

Report on the Interstate Movement of Children

Receiving Adoption Assistance in 30 States

This study was undertaken by the Association of Administrators of the Interstate Compact on Adoption and Medical Assistance (AAICAMA) to provide a better understanding of the number of children receiving adoption assistance nationwide and their movement to states that are not signatory to the adoption assistance agreement. Since 1994, AAICAMA has periodically conducted and updated the Interstate Movement Survey to determine the total numbers of children receiving both title IV-E¹ and state-funded² adoption assistance and the number residing in states other than the adoption assistance-state³ to help inform and facilitate improvements in interstate policy and practice.

As child welfare agencies work to design effective programs for these children and their families, comprehensive and reliable data on interstate adoptions and placements can provide states with a critical tool for improved decision making. The use of this data can help ensure effective program planning, and the availability of needed medical and post-adoption services for the growing numbers of these children.

Background

Data from the states submitted to the federal government demonstrate that nationwide, the annual number of completed adoptions from foster care doubled between 1995 and 2000; the actual number of these adoptions increased from 25,693 adoptions in 1995 to 51,051 adoptions in 2000³. Adoptions from foster care have remained relatively constant from 2000 through 2005⁴. Nearly 90% of these children receive adoption assistance related to a medical, mental health or behavioral condition, age, membership in sibling group, or minority status⁵. By 2008, it is projected that the number of children receiving a title IV-E adoption subsidy will be double the

¹ Title IV-E adoption assistance is a federal adoption subsidy program in which the federal government contributes a share of cost of the adoption subsidies based on the state's rate of federal financial participation under title IV-E of the Social Security Act.

² State-funded adoption assistance is the benefit provided from the state's own funds. Children receiving this assistance do not meet the eligibility criteria for the title IV-E Adoption Assistance Program.

³ US Department of Health and Human Services, Administration for Children and Families. Adoptions of Children with Public Child Welfare Agency Involvement By State FY 1995-FY 2005, March 2007. http://www.acf.hhs.gov/programs/cb/stats_research/afcars/adoptchild05.htm.

⁴ AFCARS, HHS, Reports #10-13 for FY 2003-2005. www.acf.hhs.gov/programs/cb/stats_research/index.htm

⁵ AFCARS Data for FY 2002 -2005. Department of Health and Human Services, Administration for Children and Families.

number receiving title IV-E foster payments.⁶ Despite these recent increases in adoptions, a total of 114,000 children with a goal of adoption still remained in foster care at the end of September 2005.⁷ Furthermore, at any given time, about 1.5 percent of foster children – about 8,000 – are legally available for adoption but have no immediate prospects for adoption.

Interstate Adoptions Likely to Increase

Interstate adoptions will play an increasingly larger role in states' efforts to increase permanency and adoption from foster care. The expansion of national adoption exchanges such as AdoptUsKids and state adoption exchanges have helped reduce geographic boundaries by enabling child welfare agencies to locate prospective families across state lines and they have dramatically expanded families' ability to learn about available children waiting in other states. In fact, adoption exchanges report that 63% of prospective families who respond to child-specific adoption recruitment do not reside in the same state as the child.⁸ Research findings from AAICAMA's 2003 Interstate movement study also confirm that the number of children residing in a state other than the adoption assistance state is growing⁹.

Impact of Federal Legislative

For more than two decades, the Federal government has played a crucial role in promoting adoption and other permanency outcomes, including interstate placements, for children in foster care who cannot return home. Beginning with the Adoption Assistance and Child Welfare Act in 1980, states were directed to protect the interstate interests of children receiving title IV-E adoption assistance¹⁰ by ensuring that adoptive families receive needed services and benefits from the adoption assistance program, without regard to their state of residence.

In 1997, the Adoption and Safe Families Act (ASFA)¹¹ explicitly established safety, timely permanency and well-being as the national goals for working with children served by the child welfare system. ASFA required States to make more timely efforts to move children to permanency when they could not safely return to their birth families. Among its key provisions,

⁶ Barth, Richard, Kwon Lee, Chung, Wildfire, Judith, and Guo, Shenyang. *A Comparison of the Governmental Cost of Long-Term Foster Care and Adoption*. Social Service Review, March 2006.

⁷ AFCARS Reports for the period ending September 20, 2005. www.acf.hhs.gov/programs/cb.

⁸ AAICAMA, *Interstate Movement of Children Receiving Adoption Assistance*, American Public Human Services Association, December 2003.

