoption

Fiscal year	Children adopted (#)	Children in substitute care (#)	Mean duration (days)	Children adopted (%)	Rate per 100 child-years
1990	742	29,041	249	2.6	3.8
1991	777	31,758	256	2.4	3.5
1992	802	37,457	263	2.1	3.0
1993	1,124	42,109	274	2.7	3.6
1994	1,291	49,093	278	2.6	3.4
1995	1,538	57,502	286	2.7	3.4
1996	2,123	60,238	300	3.5	4.3
1997	2,198	61,271	305	3.6	4.3
1998 ^a	4,878	60,065	298	8.1	10.0

Disruptions Prior to Consummation

Indicator: Percent of children and rate (per 100 child-years) placed in adoptive homes whose adoption disrupts prior to consummation.

Table 4.7 shows the number of children in adoptive placements each fiscal year, the number of adoption disruptions prior to being legally consummated, the percent of disrupted adoptions, and the rate of disruptions per 100 child-years. The number of children in adoptive placements during the year is substantially smaller than the number of adoptions each year because many adoptions occur with children who were in foster family care or home-of-relative placements.

From FY 90 through FY 95 there were very few disruptions for children in adoptive placements: no more than two in any of these years. In recent years these numbers are larger, with eight adoption disruptions in FY 96. Adoption disruptions as a rate per 100 child-years in adoptive placements show a stable 0.9 disruptions or less per 100 child-years from FY 90 through FY 93. In recent years this rate is 3.1 per 100 child-years in FY 96 and 3.0 per 100 child-years in FY 97. The rate for FY 98, with the largest number of children in adoptive placements declined to 1.1 per 100 child-years.

TRANSFER OF GUARDIANSHIP

Some of the children who do not return home achieve a permanent family by having someone other than the Department become their legal guardian. In some cases this is an extended family member; in other cases, it is an unrelated person who has a strong interest in the child.

Indicator: Percent of children and rate (per 1,000 child-years) in substitute care with guardianship transferred to a private person.

Table 4.7 Adoption Disruption Prior to Consummation

Fiscal year	Children moved from adoptive placement (#)	Children in adoptive placement (#)	Mean duration (days)	Adoption placement disruption (%)	Rate per 100 child-years
1990	1	450	93	0.2	0.9
1991	1	427	98	0.2	0.9
1992	0	443	95	0.0	0.0
1993	0	509	87	0.0	0.0
1994	2	545	120	0.4	1.1
1995	0	680	82	0.0	0.0
1996	8	927	100	0.9	3.1
1997	5	865	69	0.6	3.0
1998	3	1,485	66	0.2	1.1

Note: Disruption is operationally defined as occurring when a child is in an adoptive placement, but his/her following placement is not an adoptive home.

Table 4.8 presents the rate of transfer of guardianship. Children have been able to have guardianship transferred to a private person for many years. This is called successor guardianship; however, it has been a little-used option as can be seen in the table. More recently the Department instituted the subsidized guardianship program which maintains financial assistance to families who assume legal guardianship of a child. This has greatly increased the number of children achieving permanency.

From FY 90 through FY 96 less than 20 children per year achieved permanence through guardianship. In FY 97, 196 children achieved permanency through guardianship and this increased to 1,278 in FY 98. These increases can be seen even more dramatically through the rate (per 1,000 child-years) of children achieving permanency through the guardianship program. From FY 90 through FY 96 this rate ranged from 0.2 to 0.8 per 1,000 child-years in substitute care. In FY 97 this rate increased to 3.8 per 1,000 child-years and in FY 98 it was 26.2 per 1,000 child-years.

PERMANENCY OF FAMILY RELATIONS OUTCOMES SUMMARY

Table 4.9 summarizes the permanency outcomes for selected years from 1990 through 1998. Two-year intervals are reported so that trends might be more easily identified. While the data must be interpreted carefully in light of the data definitions presented earlier, they do provide an overview of the permanency performance of the Department.

Families remain intact at the rate of more than 85–90 per 100 child-years in care. This result must be examined in the context of the rate at which children in intact families are identified as having an indicated report of abuse or neglect (Chapter 3). There is an important balance between keeping families together and maintaining child safety. It is encouraging that the rate at which families remain

Table 4.9 Permanency Outcome Rates for Illinois Children

	FY 90	FY 92	FY 94	FY 96	FY 98
Rate at which children remain in intact family cases	91.4	87.3	85.7	89.3	89.6
Rate at which children remain in split custody cases ^a	86.0	84.5	79.8	80.4	79.5
Rate at which children move from home of parent placement to substitute care ^a	16.7	16.7	22.1	19.3	25.0
Percent of children in substitute care who are returned home within 12 months	37.0	26.0	21.0	20.0	19.0
Percent of children who return to substitute care within 12 months	6.0	8.0	12.0	13.0	10.0
Rate at which children are adopted ^a	3.8	3.0	3.4	4.3	10.0
Rate at which adoptive placements disrupt ^a	0.9	0.0	1.1	3.1	1.1
Rate at which guardianship is transferred to a private person ^b	0.4	0.4	0.4	0.3	26.2

^aThis is the rate per 100 child-years.

^bThis is the rate per 1,000 child-years.

intact for FY 96 increased at the same time that the recurrence of abuse or neglect was decreasing.

There is a decreasing trend in the percent of children returning home within 12 months from 37 in FY 90 to 20 in FY 96. As indicated in Chapter 2, significant new permanency legislation should impact these results. It is too soon to tell if this is having a positive impact on this indicator. At the same time the percent of children who return to substitute care following a return home is stable, between 10 and 13%.

Both the adoption rates and the guardianship transfer rates show dramatic increases in the most recent years. With the emphasis on adoption and the Department's subsidized guardianship program, these rates should continue to increase. The rate of adoption disruption appears to have increased as well. However, this should be read cautiously since few children who are adopted are identified in adoptive placements and the apparent large increase in the rate is associated with a small number of children.

ADDITIONAL PERMANENCY OUTCOMES ANALYSIS : AGE, RACE, GENDER, AND REGION

This section contains additional analysis of exits from care, reunification, children returned to substitute care, adoption, and transfer of guardianship. Selected outcomes are analyzed by characteristics of children such as age, race, and gender. Results are also reported by Department region. The purpose of this analysis is to begin to identify differences between children and regions in achieving permanency outcomes. This type of analysis can also assist the Department in targeting its efforts to enhance performance. While data available in the administrative database allow identification of differences in outcomes, they provide little explanation of these differences. Additional data of a variety of types are needed to provide explanations for differences in performances. Explanatory analysis is beyond the scope of this report.

Exits From Care

The yearly outcome indicators for return home, adoption, and guardianship do not completely demonstrate the effect of Department performance on exits from care and the number of children who remain. In an effort to provide a more complete picture of children entering care, Tables 4.10 and 4.11 give the number and percent of children entering care for each fiscal year since 1990, the number and percent exiting, and the number and percent still in care. What is striking about Table 4.10 is the total number of children still in care: this demonstrates how the total number of children in care increases each year by a number entering care substantially greater than the number exiting. For example, this table indicates that there are about 5,000 children who entered care in FY 90 and 91 who are still in care.

The percentages shown in Table 4.11 are somewhat easier to understand. For those children who entered care in FY 90, 41% have returned home, 18% have been adopted, and 2% have had guardianship transferred to a private person. Given that this is the earliest cohort for which we have data, it is likely that for some types of exits these percentages represent the maximum to be expected. For example, it is unlikely that the 41% reunified will increase very much. However, the 12% who have aged out of care is likely to increase since many of the 18% still in care are probably near the age of majority. Similarly, the adoption and guardianship percentages may increase as a result of current Department priorities. These exit percentages might be a useful way for caseworkers to think about their caseload. If these percentages remain stable, of 100 children entering care this year one can expect about 40 to go home, 18–19 to be adopted, and 2 to have guardianship transferred to a private person. This leaves 39 children needing a permanent family. What can be done to decrease the time to a permanent outcome and reduce the number needing a permanent family?

Reunification

In the statewide analysis, reunification rates, or the movement of children from substitute care to their home, show a decline from 1990 through 1995. Since 1995 these rates have been stable. Additional analyses will examine whether all children experience declining reunification uniformly or if some groups return home at higher rates. Reunification results suggest that the first 12 months is the most important time. If reunification does not happen within the first year, it is unlikely to occur. Therefore reunification by gender, age, race and region are examined by time. No differences were found in these rates by gender and are not reported here.

Age differences in reunification. Reunification by age, fiscal year, and time are included in Table 4.12. In the early 1990s 12-month reunification rates were about the same for each of the age groups. In FY 91 for example, these rates ranged from 31% for the youngest children and those 12–15 years of age to a high of 36% for children 6–9 years of age and those over 15 years of age. These rates declined through FY 95 and show some increase since that year. For FY 97 (the latest year for full 12 month results) reunification varies by age, with 17% of the youngest children reunified and 31% of the oldest reunified.

Racial differences in reunification. The reunification rates by race do show differences. The racial categories identified in the Department's database are Black, White, Hispanic, Asian, Native American, and other. Since there are relatively few Asian or Native American children in substitute care, Table 4.13 includes the reunification rates for children identified as Black, Hispanic, and White. In the early 1990s the 12-month reunification rates were lower for Black children. In FY 91 for example, 25% of Black children were reunified compared to 45% for Hispanic and 47% of White children. Like all reunifications these rates declined through FY 95 with 14% of Black children, 21% of Hispanic

children and 36% of White children reunified. For FY 97 these rates were 16% for Black children, 30% for Hispanic children and 38% for White children.

Although a variety of studies have found racial differences in reunification rates, conclusions about racial disparities for children in the care of the Department are premature. A national study of public child welfare services found that “minority” children, in particular African American children, are more likely to be in foster care placement than receive in-home services, even when they have the same problems and characteristics as white children” (USDHHS, 1994, p. xi). This report goes on to say:

It is unfair to assume that a pattern of discrimination exists without having more complete evidence about the extent of need families of different races/ethnicities bring to the child welfare system, or detailed information on the variation in state policies and procedures. It is very likely that a complex mix of service delivery dynamics such as adoption rates, worker decision-making, resource availability, and family problems and needs all contribute to the observed differences in foster care services and outcomes. (p. xii)

In Illinois, racial differences must also be examined within the context of the state’s unique kinship care policies. Children in kinship care in Illinois are predominately African American and from Cook County.

The reunification results by race of child do not adequately demonstrate the complexity of the interaction of race with other characteristics such as placement type and region of the state. Another way to examine these results is through exits from care by race and type of care (kinship versus non-kinship) and region (Cook versus rest of state). Since this is a complicated set of tables that contain a large amount of data, the tables with the numbers of children are in the appendix and the tables with percentages are included here.

The exits for children in kinship care show differences with Black children exiting through adoption and guardianship at a higher rate than Hispanic or White

children. For example, 22% of the Black children who entered kinship care in FY 90 exited through adoption, 13% of Hispanic children and 8% of White children had similar exits. Returning home shows the opposite results. While 25% of Black children exited care by returning home, 55% of Hispanic children and 61% of White children left care through this exit. A similar percent of Black, Hispanic, and White children entering care in FY 90 aged out of care. The percentages were 12% for Black children, 11% for Hispanic, and 10% for White children. For all fiscal years, a higher percentage of Black children remain in care than Hispanic or White children.

For children entering non-kinship care the results are similar. For FY 90, 21% of Black children entering a non-kinship care arrangement exited through adoption. The percentages for Hispanic and White children were identical at 13%. A larger percentage of White children exiting care through return home (54%) than Hispanic (49%) or Black children (37%). A larger percentage of White children (15%) entering care in FY 90 aged out of care with 14% of Hispanic and 9% of Black children exiting this way. A larger percentage of Black children (23%) remain in care compared to Hispanic (13%) or White children (7%).

The next level of analysis is to examine exits from care by region. Table 4.14 shows exits for children who entered kinship care in any of the Cook County regions. Since most kinship care placements in Illinois are in Cook County, these results are very similar to the overall kinship care exits. A larger percent of Black children (23%) exited through adoption. A smaller percentage of Black children

returned home (21%) and nearly equal percentages aged out of care. Black children were much more likely to remain in care (32% compared to 10% of White children and 21% of Hispanic children).

Exits from care for children entering kinship care in non-Cook regions are shown in Table 4.15. As can be seen in the first column, the number of children entering care in this category is much smaller than the previous table. This means that a small change in the number of exits has a larger influence on the percentages. However, the results are consistent with the other tables. Black children entering kinship care in the rest of the state are more likely to be adopted and less likely to return home and are more likely to remain in care.

The exits of children who entered non-kinship care from Cook County and the rest of state are shown in Tables 4.16 and 4.17. The results are similar to those in the other tables. A larger percentage of Black children are adopted than White or Hispanic in both regions of the state. A small percentage of Black children age out of care. A small percentage of Black children are returned home and consequently a larger percentage remain in care.

For children entering non-kinship care the results are very similar. For FY 90, 21% of Black children entering a non-kinship care arrangement exited care through adoption. The percentages for Hispanic and White children were identical at 13%. A larger percentage of White children exiting care through return home (54%) than Hispanic (49%) or Black children (37%). Similarly, a larger percentage of Black Children (23%) remain in care compared to Hispanic (13%) or White children (7%).