⁹ Adoption Exchange Association. "Home for the Holidays" 2002.

¹⁰ 42 U.S.C. §675 (3)(B).

¹¹ 42 U.S.C. §§671-675.

is a on focus eliminating on geographic barriers to adoption. In order to be eligible to receive federal funding, ASFA requires states to facilitate timely adoptive or other permanent placements through the use of cross-jurisdictional resources and prohibits states from denying or delaying a child's adoption when an approved family is available outside the state's jurisdiction.

Most recently, the Safe and Timely Interstate Placement of Foster Children Act of 2006 instructs states to improve protections for children in foster care and holds states accountable for the safe and timely placement of children across state lines. It also states that adoption and other permanency plan recruitment efforts include the use of state, regional and national adoption exchanges to facilitate timely instate and interstate placements.¹²

Taken together, these legislative and technological factors strongly suggest that interstate adoption is and will continue to be an important option for children waiting for adoption.

The Interstate Compact on Adoption and Medical Assistance

The Adoption Assistance and Child Welfare Act (AACWA) of 1980 (P.L.96-272) directed states to protect the interstate interests of title IV-E adoption assistance eligible children no matter what state they call home, but provided no mechanism to facilitate compliance.

The Interstate Compact on Adoption and Medical Assistance (ICAMA) provides a formal mechanism that meets the mandates of P.L. 96-272 and ensures that adopted children receive medical benefits and other services in interstate situations. Funded in part by federal grant monies and in part by state dues, ICAMA created a framework for formalized interstate cooperation to coordinate the delivery of medical and other benefits to children with adoption assistance agreements, when they are placed or move across state lines. The ICAMA also requires the formal designation of one or more persons in each member state to perform and oversee the day-to-day administration of the Compact.

The association of these designated Compact Administrators, AAICAMA, is committed to improving practice and policy for children adopted from foster care. It facilitates the administration of the ICAMA, works to strengthen protections for children with special needs, assists in the development and implementation of model practices and policies, and provides technical assistance to its members.

¹² U.S. Health and Human Services, Administration of Children and Families (ACF). **Information Memorandum**, Log No: ACYF-CB-IM-06-03, August 11, 2006.

AFCARS and Interstate data

The Adoption and Foster Care Analysis and Reporting System (AFCARS)¹³ provides useful and uniform information on children who are under the responsibility of the state, including data on children receiving adoption subsidies. The AFCARS data files contain answers to 37 questions regarding each adoption finalized during the fiscal year, including how many children receive federal adoption subsidies. In addition, one data element collects basic information on adoptions from another state – the element, “(*child*) Placed from” asks: “What is the location of the individual or agency that had custody for the child at the time or initiation of adoption proceedings?” AFCARS can therefore provide data on whether or not children were adopted outside their home state but it does not capture which states were involved. AAICAMA’s interstate movement survey endeavors to supplement AFCARS’ information by providing a more detailed picture of the number of children who receive title IV-E or state-funded adoption assistance, how many of these children reside outside the adoption assistance state and the states in which these children live.

In addition, the state-by-state count of children receiving state-funded adoption assistance but residing outside the adoption assistance state provides AAICAMA with a powerful tool for educating and advocating for member states to institute a policy of COBRA-reciprocity¹⁴. COBRA-reciprocity is a Medicaid option states can elect in order to provide Medicaid to children living in their state with non-title IV-E adoption assistance agreements with another state.

The Consolidated Omnibus Reconciliation Act of 1986 (COBRA)¹⁵ enables the adoption assistance state to provide Medicaid to its own state-funded adoption assistance-eligible children residing in-state. The adoption of a policy of COBRA-reciprocity enables states to extend Medicaid coverage to children residing in their state with state-funded adoption assistance

¹³ AFCARS requires states to submit case-level information on all children covered by titles IV-B and IV-E to the Children’s Bureau on a semi-annual basis.

¹⁴As of August 2007, a total of eight states have not instituted a policy of COBRA-reciprocity. (i.e., they do not provide Medicaid to resident children with state-funded adoption assistance from other states)

¹⁵ The Consolidated Omnibus Reconciliation Act of 1985 made two changes in title XIX, Medicaid. First, it required the state of residence to provide Medicaid to all children adopted under the federally assisted adoption subsidy program. Second, COBRA gave the states the option of extending title XIX Medicaid to children adopted pursuant to state-funded adoption subsidy programs if they met the following Eligibility criteria: (1) there is an adoption assistance agreement between a the State and the adoptive parents; (2) the state agency determined that the child cannot be placed for adoption without Medicaid because the child has a special need for medical or rehabilitative care; and (3) before or at the time the adoption assistance agreement was executed, the child would have been eligible for medical assistance given his own income and resources or the child was receiving or was eligible to receive Medicaid as either a mandatory or optional categorically needy (Section 1902(a)(10)(ii)(VII) SSA; CFR 435.227).

agreements with *other* states.¹⁶ Currently, 42 states provide medical assistance to children residing in their state who are receiving state-funded adoption assistance from another state.

Types of Data Collected

The survey collected data on children receiving either title IV-E or state-funded adoption assistance as of September 30, 2005. A total of eight questions were asked to obtain the following information:

- The total number and percent of children receiving title IV-E and state-funded adoption assistance from the responding state;
- The total number and percent of children receiving title IV-E and state-funded adoption assistance from the responding state and residing outside of the responding state;
- A state-by-state compilation of the number of children receiving title IV-E adoption assistance from the responding state and residing in another state; and
- A state-by-state distribution of number of children receiving state-funded adoption assistance from the responding state and residing in another state;

Response Rates and Limitations of Survey Results

The survey instrument was sent to all 50 states and the District of Columbia in June 2006. Follow up-calls were made throughout the summer and fall to obtain data from all states. Subsequently, calls were then targeted to states whose inclusion in the survey analysis would provide a representative sample of large and small states, rural and urban states. Many of these targeted states, however, reported that they were unable to provide data due to the staff time required to tabulate or access state-specific data on their children receiving either title IV-E or state-funded adoption assistance and residing outside the state.

By January, 2007, completed surveys were returned by 30 states, which represents a 60% response rate. These states unfortunately do not constitute a representative sample of (large and small, urban and rural) states. In addition, the level of survey completeness varied among responding states. Among the variances in reported data were:

- One state could not provide any reliable data.

¹⁶ 42 U.S.C. 1296a.

- Several states could provide total numbers of children receiving IV-E and state-funded adoption assistance, but could not report on whether they resided in-state or out-of-state
- Several states could not provide information concerning the states of residence of their adoption assistance-eligible children who were living in another state.

Consequently, the statistics included in this report do not provide a complete picture of the inter-jurisdictional movement of children receiving adoption assistance in this country. Despite these limitations, the report does contain some useful information about children in these 29 responding states and some trends in numbers and movement of children receiving adoption assistance across state lines.

SUMMARY OF RESULTS

Number of Children Receiving Adoption Assistance and the State of Residence

Presented on the following pages, Exhibit I displays the total number of children receiving title IV-E and state-funded adoption assistance as well as those residing in the adoption assistance state and outside the adoption assistance state. Twenty-nine states provided these data, and as of September 30, 2005, reported that a total of 223,350 children were receiving either title IV-E or state funded adoption assistance from these states.

EXHIBIT I

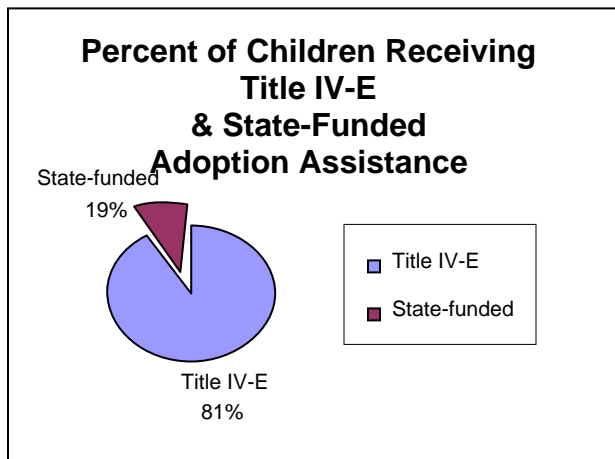
Total Number of Children Receiving Adoption Assistance In-State and Out-of-State As of September 30, 2005