It is not possible to completely explain differential outcomes for African American and White children by type of care and whether they are from Cook County or the rest of the state. As is true in other states with large minority populations, untangling differential outcomes by race or ethnicity is a complex

task. For those children in kinship care one argument is that these differences are to be expected because kinship care placements for African American children take advantage of the extended family, are culturally appropriate, and last longer. The safety analysis also suggests that these placements are safe.

Reunification by previous placement type. To better understand the reunification process it is instructive to examine the placement type from which children are reunified (Table 4.18). Annual reunifications in the early 1990s were mainly from foster home arrangements; in FY 90 and FY 91 these accounted for at least 50% of reunifications. The increased use of home-of-relative placements through the 1990s is reflected in an increasing percentage of annual reunifications coming from home-of-relative placements. While in FY 90 home-of-relative placements account for only 24% of annual reunifications, in FY 98 they are 48% for the current year the number of reunification for kinship care exceeds the number from foster care. The percent of children returned home from group homes remained very stable, representing only 1–2% of annual reunifications. Reunification from institutions shows more variation between fiscal years ranging from 12–24%.

Children Returned to Substitute Care

Reentry into substitute care is an indicator of failed efforts to return children to their home. The statewide analysis showed that reentry into substitute care, as a percent of children returned home during a fiscal year, tended to be low but is most likely in the first 12 months after return. The analysis reported here includes breakdowns by gender, age, race, and region.

The analysis did not show differences by gender. Reentry by age does show some differences (Table 4-19). Not surprisingly, older children (over 12 years of age) experience higher rates of reentry into care. There also seems to be

some variation by fiscal year with slightly higher reentry rates for most age groups in FY 96 and FY 97. Analysis by race (Table 4.20) also shows differences with White children experiencing higher reentry rates than Black and Hispanic youths. Regional differences (Table 4.21) show that reentry rates from the Cook regions are smaller than for the rest of the state. For example, the reentry rates for FY 97 for Non-Cook regions ranges from 17 to 20% for the first 12 months while it ranges from 4 to 6% in Cook County.

Adoption

The adoption outcome was also examined by age, race, sex, and region. Girls and boys are adopted at equal rates. There were, however, some differences in adoptions when examined by age, race, and region.

Age differences in adoption. The number and percentage of children adopted by age and fiscal year are reported in Table 4.22. For FY 98 the largest percentage of adopted children (57%) were between 3 and 9 years of age. Differences between fiscal years are noted particularly for the youngest children. In the early 1990s, 27% of annual adoptions were children under the age of 3. Since FY 95, this percentage has decreased to 10%.

Racial differences in adoption. Table 4.23 shows the ethnic breakdown of adoptions since FY 90. The results demonstrate that the number and percentage of Black children adopted has increased substantially over the years from 341 children or 46% of adoptions in FY 90 to 3,708 or 76% of adoptions in FY 98. This percentage appears to be commensurate with the proportion of African American children in substitute care. The percent of adoptions of White children has decreased. However, the number of White children adopted has increased from about 350 in the early 1990s to 857 for FY 98. The adoption rate for Hispanic children has remained fairly constant across all fiscal years (between 4

Table 4.22 Children Adopted (by age and fiscal year)

Fiscal Year	Age										Children adopted Total
	3 years or less		3–6 years		6–9 years		9–12 years		More than 12 years		
	#	%	#	%	#	%	#	%	#	%	
1990	198	27	178	24	162	22	119	16	85	11	742
1991	211	27	208	27	180	23	96	12	82	11	777
1992	215	27	238	30	140	17	134	17	75	9	802
1993	250	22	338	30	257	23	168	15	111	10	1,124
1994	240	19	409	32	308	24	180	14	153	12	1,290
1995	206	13	419	27	408	27	281	18	224	15	1,538
1996	255	12	651	31	533	25	391	18	293	14	2,123
1997	256	12	676	31	565	26	389	18	312	14	2,198
1998	487	10	1,481	30	1,336	27	917	19	657	13	4,878

Note: Age columns may not add to total as birth date was not available for all children.

Table 4.23 Children Adopted (by race)

Fiscal year	Race						Children adopted
	Black		Hispanic		White		
	#	%	#	%	#	%	Total
1990	341	46	35	5	345	46	742
1991	360	46	45	6	353	45	777
1992	399	50	40	5	341	43	802
1993	654	58	58	5	391	35	1,124
1994	759	59	71	5	437	34	1,291
1995	990	64	65	4	456	30	1,538
1996	1,466	69	92	4	534	25	2,123
1997	1,545	70	103	5	516	23	2,198
1998	1,708	76	239	5	857	18	4,878

to 5% of all children adopted) and has shown a steady increase from about 40 children in the early 1990s to 239 in FY 98.

Regional differences in adoption. Table 4.24 presents adoption rates for Department regions. Regional adoption rates have changed over the years. In recent years, the Northern Region accounts for 9–12% of adoptions, the Southern Region for 4–9% and the Central region accounts for 12–18% of adoptions, and Cook-South for 18–20% of adoptions. The Cook regions now account for nearly 75% of all adoptions. The Cook-Central Region has demonstrated a marked increase in the number of adoptions in recent years, from 209 in FY 95 to 1,415 in FY 98. This also represents a larger percent of the total annual adoptions in the Department, from 14% in FY 95 to 29% in FY 98.

Transfer of Guardianship

Since transfer of guardianship is an increasing permanency option for children in the care of the Department, transfer was examined by age of child (Table 4.25) and previous placement (Table 4.26). Since the subsidized guardianship program is so new, only FY 97 and FY 98 are included in these tables. Most of the children for whom guardianship is transferred to a private person are in the three age categories from 6 to 15. As expected, over 80% of these children are from relative-care placements.

CONCLUSION

Few children who come into substitute care in Illinois obtain a permanent family through reunification with the family of origin within 12 months. In fact, rates of reunification have decreased since 1990. In contrast, the number of children adopted shows a substantial increase. Until recently transfer of

Table 4.25 Children Moved to Subsidized Guardianship by Age and Fiscal Year Moved

Fiscal Year	Age of Child												Total
	3 years or less		3-6 years		6-9 years		9-12 years		12-15 years		More than 15 years		
	#	%	#	%	#	%	#	%	#	%	#	%	
1997	2	1	22	12	46	25	44	24	42	23	29	16	185
1998	18	1	172	13	261	20	321	25	313	24	193	15	1,278

Table 4.26 Children Moved to Subsidized Guardianship by Previous Placement Type by Fiscal Year Moved

Fiscal Year	Previous Placement Type												Total
	Delegated Relative Authority		Foster Home Boarding		Foster Home Private		Foster Home Specialized		Home of Relative		No Previous Placement		
	#	%	#	%	#	%	#	%	#	%	#	%	
1997	21	11	9	5	1	1	2	1	141	76	11	6	185
1998	78	6	31	2	12	1	46	4	1,050	82	61	5	1,278

guardianship has been a rare event, but this permanency outcome has substantially increased following recent changes in the kinship care program.

When examined by race and Department region, differences in reunification rates appear. African American children and those served in Cook County have the lowest reunification rates. However African-American children exit care through adoption at a higher rate. Preliminary analysis suggests that the Department's kinship care program impacts these findings: children in kinship care in Illinois are primarily African American and from Cook County.

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APPENDIX A

SUPPLEMENTARY TABLES AND OPERATIONAL DEFINITIONS

OPERATIONAL DEFINITIONS FOR USE WITH THE IDCFS INTEGRATED DATABASE

Most of the safety and permanency outcomes indicators are constructed, directly or indirectly⁶, from fields contained in the IDCFS Integrated Database. This joint project between the Department of Children and Family Services and Chapin Hall Center for Children permits tracking of indicators over a period of several years as well as providing a rich database for research purposes. To better assure consistent analysis across research projects, representatives from the Department, the Children and Family Research Center, and Chapin Hall Center for Children meet regularly to determine how best to define the important indicators and other variables used in the analyses presented in this report. We have agreed upon the following operational definitions.⁷

Adopted

A child was defined as adopted if

- (1) he or she had a case closing reason (closrsn) that was coded as 'CA' or 'RA' ("Completed Adoption" or "Relative Adoption," respectively) **AND** a next living arrangement type (endevent) not coded as 'ZZZ' or 'ZZA'⁸ (signaling case closed)
AND
if case opening reason (opencode) was not coded as 'AA' ("Adoption Assistance")

OR

⁶ In conducting analyses on child safety and permanency, the Children and Family Research Center made use of two datafiles derived from the IDCFS Integrated Database. These two files, the "HMR Monitoring File" and the "Master Events File," were created by Lucy Mackey-Bilaver of Chapin Hall who has provided much-welcomed support regarding their construction and use.

⁷ The CFRC would like to acknowledge and thank Jim Gregory, Patty Sommer, Lucy Mackey-Bilaver, and Mark Testa for their work in constructing these definitions.

⁸ These are codes in the "HMR Monitoring" and "Master Events" files only.

- (2) he or she had a case closing reason was coded as 'SC' ("Services Completed") and current living arrangement (event) was coded as 'HAP' ("Home of Adoptive Parent")
AND
if case opening reason (opencode) was not coded as 'AA' ("Adoption Assistance")

Adoption Disrupted

A child was designated as part of a disrupted adoption if his or her placement type was defined, as described herein, as "Home of Adoptive Parent" **AND** if his or her next living arrangement (endevent) was not coded as 'HAP', 'HMA', 'FHA', or 'CEN'⁹ **AND** if the case closing date was missing (i.e., case is open).

Age

While the calculation of a child's age at any point in time is a straightforward and trivial matter, determining a child's age over a period of time required adopting the following decision rules:

Age in a Placement Spell in a Fiscal Year. A child's age (in years) in a placement spell was defined as the difference between the last day of the placement of interest or, if the placement continued beyond the fiscal year in question, the last day of that fiscal year, and the child's birth date, divided by 365.25.

⁹ "CEN" is a code used in the "HMR Monitoring" and "Master Events" files only to designate a continuing placement at the time the data were extracted or "pulled" from the administrative systems files.

Age for a Placement Type in a Fiscal Year. The age of a child in a given type of placement in a given fiscal year was defined as the mean of a child's age in all placement types in that fiscal year.

Age for a Child in a Fiscal Year. The age of a child in a given fiscal year was defined as the mean age of the child across all placement spells in the fiscal year of interest.

Age Groupings. For presentation purposes, mean age was broken down into seven categories based upon increment of 3 years:

- Greater than 0 years and less than 3 years;
- Greater than or equal to 3 years and less than 6 years;
- Greater than or equal to 6 years and less than 9 years;
- Greater than or equal to 9 years and less than 12 years;
- Greater than or equal to 12 years and less than 15 years;
- Greater than or equal to 15 years and less than 18 years;
- Greater than or equal to 18 years.

Allegation of Abuse/Neglect, Serverity Of

The 85 allegation codes from the Department's Child Abuse and Neglect Tracking System (CANTS) were grouped into 8 categories and ranked in terms of severity. The 8 categories, in order of severity, from most severe to least severe are: Sexual Abuse, Physical Abuse, Substance Exposed Infant, Emotional Abuse, Lack of Supervision, Environmental Neglect, Other Neglect, and Substantial Risk of Harm.

Allegation Type Linked to a Placement

For purposes of unduplicated tabulation, the type of abuse or neglect linked to a placement is that which occurred most recently during the placement (the “latest”) and the one that is the most severe (the “greatest”).

Duration in Care

Duration in care is defined as the number of days in a given fiscal year a child is in a particular type of care until the status of care under consideration changes. A change in care status may be precipitated by a change in placement (e.g., from Home of Parent to Substitute Care placement), or by a change in case type (e.g., from Intact Family Care to Substitute Care).

Exposure Adjusted Percentage

Exposure adjusted percentages are calculated as the number of children (who moved home, were placed in substitute care, were adopted, etc.) per 100 child years (in a particular placement type, in a given fiscal year, etc.). Alternatively, it is the number of children (who moved, etc.) per 100 children in placement for 365.25 days (in a given fiscal year, placement type, etc.).

Guardianship

Delegated Relative Authority. If a placement has a type of service code among the following: ‘0136’, ‘3136’, ‘4136’, ‘6136’, ‘8136’, ‘9136’, ‘0137’, ‘6137’, ‘8137’, or ‘9137’ **OR**

the living arrangement is coded as ‘DRA’,

then the guardianship arrangement was defined as “Delegated Relative Authority.”

Subsidized Guardianship. If the type of service arrangement was coded among the following:

'0188', '0189', '0194', '0150', '0186', '0193' **OR**

the type of living arrangement was coded as 'SGH,'

then the guardianship arrangement was defined as "Subsidized Guardianship."

Successor Guardian. If a placement had a type of service code among the following:

'0126', '5126', '6126', '8126', '9126', '0176', '3176', '4176', '5176', '6176', '8176', or '9176' **OR**

the type of living arrangement was coded as 'GDN,'

then the guardianship arrangement was defined as "Successor Guardian."

Indicated Report During a Placement

Only those indicated reports that were dated 7 or more days after the start of a placement and on or before the end of a placement were considered to have been indicated reports during the placement in question.

Intact Family Care (At Family Case Opening)

A child was defined as being in intact family care if, at the time his/her family case opened, neither the child, nor any other children who were members of that family case also had a concurrent open child case. (A child case concurrent with a family case opening was: (1) a child case that lasted at least 7 days and (2) a child case that opened within 7 days before or within 7 days after the opening of the family case and closed more than 7 days after the opening of the family case, or a child case that opened any time before the family case opened and closed more than 7 days after the family case opened.)