| State | | Both Title IV-E and State-funded | | | Title IV-E Children | | | State-funded Children | | |
|----------------|-----------|----------------------------------|----------------|---------------|---------------------|----------------|---------------|-----------------------|---------------|--------------|
| | | Total | RAAS* | ROS** | Total | RAAS | ROS | Total | RAAS | ROS |
| Alabama | 1 | 2,063 | 2,063 | - | 1,364 | 1,364 | - | 699 | 699 | - |
| Alaska | 1 | 1,900 | 1,432 | 468 | 1,577 | 1,175 | 402 | 323 | 257 | 66 |
| Arizona | | - | - | - | - | - | - | - | - | - |
| Arkansas | | - | - | - | - | - | - | - | - | - |
| California | 1 | 66,914 | 66,914 | - | 58,-25 | 58,025 | - | 8,889 | 8,889 | - |
| Colorado | | - | - | - | - | - | - | - | - | - |
| Connecticut | | - | - | - | - | - | - | - | - | - |
| Delaware | 1 | 638 | 413 | 225 | 481 | 330 | 151 | 157 | 83 | 74 |
| DC | | - | - | - | - | - | - | - | - | - |
| Florida | | - | - | - | - | - | - | - | - | - |
| Georgia | 1 | 11,076 | 10,219 | 857 | 7,784 | 7,235 | 549 | 3,292 | 2,984 | 308 |
| Hawaii | | - | - | - | - | - | - | - | - | - |
| Idaho | 1 | 1,284 | 1,-85 | 199 | 1086 | 913 | 173 | 198 | 172 | 26 |
| Illinois | | - | - | - | - | - | - | - | - | - |
| Indiana | | - | - | - | - | - | - | - | - | - |
| Iowa | | - | - | - | - | - | - | - | - | - |
| Kansas | 1 | 5,659 | 4,906 | 753 | 4,225 | 3,659 | 566 | 1,434 | 1,247 | 187 |
| Kentucky | | - | - | - | - | - | - | - | - | - |
| Louisiana | 1 | 3,937 | 3,441 | 496 | 3,146 | 2,750 | 396 | 791 | 691 | 100 |
| Maine | 1 | 2,636 | 2,430 | 206 | 1,865 | 1,744 | 121 | 771 | 686 | 85 |
| Maryland | 1 | 7,593 | 7,593 | - | 5,436 | 5,436 | - | 2,157 | 2,157 | - |
| Massachusetts | 1 | 9,899 | 8,185 | 1,714 | 6,794 | 5,533 | 1,261 | 3,105 | 2,652 | 453 |
| Michigan | | - | - | - | - | - | - | - | - | - |
| Minnesota | 1 | 5,525 | 4,807 | 718 | 4,559 | 3,960 | 599 | 966 | 847 | 119 |
| Mississippi | | - | - | - | - | - | - | - | - | - |
| Missouri | | - | - | - | - | - | - | - | - | - |
| Montana | | - | - | - | - | - | - | - | - | - |
| Nebraska | | - | - | - | - | - | - | - | - | - |
| Nevada | 1 | 2,207 | 1,407 | 800 | 1,794 | 1,135 | 659 | 413 | 272 | 141 |
| New Hampshire | 1 | 88- | 764 | 116 | 660 | 584 | 76 | 220 | 180 | 40 |
| New Jersey | 1 | 10,112 | 8,141 | 1,971 | 4,844 | 3,933 | 911 | 5,268 | 4,208 | 1,060 |
| New Mexico | 1 | 3,178 | 3,178 | - | 2,792 | 2,792 | - | 386 | 386 | - |
| New York | | - | - | - | - | - | - | - | - | - |
| North Carolina | 1 | 8,572 | 7,793 | 779 | 7,849 | 7,188 | 661 | 723 | 6-5 | 118 |
| North Dakota | 1 | 986 | 833 | 153 | 782 | 672 | 11- | 2-4 | 161 | 43 |
| Ohio | 1 | 20,797 | 19,585 | 1,212 | 20,525 | 19,313 | 1,212 | 272 | 272 | - |
| Oklahoma | 1 | 7,822 | 7,015 | 807 | 5,929 | 5,333 | 596 | 1,893 | 1,682 | 211 |
| Oregon | 1 | 2,388 | 213 | 2,175 | 1,807 | - | 1,807 | 581 | 213 | 368 |
| Pennsylvania | | - | - | - | - | - | - | - | - | - |
| Puerto Rico | | - | - | - | - | - | - | - | - | - |
| Rhode Island | 1 | 2,674 | 2,214 | 460 | 1,583 | 1,320 | 263 | 1,091 | 894 | 197 |
| South Carolina | | - | - | - | - | - | - | - | - | - |
| South Dakota | 1 | 1,169 | 879 | 290 | 811 | 605 | 206 | 358 | 274 | 84 |
| Tennessee | | - | - | - | - | - | - | - | - | - |
| Texas | 1 | 19,511 | 16,994 | 2,517 | 14,472 | 12,651 | 1,821 | 5,039 | 4,343 | 696 |
| Utah | 1 | 521 | - | 521 | 372 | - | 372 | 149 | - | 149 |
| Vermont | 1 | 1,499 | 1,347 | 152 | 1,396 | 1,249 | 147 | 103 | 98 | 5 |
| Virginia | | - | - | - | - | - | - | - | - | - |
| Washington | 1 | 13,788 | 11,866 | 1,922 | 12,034 | 10,356 | 1,678 | 1,754 | 1,510 | 244 |
| West Virginia | | - | - | - | - | - | - | - | - | - |
| Wisconsin | 1 | 7,702 | 7,065 | 637 | 6,537 | 6,013 | 524 | 1,165 | 1,052 | 113 |
| Wyoming | 1 | 420 | 325 | 95 | 148 | 131 | 17 | 272 | 194 | 78 |
| TOTALS | 30 | 223,350 | 203,107 | 20,243 | 180,677 | 165,399 | 15,278 | 42,673 | 37,708 | 4,965 |

** RAAS = Residing in Adoption Assistance State

* ROS = Residing Out of State

Exhibit II



Of these, 203,107 children, eighty-one percent (81%) were receiving title IV-E adoption assistance, while 42,673 children or 19% were receiving state-funded adoption assistance in the responding states.

(See Exhibit II)

California reported the largest number of children, 66,914, receiving adoption assistance, followed by Ohio, Texas, and Washington with 20,792; 19,511 and 13,788 children respectively, Texas reported the

greatest number of adoption assistance eligible children, 2,517 or 13% living outside its borders. This was followed by Oregon, New Jersey and Washington with 2,175; 1,971 and 1,922 children residing in other states. Wyoming and Vermont reported the fewest number of children, 95 and 147 respectively living outside their borders.

Comparison with 2002 survey data

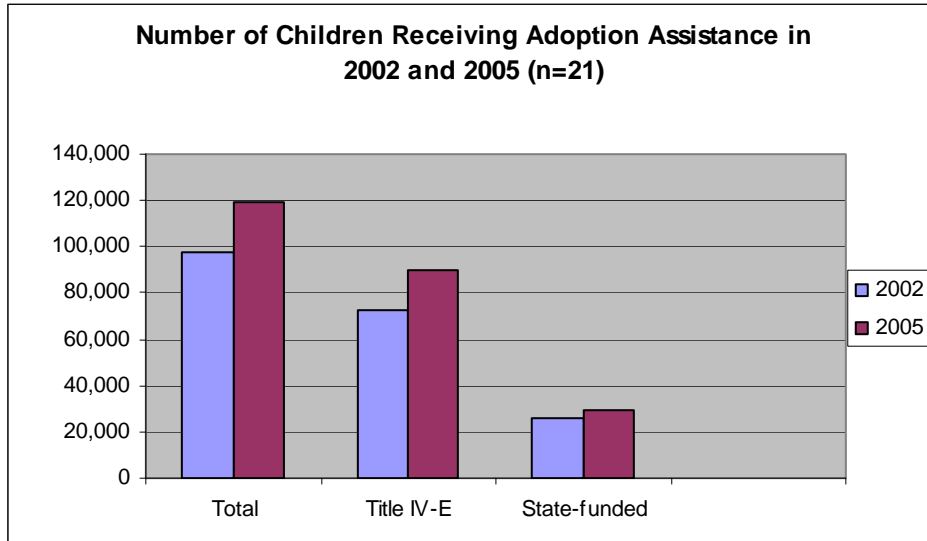
A direct comparison of the data collected in 2002 and 2005 would not present an accurate picture of children receiving adoption assistance or the interstate movement of these children since the number of responding states was not comparable in both years. However, a comparison of data from the 21 states that completed surveys in both 2002 and in 2005¹⁷ does reflect the most accurate picture available of changes over the past three years.

In 2002, the 21 states (who also responded in 2005) reported that a total of 97,805 children were receiving adoption assistance—74% were receiving title IV-E adoption assistance and 26% were receiving state-funded adoption assistance.

In 2005, these same 21 states reported a total of 119,251 children receiving adoption assistance, signifying an increase of 23% in the three year period. Of this total, seventy-six percent (76%) received title IV-E adoption assistance—while twenty-four percent (24%) received state-funded adoption assistance. While the percentages of children receiving IV-E and state-funded adoption assistance have not changed significantly, the actual total numbers of adoption assistance eligible children have increased in all categories (see Exhibit III).