Intact Family Case

An intact family case was defined as an open family case in which no children who were members of that family case also had a concurrent open child case.

Living Arrangement (see Placement)**(Child) Moved From Home to substitute Care**

Children in Child Cases. A child was defined as moving from home to substitute care if he or she had a placement type of 'HMP' followed by a next living arrangement type (event) of among the following:

'DRA', 'HMR', 'HRA', 'HRL',
'FHB', 'FHI', 'FHP', 'FOS',
'FHS',
'DET', 'HHF', 'ICF', 'IDC', 'IMH', 'INS', 'IOP', 'IPA',
'IRS', 'NCF', 'YES', or
'GRH' **AND**

not having a case opening reason (opcode) of 'AA' or 'RA.'

Children in Family Cases. A child was defined as moving from home to substitute care if he or she was part of a family case and did not have a child case opening within seven days before or after the opening of the family case **AND** after seven days of the opening of the family case, had a child case placement type of one of the following:

'DRA', 'HMR', 'HRA', 'HRL',
'FHB', 'FHI', 'FHP', 'FOS',

‘FHS’,
‘DET’, ‘HHF’, ‘ICF’, ‘IDC’, ‘IMH’, ‘INS’, ‘IOP’, ‘IPA’,
‘IRS’, ‘NCF’, ‘YES’, or
‘GRH’ AND
the child case opening did not have an opening reason (opencode) of ‘AA’ or
‘RA’.

Nonintact Family Care (*see Split Custody Family Care*)

Open Case

An open case was defined as a case for which there is a missing case closing date (“closdate”) at the time the data are extracted from the system. Applies to both child and family cases.

Out-of-Home Spell

If a spell in care began in any living arrangement type other than the following: ‘HAP’, ‘HMP’, ‘SGH’, ‘RNY’, or ‘HHF’, and ended in a living arrangement of among ‘HAP’, ‘HMP’, ‘SGH’, ‘RNY’, or ‘HHF’, the spell was defined as an out-of-home spell.

Perpetrator Linked to an Indicated Report During a Placement

For purposes of unduplicated tabulation, the perpetrator linked to indicated report of abuse or neglect is the first listed involved caretaker who is associated with the most recent and the most severe allegation reported during a given placement.

Placement (Living Arrangement)

The variable “Placement” was defined on the basis of two fields from the Department’s CYCIS database: type of service categorization (“typeserv”) and child living arrangement type (“event”¹⁰). In constructing each placement type, type of service categorization was given priority over child living arrangement type. Thus, placements were first defined on the basis of typeserv, and where type of service codes were not available for a given living arrangement, living arrangement type was used to define the placement. A set of 12 mutually exclusive and exhaustive placement types was created:

Relative Care. If the type of service arrangement was coded among the following:

‘5106’, ‘5115’, ‘5136’, ‘5153’, ‘5154’, ‘5191’, ‘5192’, ‘5193’,
 ‘5195’, ‘5196’, ‘9104’, ‘9105’, ‘9106’, ‘9115’,
 ‘9136’, ‘9153’, ‘9154’, ‘9161’, ‘9176’,
 ‘0179’, ‘5194’,
 ‘9903’, ‘9904’, ‘9905’, ‘9914’, ‘9944’, ‘9959’, ‘9103’,
 ‘9114’, ‘9144’, ‘9159’,
 ‘3179’, ‘4179’, ‘6179’,
 ‘8179’, ‘8903’, ‘8914’, ‘8959’,
 ‘6903’, ‘6904’, ‘6905’, ‘6914’, ‘6944’, ‘6959’,
 ‘0106’, ‘0115’, ‘0136’, ‘0153’, ‘0154’, ‘0161’,
 ‘0176’, ‘0179’, ‘3106’, ‘3136’, ‘3153’, ‘3154’, ‘3161’, ‘3176’,
 ‘4106’, ‘4136’, ‘4153’, ‘4154’, ‘4161’, ‘4176’, ‘5176’, ‘6106’,
 ‘6115’, ‘6136’, ‘6153’, ‘6154’, ‘6161’, ‘6176’,
 ‘8106’, ‘8115’, ‘8136’, ‘8153’, ‘8154’, ‘8161’, ‘8176’, ‘8904’, ‘8905’,
 ‘9137’, ‘9140’, ‘9160’, ‘2940’, ‘2960’,

¹⁰ A variable from the “HMR Monitoring” and the “Master Events” files, somewhat equivalent to the “typecode” field in the main IDCFS Integrated Database.

'9909', '9943', '9958', '7909', '7943', '9143', '9158',
 '0169', '5179', '9179',
 '7809', '7609', '7643',
 '6169', '6909', '6943', '6958', '7609', '7643',
 '7843', '8909', '8943', '8958',
 '0137', '0140', '0141', '0160', '2140', '2160', '2640', '2669', '2840', '2860',
 '6137', '6140', '6160', '8137',
 '8140', '8160', '8169' OR
 there was no type of service code AND
 the type of living arrangement was coded as 'DRA', 'HMR', 'HRA', or 'HRL',
 then placement was define as "Relative Care" or "Home of Relative."

Family Foster Care. If the type of service arrangement was coded among the following:

'0101', '0104', '0107', '0146', '0151', '0152', '0156', '0162',
 '0211', '4026', '5101', '5104', '5107', '5126', '5151', '5152',
 '5161', '9101', '9107', '9151', '9152', '9156',
 '6101', '6104', '6107', '6126', '6151', '6152', '6156', '8101',
 '8104', '8107', '8126', '8151', '8152', '8156',
 '0102', '0155', '8102', '9102', '9155', '2902', '2102',
 '6102', '6155', '2602', '9104' **OR**

there was no type of service code **AND**
 the type of living arrangement was coded as 'FHB', 'FHI', 'FHP', or 'FOS,'
 then placement was defined as "Family Foster Care."

Specialized Foster Care. If the type of service arrangement was coded among the following:

'0103', '0105', '0114', '0144', '0159', '5103', '5105', '5114',

'5159', '5144',
 '6103', '6105', '6114', '6144', '6159', '8103', '8105', '8114',
 '8144', '8159',
 '0109', '0143', '0158', '7109', '7143', '7543', '9109',
 '9169', '9103', '9105', '9114', '9143', '9144', '9158', '9159',
 '6109', '6143', '6158', '7309', '7343', '7409', '7443',
 '8109', '8143', '8158',
 '7110', '7709', '7710', '7743' **OR**
 there was no type of service code **AND**
 the type of living arrangement was coded as 'FHS,'
 then placement was defined as 'Specialized Foster Care.'

Group Home. If the type of service arrangement was coded among the following:

'0203', '0222', '7202', '7203' **OR**
 there was no type of service code **AND**
 the type of living arrangement was coded as 'GRH,'
 then placement was defined as "Group Home."

Institutional Care. If the type of service arrangement was coded among the following:

'0201', '0202', '0221', '0223', '0901', '7201', '0210', '0213', '0251', '7251',
 '0206', '0207', '0216', '0217', '0218') **OR**
 there was no type of service code **AND**
 the type of living arrangement was coded as 'DET', 'HHF', 'ICF', 'IDC', 'IMH',
 'INS', 'IOP', 'IPA', 'IRS', 'NCF', or 'YES,'
 then placement was defined as "Institution" or "Institutional Care."

Independent Living. If the type of service arrangement was coded among the following:

‘0163’, ‘0167’, ‘7267’, ‘0267’, ‘7167’,
‘0208’, ‘0701’, ‘0704’, ‘0705’, ‘0706’, ‘0708’, ‘0720’,
‘0723’, ‘0724’, ‘0725’, ‘0801’, ‘0804’, ‘0805’, ‘0806’,
‘0204’, ‘7204’, ‘7205’, ‘9167’ **OR**
there was no type of service code **AND**
the type of living arrangement was coded as ‘ILO’, ‘ASD’, or ‘CUS,’
then placement was defined as ‘Independent Living.’”

Subsidized Guardianship. If the type of service arrangement was coded among the following:

‘0188’, ‘0189’, ‘0194’, ‘0150’, ‘0186’, ‘0193’ **OR**
there was no type of service code **AND**
the type of living arrangement was coded as ‘SGH,’
then placement was defined as “Subsidized Guardianship.”

Adoption Subsidy (or Adoption Assistance). If the type of service arrangement was coded among the following:

‘0126’, ‘0301’, ‘0313’, ‘0314’, ‘0315’, ‘0316’, ‘0300’, ‘0324’, ‘0326’, ‘0323’,
‘0331’, ‘0333’, ‘0332’, ‘0334’,
‘0335’, ‘0304’, ‘0337’, ‘0302’, ‘0303’, ‘0338’, ‘0336’, ‘0327’ **AND**
the case opening reason (opencode) was coded as either ‘AA’ or ‘RA’,
then placement was defined as “Adoption Subsidy” or “Adoption Assistance.”

Home of Parent. If there was no type of service code **AND**
the type of living arrangement was coded as ‘HMP,’
then placement was defined as “Home of Parent.”

Successor Guardian. If there was no type of service code **AND** the type of living arrangement was coded as ‘GDN,’ then placement was defined as “Successor Guardian.”

Adoptive Placement. If there was no type of service code **AND** the type of living arrangement was coded as ‘FHA’, ‘HAP’, or ‘HMA,’ then placement was defined as “Adoptive Placement.”

Runaway/Missing/Unknown/Other. If there was no type of service code **AND** the type of living arrangement was coded as ‘RNY’, ‘MIS’, ‘UNK’, or ‘OTH,’ then “placement” was defined as “Runaway/Missing/Unknown/Other.”

Private (Payment of Services) VS Department Placement

If type of service arrangement was coded as one of the following: ‘9137’, ‘9140’, ‘9160’, ‘2940’, ‘2960’, ‘9909’, ‘9943’, ‘9958’, ‘7909’, ‘7943’, ‘9143’, ‘9158’, ‘0169’, ‘5179’, ‘9179’, ‘7809’, ‘7609’, ‘7643’, ‘6169’, ‘6909’, ‘6943’, ‘6958’, ‘7609’, ‘7643’, ‘7843’, ‘8909’, ‘8943’, ‘8958’, ‘0137’, ‘0140’, ‘0141’, ‘0160’, ‘2140’, ‘2160’, ‘2640’, ‘2669’, ‘2840’, ‘2860’, ‘6137’, ‘6140’, ‘6160’, ‘8137’, ‘8140’, ‘8160’, ‘8169’, ‘0102’, ‘0155’, ‘9102’, ‘9155’, ‘8102’, ‘2902’, ‘2102’, ‘6102’, ‘6155’, ‘2602’, ‘0109’, ‘0143’, ‘0158’, ‘9109’, ‘7543’, ‘0243’, ‘7109’, ‘7143’, ‘9169’,

'8109', '8143', '8158', '7409', '7443',
 '6109', '6143', '6158', '7309', '7343',
 '0163', '0167', '0208', '0720', '0704', '0705', '0706',
 '7204', '0204', '7205', **OR**

if living arrangement type was coded as 'FHP' **AND** there was **no** type of service code, then the placement was defined as under the auspices of a private agency.

'5106', '5115', '5136', '5153', '5154', '5191', '5192', '5193',
 '5195', '5196', '9104', '9105', '9106', '9115',
 '9136', '9153', '9154', '9161', '9176',
 '0179', '5194',
 '9903', '9904', '9905', '9914', '9944', '9959', '9103',
 '9114', '9144', '9159',
 '3179', '4179', '6179',
 '8179', '8903', '8914', '8959',
 '6903', '6904', '6905', '6914', '6944', '6959'
 '0106', '0115', '0136', '0153', '0154', '0161',
 '0176', '0179', '3106', '3136', '3153', '3154', '3161', '3176',
 '4106', '4136', '4153', '4154', '4161', '4176', '5176', '6106',
 '6115', '6136', '6153', '6154', '6161', '6176',
 '8106', '8115', '8136', '8153', '8154', '8161', '8176', '8904', '8905',
 '0101', '0104', '0107', '0146', '0151', '0152', '0156', '0162', '0211', '4026',
 '5101', '5104', '5107', '5126', '5151', '5152', '5161', '9101',
 '9107', '9151', '9152', '9156',
 '8101', '8104', '8107', '8126', '8151', '8152', '8156',
 '6101', '6104', '6107', '6126', '6151', '6152', '6156',
 '0103', '0105', '0114', '0144', '0159', '5103', '5105', '5114', '5144', '5159',
 '8103', '8105', '8114', '8144', '8159',
 '6103', '6105', '6114', '6144', '6159',

‘0163’, ‘0167’, ‘7267’, ‘0267’, ‘7167’, ‘0208’, ‘0701’, ‘0704’, ‘0705’,
 ‘0706’, ‘0708’, ‘0720’, ‘0723’, ‘0724’, ‘0725’, ‘0801’, ‘0804’,
 ‘0805’, ‘0806’, ‘0203’, ‘0222’, ‘7202’, ‘7203’, ‘0201’, ‘0213’, ‘0221’, ‘0223’,
 ‘0901’, ‘7201’, ‘0251’, ‘0202’,
 ‘0186’, ‘0193’, ‘0188’, ‘0189’, ‘0194’, ‘0150’, **OR**

if type of living arrangement was coded among one of the following:

‘HMR’, ‘DRA’, ‘ASD’, ‘CUS’, ‘ILO’, ‘FHA’, ‘FHB’, ‘FHI’, ‘HAP’, ‘FHS’,
 ‘HMP’,

‘DET’, ‘HHF’, ‘IMH’, ‘IDC’, ‘GRH’, ‘OTH’, ‘RNY’, ‘IPA’, ‘NCF’,

‘IRS’, ‘ICF’, ‘YES’, ‘MIS’, ‘PND’, ‘UNK’, ‘SGH’, ‘FOS’, ‘HRA’,

‘HRL’, ‘INS’, ‘IOP’, ‘GDN’, ‘IND’ **AND** there was **no** type of service code,

then the placement was defined as under the auspices of the Department of Children and Family Services.