¹⁷ Alabama, Alaska, Delaware, Kansas, Louisiana, Maine, Maryland, Massachusetts, Minnesota, New Jersey, New Mexico, North Carolina, North Dakota, Oklahoma, Oregon, Rhode Island, South Dakota, Texas, Vermont, Washington, Wisconsin, and Wyoming

Exhibit III



B. Number of Children Receiving Adoption Assistance and Residing Out of State

Information regarding children residing outside the adoption assistance state was provided by twenty-five states in 2005. They reported that a total of 20,243 or approximately nine percent (9%) of the adoption assistance-eligible children were residing in a state other than the adoption assistance state. The percentage of children reported as residing outside the adoption assistance state remained stable in the reporting states at approximately 9% in both the 2002 and 2005 surveys.

Exhibit IV below displays, for each state, the percentages of children receiving title IV-E and state-funded adoption assistance and if they were living in or outside the adoption assistance state.

**Exhibit IV: Number and Percent of Children Receiving Adoption Assistance
In-State and Out-of-State As of September 30, 2005**

| State | Both Title IV-E & State-funded | | | | | | Title IV-E funded | | | | | | State-funded Children | | | | | |
|--------------|--------------------------------|-------------|----------------|------------|---------------|-----------|-------------------|------------|----------------|------------|---------------|-----------|-----------------------|------------|---------------|------------|--------------|-----------|
| | Total | % Total | RAAS | % RAAS | ROS | % ROS | Total | % Total | RAAS | % RAAS | ROS | % ROS | Total | % Total | RAAS | % RAAS | ROS | % ROS |
| AL | 2,063 | 100% | 2,063 | 100% | -- | -- | 1,364 | 66% | 1,364 | 66% | -- | --% | 699 | 34% | 699 | 34% | -- | -- |
| AK | 1,900 | 100% | 1,432 | 75% | 468 | 25% | 1,577 | 83% | 1,175 | 62% | 402 | 21% | 323 | 17% | 257 | 14% | 66 | 3% |
| AZ | | | | | | | | | | | | | | | | | | |
| AR | | | | | | | | | | | | | | | | | | |
| CA | 66,914 | 100% | 66,914 | 100% | 0 | 0% | 58,025 | 87% | 58,025 | 87% | 0 | 0% | 8,889 | 13% | 8,889 | 13% | 0 | - |
| CO | | | | | | | | | | | | | | | | | | |
| CT | | | | | | | | | | | | | | | | | | |
| DE | 638 | 100% | 413 | 65% | 225 | 35% | 481 | 75% | 330 | 52% | 151 | 24% | 157 | 25% | 83 | 13% | 74 | 12% |
| DC | | | | | | | | | | | | | | | | | | |
| FL | | | | | | | | | | | | | | | | | | |
| GA | 11,076 | 100% | 10,219 | 92% | 857 | 8% | 7,784 | 70% | 7,235 | 65% | 549 | 5% | 3,292 | 30% | 2,984 | 27% | 308 | 3% |
| HI | | | | | | | | | | | | | | | | | | |
| ID | 1,284 | 100% | 1,085 | 85% | 199 | 15% | 1,086 | 85% | 913 | % | 173 | 13% | 198 | 15% | 172 | 13% | 26 | 2% |
| IL | | | | | | | | | | | | | | | | | | |
| IN | | | | | | | | | | | | | | | | | | |
| IA | | | | | | | | | | | | | | | | | | |
| KS | 5,659 | 100% | 4,906 | 87% | 753 | 13% | 4,225 | 75% | 3,659 | 65% | 566 | 10% | 1,434 | 25% | 1,247 | 22% | 187 | 3% |
| KY | | | | | | | | | | | | | | | | | | |
| LA | 3,937 | 100% | 3,441 | 87% | 496 | 13% | 3,146 | 80% | 2,750 | 70% | 396 | 10% | 791 | 20% | 691 | 18% | 100 | 3% |
| ME | 2,636 | 100% | 2,430 | 92% | 206 | 8% | 1,865 | 71% | 1,744 | 66% | 121 | 5% | 771 | 29% | 686 | 26% | 85 | 3% |
| MD | 7,593 | 100% | 7,593 | 100% | 0 | 0% | 5,436 | 72% | 5,436 | 72% | 0 | 0% | 2,157 | 28% | 2,157 | 28% | 0 | 0% |
| MA | 9,899 | 100% | 8,185 | 83% | 1,714 | 17% | 6,794 | 69% | 5,533 | 56% | 1,261 | 13% | 3,105 | 31% | 2,652 | 27% | 453 | 5% |
| MI | | | | | | | | | | | | | | | | | | |
| MN | 5,525 | 100% | 4,807 | 87% | 718 | 13% | 4,559 | 83% | 3,960 | 72% | 599 | 11% | 966 | 17% | 847 | 15% | 119 | 2% |
| MS | | | | | | | | | | | | | | | | | | |
| MO | | | | | | | | | | | | | | | | | | |
| MT | | | | | | | | | | | | | | | | | | |
| NE | | | | | | | | | | | | | | | | | | |
| NV | 2,207 | 100% | 1,407 | 64% | 800 | 36% | 1,794 | 81% | 1,135 | 51% | 659 | 30% | 413 | 19% | 272 | 12% | 141 | 6% |
| NH | 880 | 100% | 764 | 87% | 116 | 13% | 660 | 75% | 584 | 66% | 76 | 9% | 220 | 25% | 180 | 20% | 40 | 5% |
| NJ | 10,112 | 100% | 8,141 | 81% | 1,971 | 19% | 4,844 | 48% | 3,933 | 39% | 911 | 9% | 5,268 | 52% | 4,208 | 42% | 1,060 | 10% |
| NM | 3,178 | 100% | 3,178 | 100% | 0 | 0% | 2,792 | 88% | 2,792 | 88% | 0 | 0% | 386 | 12% | 386 | 12% | 0 | 0% |
| NY | | | | | | | | | | | | | | | | | | |
| NC | 8,572 | 100% | 7,793 | 91% | 779 | 9% | 7,849 | 92% | 7,188 | 84% | 661 | 8% | 723 | 8% | 605 | 7% | 118 | 1% |
| ND | 986 | 100% | 833 | 84% | 153 | 16% | 782 | 79% | 672 | 68% | 110 | 11% | 204 | 21% | 161 | 16% | 43 | 4% |
| OH | 20,797 | 100% | 19,585 | 94% | 1,212 | 6% | 20,525 | 99% | 19,313 | 93% | 1,212 | 6% | 272 | 1% | 272 | 1% | 0 | 0% |
| OK | 7,822 | 100% | 7,015 | 90% | 807 | 10% | 5,929 | 76% | 5,333 | 68% | 596 | 8% | 1,893 | 24% | 1,682 | 22% | 211 | 3% |
| OR | 2,388 | 100% | 213 | 9% | 2,175 | 91% | 1,807 | 76% | 0 | 0% | 1,807 | 76% | 581 | 24% | 213 | 9% | 368 | 15% |
| PA | | | | | | | | | | | | | | | | | | |
| PR | | | | | | | | | | | | | | | | | | |
| RI | 2,674 | 100% | 2,214 | 83% | 460 | 17% | 1,583 | 59% | 1,320 | 49% | 263 | 10% | 1,091 | 41% | 894 | 33% | 197 | 7% |
| SC | | | | | | | | | | | | | | | | | | |
| SD | 1,169 | 100% | 879 | 75% | 290 | 25% | 811 | 69% | 605 | 52% | 206 | 18% | 358 | 31% | 274 | 23% | 84 | 7% |
| TN | | | | | | | | | | | | | | | | | | |
| TX | 19,511 | 100% | 16,994 | 87% | 2,517 | 13% | 14,472 | 74% | 12,651 | 65% | 1,821 | 9% | 5,039 | 26% | 4,343 | 22% | 696 | 4% |
| UT | 521 | | 0 | 0% | 521 | 0% | 372 | 0% | 0 | 0% | 372 | 0% | 149 | 0% | 0 | 0% | 149 | 0% |
| VT | 1,499 | 100% | 1,347 | 90% | 152 | 10% | 1,396 | 93% | 1,249 | 83% | 147 | 10% | 103 | 7% | 98 | 7% | 5 | 0% |
| VA | | | | | | | | | | | | | | | | | | |
| WA | 13,788 | 100% | 11,866 | 86% | 1,922 | 14% | 12,034 | 87% | 10,356 | 75% | 1,678 | 12% | 1,754 | 13% | 1,510 | 11% | 244 | 2% |
| WV | | | | | | | | | | | | | | | | | | |
| WI | 7,702 | 100% | 7,065 | 92% | 637 | 8% | 6,537 | 85% | 6,013 | 78% | 524 | 7% | 1,165 | 15% | 1,052 | 14% | 113 | 1% |
| WY | 420 | 100% | 325 | 77% | 95 | 23% | 148 | 35% | 131 | 31% | 17 | 4% | 272 | 65% | 194 | 46% | 78 | 19% |
| Total | 223,350 | 100% | 203,107 | 91% | 20,243 | 9% | 180,677 | 81% | 165,399 | 74% | 15,278 | 7% | 42,673 | 19% | 37,708 | 17% | 4,965 | 2% |