Race

Seven codes defined ethnicity: ‘AO’ for Asian; ‘BL’ for African-American; ‘HI’ for Hispanic; ‘NA’ for Native American; ‘OT’ for Other; ‘UK’ for Unknown; and ‘WH’ for White.

Region

In analyses by region, a new six-category variable was derived by collapsing some and eliminating some of the 50 codes DCFS assigns to their “Assigned Region” (“region”) field. Region is defined in this report as:

The Northern Region, created from the Rockford region (‘1A’) and the Aurora region (‘2A’);

The Central Region, created from the Peoria region ('1B'), the Springfield Region ('3A'), and the Champaign Region ('3B');

The Southern Region, created from the East St. Louis region ('4A') and the Marion region ('5A');

The Cook County North Region, created from Cook County North region ('6B'), and of the following Chicago region/site/field combinations:

'2B0113'-'2B0158', '2B0204', '2B0207'-'2B0209', '2B0212', '2B0216',
'2B0231'-'2B0232', '2B0236', '2B0238', '2B0264', '2B0267',
'2B0270', '2B0274', '2B0515', '2B0540'-'2B0541', '2B0549',
'2B0552', '2B0554'-'2B0555',
'2B0560'-'2B0561', '2B0564', '2B0568', '2B0570', '2B0598', '2B0731',
'2B0766', '2B0767'

The Cook County Central Region, created from Cook County Central region ('6C'), and of the following Chicago region/site/field combinations:

'2B0403'-'2B0490', '2B0502', '2B0518', '2B0544', '2B0548', '2B0553',
'2B0551',
'2B0557'-'2B0559', '2B0565'-'2B0566', '2B0569', '2B0573', '2B05-',
'2B0756', '2B0757'

The Cook County South Region, created from Cook County South region ('6D'), and of the following Chicago region/site/field combinations:

'2B0201'-'2B0203', '2B0206', '2B0210', '2B0211', '2B0213'-'2B0215',
'2B0217'-'2B0219', '2B0221'-'2B0230', '2B0234'-'2B0235', '2B0237',
'2B0261'-'2B0263', '2B0265',
'2B0268'-'2B0269', '2B0271'-'2B0272', '2B0273', '2B0275'-'2B0399',

‘2B0516’, ‘2B0542’-‘2B0543’, ‘2B0545’-‘2B0547’, ‘2B0550’, ‘2B0556’,
‘2B0562’-‘2B0563’, ‘2B0567’, ‘2B0572’, ‘2B0574’, ‘2B05-’,
‘2B0768’, ‘2B0787’

(Child) Returned Home From Substitute Care

A child was defined as returning home from substitute care if his or her next living arrangement type (endevent¹¹) was coded as ‘HMP’ and his or her current placement type (“event”) was defined, according to the above definition, as “Substitute Care” **AND**

the corresponding case opening reason (opencode) was not coded as ‘AA’ or ‘RA’ (adoption or refugee assistance).

Split Custody (Nonintact Family Care (At Family Case Opening))

A child was defined as being in split custody family care if, at the time his/her family case opened, at least one other child member of the family case other than him/herself, also had a concurrent open child case at the time the family case was opened. (A child case concurrent with a family case opening was (1) a child case that lasted at least 7 days and (2) a child case that opened within 7 days before or within 7 days after the opening of the family case and closed more than 7 days after the opening of the family case, or a child case that opened any time before the family case opened and closed more than 7 days after the family case opened.)

Split Custody (Nonintact) Family Case

¹¹ A variable from the “HMR Monitoring” and “Master Events” files indicating the next living arrangement for a child.

An intact family case was defined as a split custody family case if at least one child, but not all children, who were members of that family case also had a concurrent open child case.

Substitute Care

Substitute Care was defined as encompassing the following Placement types: “Relative Care,” “Family Foster Care,” “Specialized Foster Care,” “Group Home,” “Institutional Care,” **OR** having a type of living arrangement (“event”) of ‘FHA.’ (Foster Home Adoption)

A Note About Units Of Analysis And Unduplication Of Records.

The basic unit of analysis represented in both data sets used for analyses in this report is the “placement spell.” A placement spell is the period of time beginning with the child’s placement in one particular living arrangement until the time the child is placed in a different living arrangement. Although the definition of “different living arrangement” itself differs somewhat from the HMR Monitoring Data Set and the Master Events Data Set and some other derivative data sets we used, the placement spell remains the basic unit.

Placement spells can be grouped in a number of ways. First, and corresponding to the operation of the Department, placement spells can be grouped under the case to which they correspond. One or more placement spells constitutes a case. The beginning of the first placement spell and the end of the last placement spell in a case correspond to the opening and closing, respectively, of a case. Furthermore, because a given child may have one or more cases opened and/or closed during his or her history with the Department the term “case” and child are not equivalent units of analysis. Thus, in terms of the structure of the data, placement spells are “nested” within cases, and child cases are nested within children.

Second, placement spells may be grouped under the rubric of “placement type.” Each spell may be characterized on the basis of type of service (payment) code and/or type of living arrangement code into a smaller organizational category representing the type of placement or living arrangement of a child in Department care. Herein we describe one 12-category breakdown. We have also conducted analyses in which we collapse the placement categories to define “Substitute Care.” Again, in “nesting” terms, placement spells are nested within placement types, and placement types are nested within the Substitute Care/Not Substitute Care distinction.

Third, placement spells and/or placement types may be collapsed into other categories. Although not presented in this report, using type of service codes and type of living arrangement codes, analyses can be conducted comparing outcomes across placements under the responsibility Department versus those for which private agencies bear responsibility.

Fourth, placement spells may be “summed up” to form larger categories of spells in care. For instance, out-of-home spells are defined as beginning when a child enters an out-of-home placement, moves or does not move to one or more different out-of-home placements, and ends when the child is placed in an in-home living arrangement or the case is closed.

This explanation of units of analysis is provided by way of alerting the reader to considering what tabulated figures may represent in any table presented in this report. For example, where a table presents the total number of children in a given placement type in a given fiscal year, it is important to be aware that this number is the total number of children who had at least one placement spell of the type listed that lasted at least one day during the fiscal year in question. Calculations of this type represent aggregation over all placement spells over all cases for that child in a given fiscal year. Similarly, a table presenting the total number of children served by the Department in a given fiscal year represents aggregation over all placement spells and cases for a particular child in

that fiscal year. It is the number of children who had at least one placement spell of any type that lasted at least one day during that fiscal year.

Table 3.1 Indicated Reports for Children in Intact Family Cases (by fiscal year of case openings)

	FY 94	FY 95	FY 96	FY 97	FY 98
Number of children in family cases beginning intact	21,812	31,660	28,741	25,938	17,065
Number of children in family cases with a report by 30 days	499	709	507	485	328
Percent of children in intact family cases with an indicated report by 30 days	2.3%	2.2%	1.8%	1.9%	1.9%
Number of children in family cases with a report by 180 days	1,782	2,741	1,856	1,610	1,175
Percent of children in intact family cases with an indicated report by 180 days	8.2%	8.7%	6.5%	6.2%	6.9%
Number of children in family cases with a report by 1 year	2,598	3,735	2,723	2,196	1,482
Percent of children in intact family cases with an indicated report by 1 year	11.9%	11.8%	9.5%	8.5%	8.7%

Note: The count of indicated reports within 30 days does not include reports made the same day a family case opens (which average 3% across years and family case openings).

Note: Indicated reports are counted if they follow the family case opening date by 1 day or more. Counts of children reported are cumulative, so that children reported by 180 days include all children reported by 30 days. Numbers and percentages of children in FY 98 with indicated reports are likely to be underestimated due to not having a full year of data following the end of the fiscal year

Table 3.4 Indicated Reports of Abuse or Neglect for Children in Department Custody (by living arrangement by fiscal year)

Living Arrangement ^a	FY 94			FY 95			FY 96			FY 97			FY 98		
	Total in placement ^b	Indicated reports ^c		Total in placement	Indicated reports		Total in placement	Indicated reports		Total In placement	Indicated reports		Total In placement	Indicated reports	
	#	#	%	#	#	%	#	#	%	#	#	%	#	#	%
Relative care	27,850	534	1.9	33,840	876	2.6	35,575	637	1.8	35,699	626	1.8	35,280	472	1.3
Adoptive placement	521	3	0.6	635	0	0.0	871	2	0.2	799	3	0.4	1,320	0	0.0
Family foster care	13,398	301	2.2	14,649	376	2.6	15,625	415	2.7	17,042	407	2.9	17,376	317	1.8
Specialized foster care	7,274	160	2.2	8,557	182	2.1	8,929	181	2.0	8,771	160	1.8	8,185	126	1.5
Group home	1,425	15	1.1	1,689	20	1.2	1,675	24	1.4	1,719	27	1.6	1,588	8	0.5
Institution	7,503	104	1.4	8,640	134	1.6	8,359	137	1.6	7,603	150	2.0	6,732	56	0.8

^aLiving arrangement is operationally defined in the appendix of this report.

^bTotal in placement is the total number of children in Department custody ever living in a given placement type during the fiscal year.

Number of children with at least one indicated report. Table 3.6 Indicated Reports by Living Arrangement for Perpetrator Involved in Most Severe and Most Recent Allegation (for combined fiscal years 1994–1998^a)

Living arrangement ^a	Perpetrator relationship (number & row percent)								Total
	<i>Natural parent</i>		<i>Foster parent</i>		<i>Relative</i>		<i>Other non-relative</i>		
Relative care	669	22.2%	1,184	39.2%	744	24.7%	420	13.9%	3,017
Adoptive placement	3	37.5%	0	0.0%	5	62.5%	0	0.0%	8
Family foster care	422	23.3%	621	34.2%	315	17.4%	457	25.2%	1,815
Specialized foster care	139	18.2%	245	32.0%	150	19.6%	231	30.2%	765
Group home	11	12.0%	2	2.2%	18	19.6%	61	66.3%	92
Institution	126	23.1%	25	4.6%	122	22.4%	272	49.9%	545

^aLiving arrangement is operationally defined in the appendix of this report.

Table 3.7 Indicated Reports by Living Arrangement for Most Severe and Most Recent Allegation Type (for combined fiscal years 1994–1998)

Living arrangement ^a	Type of abuse/neglect allegation ^b (number & row percent)							
	<i>Sexual abuse</i>		<i>Physical abuse</i>		<i>Substance-exposed infant</i>		<i>Emotional abuse</i>	
Home-of-parent	124	6.9%	86	10.4%	11	0.6%	9	0.5%
Relative care	539	17.9%	469	15.5%	21	0.7%	18	0.6%
Adoptive placement	1	12.5%	3	37.5%	0	0.0%	0	0.0%
Family foster care	582	32.1%	228	12.6%	15	0.8%	18	1.0%
Specialized foster care	297	38.8%	84	11.0%	4	0.5%	24	3.1%
Group home	49	53.3%	12	13.0%	1	1.1%	0	0.0%
Institution	281	51.6%	44	8.1%	8	1.5%	4	0.7%

^aLiving arrangement is operationally defined in the appendix of this report.

^bPercent and total are based on respondents.

Table 3.7 (cont'd) Indicated Reports by Living Arrangement for Most Severe and Most Recent Allegation Type (for combined fiscal years 1994–1998)

Living arrangement^a	Type of abuse/neglect allegation^b <i>(number & row percent)</i>								Total
	<i>Lack of supervision</i>		<i>Environmental neglect</i>		<i>Other neglect</i>		<i>Substantial risk of harm</i>		
Home-of-parent	597	33.3%	176	9.8%	59	3.3%	633	35.3%	1,795
Relative care	546	18.1%	167	5.5%	71	2.4%	1,186	39.3%	3,017
Adoptive placement	1	12.5%	0	0.0%	0	0.0%	3	37.5%	8
Family foster care	230	12.7%	20	1.1%	48	2.6%	674	37.1%	1,815
Specialized foster care	48	6.3%	16	2.1%	14	1.8%	278	36.3%	765
Group home	7	7.6%	0	0.0%	4	4.3%	19	20.7%	92
Institution	67	12.3%	7	1.3%	11	2.0%	123	22.6%	545

^aLiving arrangement is operationally defined in the appendix of this report.

^bPercent and total are based on respondents.

Table 3.8 Indicated Reports of Abuse or Neglect by Living Arrangement (by age for fiscal year 1998)

Living arrangement ^a	Age range of children (yrs)							Total
	0 to 3	3 to 6	6 to 9	9 to 12	12 to 15	15 to 18	18 and up	
Home-of-parent								
Total in placement	747	1,213	1,155	1,000	940	925	688	6,668
Indicated reports only	59	121	120	73	67	55	11	506
Percent by age range with indicated reports	7.9%	10%	10.4%	7.3%	7.1%	5.9%	1.6%	7.6%
Relative care								
Total in placement	3,931	6,899	7,282	6,243	5,022	4,075	1,828	35,280
Indicated reports only	70	225	293	239	187	76	25	1,115
Percent by age range with indicated reports	1.8%	3.3%	4.0%	3.8%	3.7%	1.9%	1.4%	3.2%
Adoptive placement								
Total in placement	173	433	333	217	116	43	5	1,320
Indicated reports only	0	0	0	0	0	0	0	0
Percent by age range with indicated reports	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Family foster care								
Total in placement	3,537	4,054	3,478	2,515	1,901	1,481	410	17,376
Indicated reports only	53	164	177	122	68	44	4	632
Percent by age range with indicated reports	1.5%	4.0%	5.1%	4.9%	3.6%	3.0%	1.0%	3.6%

^aLiving arrangement is operationally defined in the appendix of this report.

Table 3.8 (cont'd) Indicated Reports of Abuse or Neglect by Living Arrangement (by age for fiscal year 1998)

Living arrangement ^a	Age range of children (Yrs)							Total
	0 to 3	3 to 6	6 to 9	9 to 12	12 to 15	15 to 18	18 and up	
Specialized foster care								
Total in placement	999	1,566	1,658	1,471	1,226	991	274	8,185
Indicated reports only	6	39	80	74	47	19	4	269
Percent by age range with indicated reports	0.6%	2.5%	4.8%	5.0%	3.8%	1.9%	1.0%	3.3%
Group home								
Total in placement	23	28	59	132	426	788	132	1,588
Indicated reports only	0	0	4	4	14	6	2	30
Percent by age range with indicated reports	0.0%	0.0%	6.8%	3.0%	3.3%	0.8%	1.5%	1.9%
Institution								
Total in placement	682	210	310	640	1,591	2,551	748	6,732
Indicated reports only	1	1	9	25	60	65	9	170
Percent by age range with indicated reports	0.1%	0.5%	2.9%	3.9%	3.8%	2.5%	1.2%	2.5%

^aLiving arrangement is operationally defined in the appendix of this report.

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Table 4.4 Children Returning Home by Time and Fiscal Year

Fiscal year	Children Returning from Substitute Care within												Children entering substitute care ^a
	7 days or less		7 days–6 months		6–12 months		12–18 months		18–24 months		more than 24 months		
	#	%	#	%	#	%	#	%	#	%	#	%	Total
1990	1,408	17	1,226	14	525	6	391	5	252	3	760	9	8,483
1991	1,335	15	1,131	13	478	5	353	4	262	3	883	10	9,004
1992	1,218	11	1,084	10	611	5	372	3	247	2	1,087	10	11,206
1993	1,204	12	928	9	398	4	287	3	262	3	942	9	10,265
1994	1,130	9	962	8	526	4	393	3	307	2	1,085	9	12,714
1995	1,104	8	1,037	7	581	4	424	3	414	3	928	7	13,849
1996	785	8	840	8	449	4	337	3	326	3	303	3	10,045
1997	797	9	838	9	467	5	328	4	87	1	0	0	9,132
1998	763	10	558	7	115	2	0	0	0	0	0	0	7,609

^aNumber of children with first substitute care placement during the fiscal year.

Table 4.5 Reentry into Substitute Care

Fiscal year	Children returning to substitute care within												Children returned home ^a
	7 days or less		7 days–6 months		6–12 months		12–18 months		More than 18 months		Remain at home		
	#	%	#	%	#	%	#	%	#	%	#	%	Total
1990	22	0.9	104	4.0	27	1.0	17	0.7	40	1.6	2,370	92	2,580
1991	54	1.6	136	4.1	56	1.7	29	0.9	70	2.1	2,998	90	3,343
1992	77	2.2	161	4.6	57	1.6	29	0.8	61	1.7	3,148	89	3,533
1993	102	2.7	214	5.6	82	2.1	47	1.2	56	1.5	3,340	87	3,841
1994	110	3.2	203	5.9	88	2.6	44	1.3	57	1.7	2,912	85	3,414
1995	134	3.2	262	6.3	93	2.2	30	0.7	58	1.4	3,575	86	4,152
1996	140	3.6	244	6.2	110	2.8	46	1.2	34	0.9	3,344	85	3,918
1997	176	4.1	259	6.0	93	2.1	27	0.6	6	0.1	3,770	87	4,331
1998	180	4.1	200	4.5	38	0.9	0	0.0	0	0.0	3,998	90	4,416

^aNumber of children who were at home during the fiscal year and previously in substitute care.

Table 4.8 Guardianship Transfer

Fiscal Year	Subsidized guardianship (#)	Successor guardianship (#)	Children in substitute care (#)	Mean duration (days)	Children in substitute care with guardianship (per 1,000)	Rate per 1,000 child-years
1990	0	8	29,041	249	0.3	0.4
1991	0	18	31,758	256	0.6	0.8
1992	0	12	37,457	263	0.3	0.4
1993	0	5	42,109	274	0.1	0.2
1994	0	15	49,093	278	0.3	0.4
1995	0	9	57,502	286	0.2	0.2
1996	0	17	60,238	300	0.3	0.3
1997	185	11	61,271	305	3.2	3.8
1998	1,278	5	60,065	298	21.4	26.2

Note: Operational definitions of subsidized guardianship, successor guardianship, and substitute care are included in the appendix.

Table 4.10 Number of Children Entering, Exiting, and Remaining in Substitute Care by Fiscal Year and Exit Type

Fiscal year	Children entering care ^a	Exit Type									
		At-home, closed	At-home open	Adopted	Guardian ship	Aged out	Runaway, case closed	Deceased	Closed in substitute care	Still in care	Sum still in care on June 30, 1998
1990	8,483	3,518	30	1,487	128	1,014	19	33	747	1,507	1,507
1991	9,004	3,447	50	1,624	202	943	10	46	675	2,007	3,514
1992	11,206	3,587	77	2,146	320	1,030	19	40	844	3,143	6,657
1993	10,265	3,174	113	1,836	323	781	12	37	662	3,327	9,984
1994	12,714	3,510	230	1,891	413	622	10	45	822	5,171	15,155
1995	13,849	3,708	310	1,571	446	465	10	45	788	6,506	21,661
1996	10,045	2,484	306	719	164	179	6	40	492	5,655	27,316
1997	9,132	2,048	360	324	15	71	3	27	316	5,968	33,284
1998	7,609	1,173	432	86	0	14	4	15	231	5,654	38,938

^aNumber of children whose first substitute care placement in his or her first case was active in the given fiscal year. Unduplicated across children.

Table 4.11 Number of Children Entering, Exiting, and Remaining in Substitute Care by Fiscal Year and Exit Type

Fiscal year	Children entering care ^a	Exit Type								
		At-home, closed	At-home open	Adopted	Guardian ship	Aged out	Runaway, case closed	Deceased	Closed in substitute care	Still in care
1990	8,483	41%	0%	18%	2%	12%	0%	0%	9%	18%
1991	9,004	38%	1%	18%	2%	10%	0%	1%	7%	22%
1992	11,206	32%	1%	19%	3%	9%	0%	0%	8%	28%
1993	10,265	31%	1%	18%	3%	8%	0%	0%	6%	32%
1994	12,714	28%	2%	15%	3%	5%	0%	0%	6%	41%
1995	13,849	27%	2%	11%	3%	3%	0%	0%	6%	47%
1996	10,045	25%	3%	7%	2%	2%	0%	0%	5%	56%
1997	9,132	22%	4%	4%	0%	1%	0%	0%	3%	65%
1998	7,609	15%	6%	7%	0%	0%	0%	0%	3%	74%

^aNumber of children whose first substitute care placement in his or her first case was active in the given fiscal year. Unduplicated across children.

Table 4.12 Percentage of Children Returned Home From Substitute Care by Fiscal Year, Age, and Time to Return Home

		Fiscal Year								
Time to Return Home	Age	1990	1991	1992	1993	1994	1995	1996	1997	1998
Before 12 months	3 years or less	34	31	23	20	16	15	16	17	14
	3–6 years	43	35	26	25	22	20	23	27	22
	6–9 years	39	36	26	26	22	22	22	27	21
	9–12 years	36	32	27	29	23	21	23	27	24
	12–15 years	37	31	29	29	27	24	27	27	22
	> 15 years	34	36	30	28	26	27	30	31	27
12–24 months	3 years or less	8	7	5	4	4	4	6	5	0
	3–6 years	7	8	5	4	6	6	7	5	0
	6–9 years	7	6	6	6	6	6	7	5	0
	9–12 years	10	7	6	6	7	7	8	6	0
	12–15 years	8	9	8	7	8	8	8	4	0
	> 15 years	7	5	7	7	6	7	5	4	0
More than 24 months	3 years or less	9	10	9	9	8	6	3	0	0
	3–6 years	9	11	11	10	10	8	3	0	0
	6–9 years	11	11	11	11	11	8	3	0	0
	9–12 years	13	12	10	11	10	8	3	0	0
	12–15 years	9	9	11	10	9	7	2	0	0
	> 15 years	2	3	3	5	2	3	1	0	0

Table 4.13 Percentage of Children Returned Home From Substitute Care by Fiscal Year, Race, and Time to Return Home

Time to Return Home	Race	Fiscal Year								
		1990	1991	1992	1993	1994	1995	1996	1997	1998
Before 12 months	Black	30	25	19	17	14	14	14	16	15
	Hispanic	48	45	33	31	29	21	21	30	23
	White	48	47	43	44	38	36	36	38	27
12–24 months	Black	6	5	4	4	4	4	5	4	0
	Hispanic	7	6	6	6	6	8	7	5	0
	White	11	11	10	8	10	10	10	7	0
More than 24 months	Black	9	10	10	9	9	6	2	0	0
	Hispanic	9	9	12	13	8	8	5	0	0
	White	10	10	10	10	8	7	4	0	0

Table 4.14 Percent of Children Entering, Exiting, and Remaining in Kinship Care by Fiscal Year, Race, and Exit Type – Cook Regions

			Exit Type								
Fiscal year	Race	Children entering care	At-home, closed (%)	At-home, open (%)	Adopted (%)	Guardian ship (%)	Aged out (%)	Runaway, case closed (%)	Deceased (%)	Other reasons, closed (%)	Still in care (%)
1990	Black	1,567	21	0	23	1	13	0	0	9	32
	Hispanic	91	46	0	16	0	12	0	0	4	21
	White	111	51	1	12	0	12	0	0	14	10
1991	Black	2,243	19	0	23	1	11	0	1	6	39
	Hispanic	94	39	3	15	0	14	0	1	17	11
	White	144	42	0	24	0	8	0	1	11	15
1992	Black	3,455	17	1	21	1	8	0	0	6	46
	Hispanic	176	23	0	27	0	10	1	1	20	19
	White	223	36	1	28	0	9	0	0	14	12
1993	Black	2,676	14	1	19	1	7	0	0	6	52
	Hispanic	130	37	1	18	0	5	0	0	8	32
	White	132	28	1	30	1	5	0	1	5	30
1994	Black	3,736	16	2	13	0	3	0	0	5	59
	Hispanic	198	27	0	22	1	5	1	1	8	36
	White	213	28	3	20	0	2	0	0	10	36

Table 4.14 (cont.) Percent of Children Entering, Exiting, and Remaining in Kinship Care by Fiscal Year, Race, and Exit Type – Cook Regions

			Exit Type								
Fiscal year	Race	Children entering care	At-home, closed (%)	At-home, open (%)	Adopted (%)	Guardian ship (%)	Aged out (%)	Runaway, case closed (%)	Deceased (%)	Other reasons, closed (%)	Still in care (%)
1995	Black	4,167	15	2	9	1	2	0	0	5	65
	Hispanic	253	27	2	15	0	3	0	0	8	46
	White	260	28	3	17	0	3	0	0	7	43
1996	Black	2,564	14	1	6	0	1	0	0	3	74
	Hispanic	230	25	1	5	0	1	0	1	3	64
	White	211	29	4	13	0	1	0	0	7	45
1997	Black	2,059	13	1	2	0	1	0	0	2	81
	Hispanic	177	23	4	2	0	1	0	0	2	68
	White	179	26	1	0	0	1	0	2	3	67
1998	Black	1,524	8	2	0	0	0	0	0	1	89
	Hispanic	152	16	3	0	0	1	0	0	2	78
	White	144	8	5	1	0	0	0	0	1	83

Note: Kinship care includes the following placement types: Home of Relative, Delegated Relative Authority, Home of Relative Application, Home of Relative Licensed

Table 4.15 Percent of Children Entering, Exiting, and Remaining in Kinship Care by Fiscal Year, Race, and Exit Type – Non-Cook Regions

Fiscal year	Race	Children entering care (N)	Exit Type								
			At-home, closed (%)	At-home, open (%)	Adopted (%)	Guardian ship (%)	Aged out (%)	Runaway, case closed (%)	Deceased (%)	Other reasons, closed (%)	Still in care (%)
1990	Black	309	43	1	18	3	10	0	0	15	10
	Hispanic	22	82	0	5	0	5	0	0	5	5
	White	437	65	0	8	0	9	0	0	12	5
1991	Black	382	38	0	18	3	10	1	0	14	16
	Hispanic	24	42	4	8	0	17	0	0	4	25
	White	464	57	1	12	0	9	0	0	13	9
1992	Black	547	39	1	17	6	7	0	0	9	20
	Hispanic	29	45	0	3	0	17	0	0	17	17
	White	549	60	1	12	0	7	0	0	12	8
1993	Black	511	40	1	17	3	6	0	0	8	25
	Hispanic	29	66	0	21	0	3	0	0	0	10
	White	479	59	1	9	2	6	0	0	9	13
1994	Black	644	35	2	16	4	4	0	0	6	33
	Hispanic	50	54	0	10	0	10	0	0	6	20
	White	676	56	3	9	2	6	0	0	10	14

Table 4.15 (cont.) Percent of Children Entering, Exiting, and Remaining in Kinship Care by Fiscal Year, Race, and Exit Type – Non-Cook Regions

			Exit Type								
Fiscal year	Race	Children entering care (N)	At-home, closed (%)	At-home, open (%)	Adopted (%)	Guardian ship (%)	Aged out (%)	Runaway, case closed (%)	Deceased (%)	Other reasons, closed (%)	Still in care (%)
1995	Black	626	34	4	10	7	2	0	0	7	37
	Hispanic	35	46	11	20	0	3	0	0	3	17
	White	724	47	4	8	4	4	0	0	9	24
1996	Black	409	25	6	4	5	2	0	0	6	53
	Hispanic	34	44	3	3	0	3	0	0	3	44
	White	515	44	6	4	3	1	0	0	8	33
1997	Black	431	22	8	1	2	0	0	0	6	60
	Hispanic	27	41	0	4	0	0	0	0	15	41
	White	503	32	14	2	0	1	0	0	6	44
1998	Black	396	12	11	0	0	0	0	0	3	74
	Hispanic	49	16	6	0	0	0	0	0	6	71
	White	488	19	15	1	0	0	0	0	4	60

Note: Kinship care includes the following placement types: Home of Relative, Delegated Relative Authority, Home of Relative Application, Home of Relative Licensed

Table 4.16 Percent of Children Entering, Exiting, and Remaining in Nonkinship Care by Fiscal Year, Race, and Exit Type – Cook Regions

			Exit Type								
Fiscal year	Race	Children entering care (N)	At-home, closed (%)	At-home, open (%)	Adopted (%)	Guardian ship (%)	Aged out (%)	Runaway, case closed (%)	Deceased (%)	Other reasons, closed (%)	Still in care (%)
1990	Black	1,828	31	0	24	1	9	0	1	6	28
	Hispanic	183	44	0	16	0	15	0	1	10	14
	White	374	41	0	22	1	15	0	0	10	11
1991	Black	1,806	28	0	25	1	9	0	1	6	30
	Hispanic	200	56	0	10	0	7	0	2	7	20
	White	324	38	0	20	0	15	0	1	10	15
1992	Black	2,158	23	0	25	1	8	0	1	6	36
	Hispanic	212	49	0	18	0	9	0	0	7	16
	White	290	33	0	29	0	16	0	0	7	14
1993	Black	2,185	21	1	23	0	5	0	1	6	43
	Hispanic	222	37	1	15	0	5	0	0	8	33
	White	318	27	1	30	0	8	1	1	8	25
1994	Black	2,814	18	1	18	0	4	0	1	7	51
	Hispanic	239	37	0	15	0	6	0	0	8	32
	White	370	24	0	22	0	10	0	0	7	37

Table 4.16 (cont.) Number of Children Entering, Exiting, and Remaining in Nonkinship Care by Fiscal Year, Race, and Exit Type – Cook Regions

			Exit Type								
Fiscal year	Race	Children entering care (N)	At-home, closed (%)	At-home, open (%)	Adopted (%)	Guardian ship (%)	Aged out (%)	Runaway, case closed (%)	Deceased (%)	Other reasons, closed (%)	Still in care (%)
1995	Black	3,226	20	1	13	0	3	0	1	5	56
	Hispanic	299	34	0	8	0	5	0	0	8	44
	White	394	31	2	20	0	6	0	0	5	37
1996	Black	2,425	15	2	9	0	1	0	0	4	70
	Hispanic	297	32	2	7	0	2	0	1	8	48
	White	324	22	2	10	0	4	0	0	8	53
1997	Black	2,386	13	1	4	0	0	0	1	2	78
	Hispanic	268	35	2	2	0	1	0	0	4	56
	White	305	23	0	6	0	2	0	0	3	65
1998	Black	1,955	11	1	1	0	0	0	0	1	85
	Hispanic	253	23	2	1	0	0	0	0	2	72
	White	257	25	2	1	0	0	0	0	1	71

Note: Kinship care includes the following placement types: Home of Relative, Delegated Relative Authority, Home of Relative Application, Home of Relative Licensed

Table 4.17 Percent of Children Entering, Exiting, and Remaining in Nonkinship Care by Fiscal Year, Race, and Exit Type – Non-Cook Regions

			Exit Type								
Fiscal year	Race	Children entering care (N)	At-home, closed (%)	At-home, open (%)	Adopted (%)	Guardian ship (%)	Aged out (%)	Runaway, case closed (%)	Deceased (%)	Other reasons, closed (%)	Still in care (%)
1990	Black	832	49	0	20	1	8	0	0	6	14
	Hispanic	80	68	0	5	0	15	1	0	6	5
	White	1,899	57	0	11	0	15	1	0	9	6
1991	Black	902	51	0	18	1	6	0	0	9	14
	Hispanic	110	60	5	8	0	8	0	0	5	14
	White	1,663	60	1	11	0	14	0	0	6	8
1992	Black	1,011	44	0	19	1	7	0	0	8	20
	Hispanic	104	51	0	14	0	11	0	0	13	12
	White	1,643	52	1	13	1	15	1	0	6	10
1993	Black	1,050	41	1	21	1	5	0	0		23
	Hispanic	109	51	3	12	1	11	2	1	10	9
	White	1,650	53	1	14	0	15	0	0	4	12
1994	Black	1,209	39	2	17	2	4	0	0	5	31
	Hispanic	126	53	5	9	0	7	0	0	13	13
	White	1,699	48	2	15	1	11	0	0	7	17

Table 4.17 (cont.) Percent of Children Entering, Exiting, and Remaining in Nonkinship Care by Fiscal Year, Race, and Exit Type – Non-Cook Regions

			Exit Type								
Fiscal year	Race	Children entering care (N)	At-home, closed (%)	At-home, open (%)	Adopted (%)	Guardian ship (%)	Aged out (%)	Runaway, case closed (%)	Deceased (%)	Other reasons, closed (%)	Still in care (%)
1995	Black	1,107	37	4	17	1	3	0	0	4	34
	Hispanic	140	54	0	5	1	4	0	0	10	27
	White	1,831	45	2	12	1	8	0	0	5	25
1996	Black	944	31	6	8	1	1	0	0	5	45
	Hispanic	92	454	1	11	0	2	1	1	8	32
	White	1,536	43	6	8	0	4	0	1	5	34
1997	Black	923	30	5	5	0	1	0	0	2	56
	Hispanic	118	53	6	4	0	1	0	0	3	34
	White	1,384	38	8	4	0	2	0	0	5	43
1998	Black	806	19	8	2	0	0	0	0	3	67
	Hispanic	131	31	11	0	0	2	0	0	8	47
	White	1,135	23	12	2	0	1	0	0	4	57

Note: Kinship care includes the following placement types: Home of Relative, Delegated Relative Authority, Home of Relative Application, Home of Relative Licensed

Table 4.18 Children Returned Home from Substitute Care (by previous placement type)

Fiscal year	Previous Placement Type										Children returned home
	Home-of-relative		Foster home adoption		Foster home		Group home		Institute		
	#	%	#	%	#	%	#	%	#	%	Total
1990	630	24	0	0	1,289	50	29	1	632	24	2,580
1991	997	30	8	0	1,703	51	45	1	590	18	3,343
1992	1,152	33	4	0	1,693	48	55	2	629	18	3,533
1993	1,334	35	5	0	1,687	44	68	2	747	19	3,841
1994	1,212	36	4	0	1,449	42	54	2	695	20	3,414
1995	1,635	39	1	0	1,630	39	73	2	813	20	4,152
1996	1,567	40	1	0	1,575	40	72	2	703	18	3,918
1997	1,891	44	1	0	1,744	40	65	2	630	15	4,331
1998 ^a	2,105	48	2	0	1,722	39	52	1	535	12	4,416

Note: Home of Relative includes Delegated Relative Authority, Home of relative, Home of Relative Adoption, Home of Relative Liscensed

Table 4.19 Reentry into Substitute Care: Percentage of Children Reentering Substitute Care from Home of Parent by Age, by Time to Reenter Substitute Care, and by Fiscal Year

Time to return to substitute care	Age (years)	Fiscal year								
		1990	1991	1992	1993	1994	1995	1996	1997	1998
Less than 12 months	3 or less	7	7	5	8	10	8	10	13	9
	3-6	5	6	6	11	11	9	11	10	10
	6-9	5	5	8	8	11	11	13	8	8
	9-12	8	6	9	8	9	10	13	12	7
	12-15	6	8	13	13	16	18	14	15	13
	> 15	7	13	14	19	19	20	18	19	14
12 months or more	3 or less	3	2	3	3	3	2	1	1	0
	3-6	3	4	3	2	4	2	2	1	0
	6-9	3	5	2	2	3	2	2	0	0
	9-12	3	3	3	3	5	3	2	0	0
	12-15	2	5	3	5	3	3	3	1	0
	> 15	0	1	0	1	1	1	2	1	0

Table 4.19 (cont.) Reentry into Substitute Care: Percentage of Children Reentering Substitute Care from Home of Parent by Age, by Time to Reenter Substitute Care, and by Fiscal Year

Time to return to substitute care	Age (years)	Fiscal year								
		1990	1991	1992	1993	1994	1995	1996	1997	1998
Still at home	3 or less	91	91	91	89	87	89	88	86	91
	3-6	93	90	91	89	86	90	87	89	91
	6-9	92	91	90	91	87	87	85	91	92
	9-12	90	91	88	88	86	88	85	88	93
	12-15	92	86	84	82	82	79	84	84	88
	> 15	94	85	85	80	80	79	81	81	87

Table 4.20 Reentry into Substitute Care: Percentage of Children Reentering Substitute Care from Home of Parent by Time to Reenter, by Race, and by Fiscal Year

Time to return home	Race	Fiscal year								
		1990	1991	1992	1993	1994	1995	1996	1997	1998
Less than 12 months	Black	5	6	8	9	12	10	10	10	8
	Hispanic	4	2	3	4	5	3	10	4	3
	White	7	10	10	13	14	15	16	18	14
12 months or more	Black	1	2	3	3	4	1	2	1	0
	Hispanic	1	1	1	1	1	2	2	0	0
	White	3	4	3	3	3	2	2	1	0
Still at home	Black	94	91	89	88	86	88	89	89	93
	Hispanic	96	96	95	95	94	95	87	96	97
	White	89	87	88	84	83	82	81	82	86

Table 4.21 Reentry into Substitute Care: Percentage of Children Reenter Substitute Care from Home of Parent by Region, by Time to Reenter Substitute Care, and by Fiscal Year

Time to return to substitute care	Region	Fiscal year								
		1990	1991	1992	1993	1994	1995	1996	1997	1998
Less than 12 months	Northern	9	10	11	15	16	14	19	18	13
	Central	10	14	14	16	15	20	21	20	18
	Southern	8	9	9	12	14	14	17	17	15
	Cook-North	4	2	5	4	7	3	2	5	3
	Cook-Central	3	3	3	4	7	8	5	4	2
	Cook-South	2	3	3	2	7	4	3	6	4
12 months or more	Northern	4	5	4	4	5	3	3	1	0
	Central	4	4	3	4	4	3	3	1	0
	Southern	2	3	2	2	5	3	2	1	0
	Cook-North	0	1	2	0	1	0	2	0	0
	Cook-Central	0	1	1	2	0	1	1	0	0
	Cook-South	0	1	1	2	2	1	1	0	0

Table 4.21 (cont.) Reentry into Substitute Care: Percentage of Children Reenter Substitute Care from Home of Parent by Region, by Time to Reenter Substitute Care, and by Fiscal Year

Time to return to substitute care	Region	Fiscal year								
		1990	1991	1992	1993	1994	1995	1996	1997	1998
Still at home	Northern	87	84	85	81	80	84	78	81	86
	Central	86	82	83	80	82	78	77	79	81
	Southern	89	88	88	85	81	83	81	83	85
	Cook-North	96	97	95	95	93	96	96	94	97
	Cook-Central	97	97	96	94	92	92	93	96	98
	Cook-South	98	97	95	96	91	95	96	94	96

Table 4.24 Children Adopted (by region)

Fiscal year	Region												Children adopted
	Northern		Central		Southern		Cook-North		Cook-Central		Cook-South		
	#	%	#	%	#	%	#	%	#	%	#	%	Total
1990	99	13	184	25	87	12	175	24	109	15	88	12	742
1991	122	16	166	21	77	10	224	29	102	13	85	11	776
1992	119	15	214	27	71	9	220	28	93	12	81	10	798
1993	153	14	255	23	77	7	332	30	185	17	115	10	1,117
1994	153	12	291	23	98	8	378	30	200	16	160	13	1,280
1995	184	12	328	21	116	8	380	25	209	14	310	20	1,527
1996	235	11	363	17	193	9	496	23	452	21	373	18	2,112
1997	265	12	394	18	167	8	358	16	603	28	391	18	2,178
1998 ^a	418	9	571	12	215	4	1,016	21	1,415	29	1,177	24	4,812

Table A.1 Rate per 100 Child-Years of Indicated Reports by Living Arrangement and Fiscal Year

Living Arrangement ^a	FY 94			FY 95			FY 96			FY 97			FY 98		
	Mean Duration ^b	Indicated Reports ^c	Incidence Density Rate ^d	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate
Relative Care	268.3	534	2.6	276.7	876	3.4	289.1	637	2.3	295.5	626	2.2	286.3	472	1.7
Adoptive Placement	124.7	3	1.7	87.1	0	0.0	106.0	2	0.8	74.1	3	1.9	72.8	0	0.0
Family Foster Care	214.5	301	3.8	217.6	376	4.3	228.7	415	4.2	241.7	497	4.4	243.1	317	2.7
Specialized Foster Care	246.4	160	3.3	245.0	182	3.2	263.0	181	2.8	267.1	160	2.5	257.6	126	2.2
Group Home	147.4	15	2.6	145.0	20	3.0	166.4	24	3.1	163.8	27	3.5	171.6	8	1.1
Institution	171.6	104	3.0	173.9	134	3.3	182.3	137	3.3	175.5	150	4.1	170.4	56	1.8

^aLiving arrangement is operationally defined in the appendix of this report

^bNumber of days in placement per child

^cNumber of Placement with an indicated report

^dNumber of reports per 100 children in a year

Table A.2 Rate per 100 Child-Years of Indicated Reports by Living Arrangement and Fiscal Year:

Northern Illinois

Living Arrangement ^a	FY 94			FY 95			FY 96			FY 97			FY 98		
	Mean Duration ^b	Indicated Reports ^c	Incidence Density Rate ^d	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate
Home of Parent	174.5	99	14.1	176.7	127	16.7	178.5	129	15.4	177.1	107	12.2	176.2	85	11.6
Relative Care	224.4	48	4.2	230.0	66	4.5	249.7	91	5.6	258.6	73	4.1	255.5	35	2.0
Adoptive Placement	73.7	0	0.0	83.0	0	0.0	58.6	0	0.0	72.9	0	0.0	75.5	0	0.0
Family Foster Care	204.8	61	5.6	213.0	84	6.6	224.0	76	5.3	234.3	83	5.3	236.1	48	3.0
Specialized Foster Care	245.8	10	2.3	240.5	21	4.0	252.5	18	3.0	251.0	17	2.9	230.2	22	4.5
Group Home	137.5	1	1.6	130.3	3	4.2	164.5	4	5.2	146.5	3	3.8	168.1	3	4.5
Institution	183.6	16	4.1	187.8	23	5.3	184.5	23	5.6	179.3	23	6.3	170.5	5	1.8

^aLiving arrangement is operationally defined in the appendix of this report

^bNumber of days in placement per child

^cNumber of Placement with an indicated report

^dNumber of reports per 100 children in a year

Table A.3 Rate per 100 Child-Years of Indicated Reports by Living Arrangement and Fiscal Year:

Central Illinois

Living Arrangement ^a	FY 94			FY 95			FY 96			FY 97			FY 98		
	Mean Duration ^b	Indicated Reports ^c	Rate per 100child-years ^d	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate
Home of Parent	168.1	166	13.9	165.8	174	14.9	173.7	206	17.3	176.6	171	14.4	173.0	167	15.1
Relative Care	211.7	82	5.6	221.3	81	4.9	231.6	61	3.6	243.1	66	3.8	236.8	54	3.0
Adoptive Placement	79.5	0	0.0	81.9	0	0.0	81.6	0	0.0	78.1	0	0.0	76.7	0	0.0
Family Foster Care	199.5	117	6.5	200.7	123	6.6	211.8	125	6.2	232.3	134	6.0	232.1	99	4.6
Specialized Foster Care	229.3	70	6.9	234.7	60	5.2	251.3	39	3.4	253.2	50	4.9	240.4	35	4.3
Group Home	140.6	9	5.9	133.7	10	6.1	143.0	7	4.4	148.9	5	3.6	152.4	0	0.0
Institution	183.9	30	5.0	184.5	26	3.9	185.7	30	4.8	158.0	30	6.3	158.8	17	4.0

^aLiving arrangement is operationally defined in the appendix of this report

^bNumber of days in placement per child

^cNumber of Placement with an indicated report

^dNumber of reports per 100 children in a year

Table A.4 Number of Children Ever Active by Living Arrangement and Safety Status Fiscal Years 1994–1998:

Southern Illinois

Living Arrangement ^a	FY 94			FY 95			FY 96			FY 97			FY 98		
	Mean Duration ^b	Indicated Reports ^c	Rate per 100child-years ^d	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate
Home of Parent	181.5	65	12.8	182.5	93	18.2	191.4	50	9.5	182.1	73	15.3	177.9	58	15.0
Relative Care	223.9	15	2.3	229.2	23	3.3	246.1	22	3.1	241.7	32	4.5	251.6	14	1.8
Adoptive Placement	165.3	3	5.1	89.1	0	0.0	97.8	0	0.0	51.7	1	3.6	50.4	0	0.0
Family Foster Care	221.2	29	3.3	224.3	45	4.8	225.3	69	7.3	227.5	62	6.2	227.9	36	4.0
Specialized Foster Care	189.9	5	3.9	191.0	6	3.9	214.2	11	6.0	204.9	8	4.9	186.2	2	1.6
Group Home	166.4	0	0.0	161.7	2	5.7	156.7	1	2.9	146.0	3	8.8	148.3	0	0.0
Institution	153.4	8	2.5	153.0	12	3.4	154.8	11	3.2	146.1	17	6.1	147.8	6	2.5

^aLiving arrangement is operationally defined in the appendix of this report

^bNumber of days in placement per child

^cNumber of Placement with an indicated report

^dNumber of reports per 100 children in a year

Table A.5 Number of Children Ever Active by Living Arrangement and Safety Status Fiscal Years 1994–1998:

Cook North

Living Arrangement ^a	FY 94			FY 95			FY 96			FY 97			FY 98		
	Mean Duration ^b	Indicated Reports ^c	Rate per 100child-years ^d	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate
Home of Parent	150.5	5	4.3	124.0	19	14.8	117.9	5	3.5	124.9	13	9.0	132.7	10	7.0
Relative Care	276.6	96	2.1	288.5	237	4.2	291.4	150	2.5	297.9	137	2.3	290.7	94	1.7
Adoptive Placement	88.5	0	0.0	81.9	0	0.0	144.2	0	0.0	84.4	0	0.0	105.3	0	0.0
Family Foster Care	222.5	33	2.5	226.3	36	2.4	238.6	56	3.4	257.4	57	2.9	257.2	26	1.3
Specialized Foster Care	248.1	11	1.2	244.1	24	2.2	265.2	26	2.0	288.8	34	2.4	278.4	25	1.8
Group Home	151.5	1	0.9	156.6	3	2.3	185.0	6	3.4	177.7	5	2.7	186.9	3	1.7
Institution	175.7	11	1.6	175.7	24	2.9	195.5	23	2.5	195.5	28	3.3	183.5	8	1.1

^aLiving arrangement is operationally defined in the appendix of this report

^bNumber of days in placement per child

^cNumber of Placement with an indicated report

^dNumber of reports per 100 children in a year

Table A.6 Number of Children Ever Active by Living Arrangement and Safety Status Fiscal Years 1994–1998:

Cook Central

Living Arrangement ^a	FY 94			FY 95			FY 96			FY 97			FY 98		
	Mean Duration ^b	Indicated Reports ^c	Rate per 100child-years ^d	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate
Home of Parent	137.3	8	11.0	115.0	9	9.4	142.0	4	2.8	147.6	6	2.8	146.2	6	3.0
Relative Care	280.2	139	2.6	284.5	241	3.6	299.9	128	1.7	302.8	142	1.8	291.8	117	1.6
Adoptive Placement	257.4	0	0.0	95.9	0	0.0	116.5	1	2.9	79.0	0	0.0	59.9	0	0.0
Family Foster Care	219.9	35	2.9	227.8	45	2.9	239.2	51	2.6	252.7	83	3.5	248.4	40	1.6
Specialized Foster Care	257.0	36	3.0	250.0	38	2.5	270.4	51	2.7	264.4	29	1.5	265.9	30	1.6
Group Home	135.1	3	3.9	158.5	1	0.9	160.6	2	1.4	172.0	7	4.2	170.3	0	0.0
Institution	152.7	19	3.5	166.0	18	2.4	173.0	26	3.3	166.7	21	2.9	156.0	6	1.0

^aLiving arrangement is operationally defined in the appendix of this report

^bNumber of days in placement per child

^cNumber of Placement with an indicated report

^dNumber of reports per 100 children in a year

**Table A.7 Number of Children Ever Active by Living Arrangement and Safety Status Fiscal Years 1994–1998
(adjusted for exposure)**

Cook South

Living Arrangement ^a	FY 94			FY 95			FY 96			FY 97			FY 98		
	Mean Duration ^b	Indicated Reports ^c	Rate per 100child-years ^d	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate	Mean Duration	Indicated Reports	Incidence Density Rate
Home of Parent	158.3	15	8.9	140.1	20	8.0	145.9	16	5.3	137.0	15	5.9	162.3	26	10.0
Relative Care	281.8	141	2.2	286.7	202	2.5	296.3	168	1.9	304.0	168	1.8	301.4	154	1.7
Adoptive Placement	170.9	0	0.0	96.8	0	0.0	166.4	1	2.0	106.0	2	8.6	76.9	0	0.0
Family Foster Care	229.1	26	1.9	223.7	40	2.7	236.2	37	2.2	239.0	73	3.5	248.1	67	2.8
Specialized Foster Care	260.7	27	2.5	262.4	32	2.7	276.2	34	2.8	278.4	18	1.5	256.1	12	1.1
Group Home	153.3	1	0.9	145.1	1	0.7	185.7	4	2.4	167.9	4	2.4	180.7	2	1.2
Institution	167.1	17	2.3	170.1	30	3.4	187.3	23	2.4	185.2	29	3.2	182.0	13	1.6

^aLiving arrangement is operationally defined in the appendix of this report

^bNumber of days in placement per child

^cNumber of Placement with an indicated report

^dNumber of reports per 100 children in a year

Table A.8 Number of Children Entering, Exiting, and Remaining in Kinship Substitute Care by Fiscal Year, Race and Exit Type

			Exit Type									
Fiscal year	Race	Children entering care ^a	At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway (open or closed)	Deceased	Other reasons, closed	Still in care	Sum still in care on June 30, 1998
1990	Black	1,987	500	9	428	63	237	16	6	198	530	530
	Hispanic	121	66	0	16	0	13	0	0	6	20	20
	White	561	342	2	47	2	57	1	0	74	36	36
1991	Black	2,783	601	10	591	135	286	37	15	189	919	1,449
	Hispanic	128	55	4	17	0	17	2	1	18	14	34
	White	617	327	4	92	4	51	1	1	75	62	98
1992	Black	4,289	857	34	831	243	323	47	14	272	1,668	3,117
	Hispanic	215	63	0	49	0	22	2	1	41	37	71
	White	792	415	7	132	4	60	1	1	99	73	171
1993	Black	3,527	621	39	606	220	225	26	4	227	1,559	4,676
	Hispanic	164	70	1	30	1	7	0	0	11	44	115
	White	623	326	7	82	17	39	2	2	50	98	269
1994	Black	4,636	838	102	598	269	147	33	11	228	2,410	7,086
	Hispanic	250	80	0	49	4	15	2	1	18	81	196
	White	898	441	24	108	19	44	2	0	89	171	440
1995	Black	5,045	860	125	458	290	92	44	7	269	2,900	9,986
	Hispanic	292	86	8	44	2	8	2	1	21	120	316
	White	1,000	418	33	100	42	33	5	0	84	285	725

Table A.8 (cont.) Number of Children Entering, Exiting, and Remaining in Kinship Substitute Care by Fiscal Year, Race and Exit Type

			Exit Type									
Fiscal year	Race	Children entering care ^a	At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway (open or closed)	Deceased	Other reasons, closed	Still in care	Sum still in care on June 30, 1998
1996	Black	3,053	475	54	163	88	45	16	7	106	2,099	12,085
	Hispanic	267	73	4	12	1	4	1	3	8	161	477
	White	733	291	37	47	21	10	2	1	59	265	990
1997	Black	2,506	369	61	54	12	14	15	3	63	1,915	14,000
	Hispanic	209	54	7	5	0	1	3	0	8	131	608
	White	683	209	73	11	2	8	5	4	36	335	1,325
1998	Black	1,929	161	78	8	0	0	4	1	33	1,644	15,644
	Hispanic	201	33	7	0	0	1	2	0	6	152	760
	White	634	108	82	6	0	1	2	1	23	411	1,736

Note: Nonkinship substitute care includes the following placement types: Foster Care, Group Homes, Institutions, and Foster Home Adoption

^aNumber of children whose first nonkinship substitute care placement in his or her first case was active in the given fiscal year. Unduplicated across children.

Table A.9 Number of Children Entering, Exiting, and Remaining in Nonkinship Substitute Care by Fiscal Year, Race and Exit Type

			Exit Type									
Fiscal year	Race	Children entering care ^a	At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway (open or closed)	Deceased	Other reasons, closed	Still in care	Sum still in care on June 30, 1998
1990	Black	2,966	1,112	10	620	56	260	19	14	200	675	675
	Hispanic	303	148	0	39	0	43	4	2	28	39	39
	White	2,329	1,258	9	304	7	346	19	9	225	152	152
1991	Black	2,929	1,050	12	626	60	242	14	19	209	697	1,372
	Hispanic	339	198	5	29	0	23	0	4	24	56	95
	White	2,054	1,149	15	246	2	304	10	5	139	184	336
1992	Black	3,391	1,020	15	745	60	259	22	21	249	1,000	2,372
	Hispanic	360	186	1	54	2	31	0	0	33	53	148
	White	1,994	985	16	310	11	311	16	3	133	209	545
1993	Black	3,442	957	39	720	72	194	21	25	220	1,194	3,566
	Hispanic	360	154	6	46	1	24	8	2	35	84	232
	White	2,006	986	18	324	11	280	8	3	102	274	819
1994	Black	4,197	1,005	62	722	96	153	31	24	272	1,832	5,398
	Hispanic	384	158	7	48	0	24	3	1	42	101	333
	White	2,116	904	32	330	23	225	6	7	150	439	1,258
1995	Black	4,528	1,101	92	608	90	118	46	28	236	2,209	7,607
	Hispanic	464	183	0	32	2	19	4	0	46	178	511
	White	2,275	962	51	308	20	179	21	6	113	615	1,873

Table A.9 (cont.) Number of Children Entering, Exiting, and Remaining in Nonkinship Substitute Care by Fiscal Year, Race and Exit Type

			Exit Type									
Fiscal year	Race	Children entering care ^a	At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway (open or closed)	Deceased	Other reasons, closed	Still in care	Sum still in care on June 30, 1998
1996	Black	3,501	690	101	301	43	38	33	15	158	2,122	9,729
	Hispanic	408	142	6	31	1	9	6	5	39	169	680
	White	1,886	744	92	152	9	71	11	8	105	694	2,567
1997	Black	3,397	610	77	162	1	11	33	16	92	2,395	12,124
	Hispanic	403	155	13	12	0	4	7	0	20	192	872
	White	1,696	594	114	71	0	30	13	4	81	789	3,356
1998	Black	2,847	395	84	46	0	2	19	9	77	2,215	14,339
	Hispanic	405	99	21	3	0	2	4	0	30	246	1,118
	White	1,399	330	143	22	0	8	15	3	53	825	4,181

Note: Nonkinship substitute care includes the following placement types: Foster Care, Group Homes, Institutions, and Foster Home Adoption

^aNumber of children whose first nonkinship substitute care placement in his or her first case was active in the given fiscal year. Unduplicated across children.

Table A.10 Number of Children Entering, Exiting, and Remaining in Nonkinship Substitute Care by Fiscal Year, Race and Exit Type — Non-Cook Regions

			Exit Type									
Fiscal year	Race	Children entering care ^a	At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway, case closed	Deceased	Closed in care	Still in care	Sum still in care on June 30, 1998
1990	Black	832	408	3	168	10	69	1	2	53	118	118
	Hispanic	80	54	0	4	0	12	1	0	5	4	4
	White	1,899	1,079	9	214	5	281	13	8	173	117	117
1991	Black	902	457	4	165	8	58	3	4	79	124	242
	Hispanic	110	66	5	9	0	9	0	0	6	15	19
	White	1,663	992	15	178	1	239	4	3	97	134	251
1992	Black	1,011	445	5	190	9	69	3	4	80	206	448
	Hispanic	104	53	0	15	0	11	0	0	13	12	31
	White	1,643	862	16	220	11	251	10	1	105	167	418
1993	Black	1,050	434	9	220	12	57	0	5	67	246	694
	Hispanic	109	56	3	13	1	12	2	1	11	10	41
	White	1,650	881	16	228	8	247	3	1	70	196	614
1994	Black	1,209	466	27	208	27	48	0	4	59	370	1,064
	Hispanic	126	67	6	11	0	9	0	0	17	16	57
	White	1,699	809	31	247	14	183	2	6	116	291	905
1995	Black	1,107	413	39	183	16	29	2	3	47	375	1,439
	Hispanic	140	75	0	7	1	5	0	0	14	38	95
	White	1,831	827	44	226	16	155	6	5	87	465	1,370

Table A.10 (cont.) Number of Children Entering, Exiting, and Remaining in Nonkinship Substitute Care by Fiscal Year, Race and Exit Type — Non-Cook Regions

Fiscal year	Race	Children entering care ^a	Exit Type								Still in care	Sum still in care on June 30, 1998
			At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway, case closed	Deceased	Closed in care		
1996	Black	944	297	60	80	9	14	1	4	50	429	1,868
	Hispanic	92	41	1	10	0	2	1	1	7	29	124
	White	1,536	657	85	118	5	54	3	8	77	529	1,899
1997	Black	923	279	48	49	1	5	0	1	19	521	2,389
	Hispanic	118	62	7	5	0	1	0	0	3	40	164
	White	1,384	521	113	52	0	25	1	3	70	599	2,498
1998	Black	806	153	67	13	0	0	1	2	26	544	2,933
	Hispanic	131	41	15	0	0	2	0	0	11	62	226
	White	1,135	265	139	19	0	8	3	3	47	651	3,149

Note: Nonkinship substitute care includes the following placement types: Foster Care, Group Homes, Institutions, and Foster Home Adoption

^aNumber of children whose first nonkinship substitute care placement in his or her first case was active in the given fiscal year. Unduplicated across children.

Table A.11 Number of Children Entering, Exiting, and Remaining in Nonkinship Substitute Care by Fiscal Year, Race and Exit Type – Cook Regions

			Exit Type									
Fiscal year	Race	Children entering care ^a	At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway, case closed	Deceased	Closed in care	Still in care	Sum still in care on June 30, 1998
1990	Black	1,828	561	6	435	16	166	1	10	118	515	515
	Hispanic	183	80	0	30	0	27	0	2	18	26	26
	White	374	155	0	82	2	56	0	1	38	40	40
1991	Black	1,806	506	8	445	19	160	1	13	107	547	1,062
	Hispanic	200	112	0	19	0	13	0	4	13	39	65
	White	324	124	0	65	0	50	0	2	33	50	90
1992	Black	2,158	487	10	543	15	165	1	13	140	784	1,846
	Hispanic	212	104	1	39	0	19	0	0	15	34	99
	White	290	96	0	85	0	47	0	1	19	42	132
1993	Black	2,185	462	26	495	8	117	2	17	125	933	2,779
	Hispanic	222	83	3	33	0	11	0	1	17	74	173
	White	318	85	2	96	0	25	2	2	26	80	212
1994	Black	2,814	500	35	505	9	100	1	18	198	1,448	4,227
	Hispanic	239	89	1	37	0	15	1	1	19	76	249
	White	370	87	1	82	0	36	0	1	25	138	350
1995	Black	3,226	656	48	417	11	86	0	24	166	1,818	6,045
	Hispanic	299	102	0	25		14	1	0	24	132	381
	White	394	121	7	78	0	23	1	1	18	145	495

Table A.11 (cont.) Number of Children Entering, Exiting, and Remaining in Nonkinship Substitute Care by Fiscal Year, Race and Exit Type – Cook Regions

Fiscal year	Race	Children entering care ^a	Exit Type								Still in care	Sum still in care on June 30, 1998
			At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway, case closed	Deceased	Closed in care		
1996	Black	2,425	354	39	217	4	22	0	11	89	1,689	7,734
	Hispanic	297	94	5	21	0	7	0	4	24	142	532
	White	324	71	7	33	1	14	0	0	27	171	666
1997	Black	2,386	318	28	107	0	6	0	15	49	1,863	9,597
	Hispanic	268	93	6	6	0	3	0	0	11	149	672
	White	305	70	1	19	0	5	0	1	10	199	865
1998	Black	1,955	218	14	25	0	2	0	7	28	1,661	11,258
	Hispanic	253	57	6	3	0	0	0	0	6	181	853
	White	257	65	4	2	0	0	0	0	3	183	1,048

Note: Nonkinship substitute care includes the following placement types: Foster Care, Group Homes, Institutions, and Foster Home Adoption

^aNumber of children whose first nonkinship substitute care placement in his or her first case was active in the given fiscal year. Unduplicated across children.

Table A.12 Number of Children Entering, Exiting, and Remaining in Kinship Substitute Care by Fiscal Year, Race and Exit Type – Non-Cook Regions

			Exit Type									
Fiscal year	Race	Children entering care ^a	At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway, case closed	Deceased	Other reasons, closed	Still in care	Sum still in care on June 30, 1998
1990	Black	309	133	3	57	9	32	0	0	45	30	30
	Hispanic	22	18	0	1	0	1	0	0	1	1	1
	White	437	282	1	34	2	41	1	0	52	24	24
1991	Black	382	144	0	67	13	38	2	0	55	63	93
	Hispanic	24	10	1	2	0	4	0	0	1	6	7
	White	464	263	4	57	2	40	0	0	58	40	64
1992	Black	547	214	6	93	35	36	2	1	51	109	202
	Hispanic	29	13	0	1	0	5	0	0	5	5	12
	White	549	330	4	66	2	40	0	1	64	42	106
1993	Black	511	204	4	88	16	29	1	0	40	129	331
	Hispanic	29	19	0	6	0	1	0	0	0	3	15
	White	479	284	6	43	11	31	0	1	43	60	166
1994	Black	644	224	16	101	28	23	0	0	41	211	542
	Hispanic	50	27	0	5	0	5	0	0	3	10	25
	White	676	379	17	64	16	39	0	0	66	95	261
1995	Black	626	210	26	64	41	10	0	1	42	232	774
	Hispanic	35	16	4	7	0	1	0	0	1	6	31
	White	724	342	26	56	32	26	0	0	66	176	437

Table A.12 (cont.) Number of Children Entering, Exiting, and Remaining in Kinship Substitute Care by Fiscal Year, Race and Exit Type – Non-Cook Regions

Fiscal year	Race	Children entering care ^a	Exit Type								Still in care	Sum still in care on June 30, 1998
			At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway, case closed	Deceased	Other reasons, closed		
1996	Black	409	101	23	17	19	8	0	1	24	216	990
	Hispanic	34	15	1	1	0	1	0	0	1	15	46
	White	515	227	29	20	18	7	1	1	42	170	607
1997	Black	431	95	36	5	9	2	0	0	24	260	1,250
	Hispanic	27	11	0	1	0	0	0	0	4	11	57
	White	503	163	71	11	2	6	0	1	29	220	827
1998	Black	396	46	45	0	0	0	0	1	12	292	1,542
	Hispanic	49	8	3	0	0	0	0	0	3	35	92
	White	488	94	75	5	0	1	0	1	19	293	1,120

Note: Nonkinship substitute care includes the following placement types: Foster Care, Group Homes, Institutions, and Foster Home Adoption

^aNumber of children whose first nonkinship substitute care placement in his or her first case was active in the given fiscal year. Unduplicated across children.

Table A.13 Number of Children Entering, Exiting, and Remaining in Kinship Substitute Care by Fiscal Year, Race and Exit Type – Cook Regions

			Exit Type									
Fiscal year	Race	Children entering care ^a	At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway, case closed	Deceased	Other reasons, closed	Still in care	Sum still in care on June 30, 1998
1990	Black	1,567	335	5	368	13	201	1	5	135	504	504
	Hispanic	91	42	0	15	0	11	0	0	4	19	19
	White	111	57	1	13	0	13	0	0	16	11	11
1991	Black	2,243	437	10	520	19	245	0	15	124	873	1,377
	Hispanic	94	37	3	14	0	13	0	1	16	10	29
	White	144	60	0	35	0	11	0	1	16	21	32
1992	Black	3,455	603	27	733	26	279	2	10	198	1,577	2,954
	Hispanic	176	41	0	48	0	17	1	1	35	33	62
	White	223	80	3	62	0	19	0	0	32	27	59
1993	Black	2,767	380	35	513	20	191	1	4	175	1,448	4,402
	Hispanic	130	48	1	24	0	6	0	0	10	41	103
	White	132	37	1	39	1	7	0	1	7	39	98
1994	Black	3,736	606	86	494	13	124	1	11	180	2,221	6,623
	Hispanic	198	53	0	44	2	10	1	1	15	72	175
	White	213	59	7	43	0	5	0	0	22	77	175
1995	Black	4,167	639	99	390	22	80	0	6	221	2,710	9,333
	Hispanic	253	68	4	37	1	7	0	1	19	116	291
	White	260	74	7	43	0	7	0	0	18	111	286

Table A.13 (cont.) Number of Children Entering, Exiting, and Remaining in Kinship Substitute Care by Fiscal Year, Race and Exit Type – Cook Regions

Fiscal year	Race	Children entering care ^a	Exit Type								Still in care	Sum still in care on June 30, 1998
			At-home, closed	At-home, open	Adopted	Guardianship	Aged out	Runaway, case closed	Deceased	Other reasons, closed		
1996	Black	2,564	357	31	145	9	37	0	6	80	1,899	11,232
	Hispanic	230	57	3	11	0	3	0	3	6	147	438
	White	211	62	8	27	1	3	0	0	14	96	382
1997	Black	2,059	269	25	46	0	12	0	3	36	1,668	12,900
	Hispanic	177	40	7	4	0	1	0	0	4	121	559
	White	179	46	2	0	0	2	0	3	6	120	502
1998	Black	1,524	115	33	3	0	0	0	0	21	1,352	14,252
	Hispanic	152	25	4	0	0	1	0	0	3	119	678
	White	144	12	7	1	0	0	0	0	1	120	622

Note: Nonkinship substitute care includes the following placement types: Foster Care, Group Homes, Institutions, and Foster Home Adoption

^aNumber of children whose first nonkinship substitute care placement in his or her first case was active in the given fiscal year. Unduplicated across children.