Comparison with 2002 data

A total of 20 of the states that provided information in 2002 also provided comparable data in 2005 on the numbers of children residing in a state other than the adoption assistance state. A side-by-side comparison of the 2002 and 2005 data from both years is displayed in Exhibit VI. While overall numbers of children receiving title IV-E and state-funded adoption assistance (in the 20 states) increased by 23% from 2002 to 2005, the numbers of these children residing outside the adoption assistance state grew by more than 64% over the 3-yr period -- from 8,994 children in 2002 to 14,729 children in 2005. This is a significant increase in a short span of time. All but two states reported increases in the numbers adoption assistance eligible children residing in another state. The rates of increase in children residing outside the adoption assistance state, ranged from 13% to 75% for IV-E eligible children but a few states reported more than 100% increases in the number of their state-funded children living in other states. The numbers of children residing outside the adoption assistance state have more than doubled in these states since 2002

| Exhibit VI: Comparison 2002 & 2005 Data | | | | | | | | | | |
|--|--|-------------------|-----------------------------|--|---------------|-----------------------------|--|--------------|-----------------------------|--|
| N= 20 States | | | | | | | | | | |
| State | Total Title IV-E & State-funded RAAS* | | | Title IV-E Children Residing Out of State** | | | State-funded Children Residing Out of State | | | |
| | Total 2002 | Total 2005 | % Change (2002-2005) | 2002 | 2005 | % Change (2002-2005) | 2002 | 2005 | % Change (2002-2005) | |
| AL | 1,300 | 2,063 | 58.69% | 52 | - | -- | 29 | 0 | N/A | |
| AK | 1,162 | 1,900 | 63.51% | 275 | 402 | 46.18% | 23 | 66 | 186.96% | |
| DE | 951 | 638 | -32.91% | 86 | 151 | 75.60% | 31 | 74 | 138.71% | |
| KS | 4,423 | 5,659 | 27.94% | 476 | 566 | 18.91% | 141 | 187 | 32.62% | |
| LA | 2,996 | 3,937 | 31.41% | 291 | 396 | 36.08% | 52 | 100 | 92.31% | |
| ME | 1,762 | 2,636 | 49.60% | 184 | 121 | -34.24% | 35 | 85 | 142.86% | |
| MD | 5,676 | 7,593 | 33.77% | 327 | 0 | N/A | 140 | 0 | N/A | |
| MN | 7,876 | 5,525 | -29.85% | - | 599 | N/A | 0 | 119 | N/A | |
| NJ | 7,255 | 10,112 | 39.38% | 534 | 911 | 70.60% | 656 | 1,060 | 61.59% | |
| NM | 2,066 | 3,178 | 53.82% | 328 | - | N/A | 59 | 0 | N/A | |
| NC | 7,811 | 8,572 | 9.74% | 500 | 661 | 32.20% | 50 | 118 | 136.00% | |
| ND | 536 | 986 | 83.96% | 68 | 110 | 61.76% | 24 | 43 | 79.17% | |
| OK | 5,349 | 7,822 | 46.23% | 401 | 596 | 48.63% | 184 | 211 | 14.67% | |
| OR | 7,707 | 2,388 | -69.02% | - | 1,807 | N/A | - | 368 | N/A | |
| RI | 2,309 | 2,674 | 15.81% | 225 | 263 | 16.89% | 131 | 197 | 50.38% | |
| SC | 913 | 1,169 | 28.04% | 159 | 206 | 29.56% | 70 | 84 | 20.00% | |
| TX | 13,757 | 19,511 | 41.83% | 1,358 | 1,821 | 34.09% | 470 | 696 | 48.09% | |
| VT | 993 | 1,499 | 50.96% | 96 | 147 | 53.13% | 3 | 5 | 66.67% | |
| WA | 8,150 | 13,788 | 69.18% | 977 | 1,678 | 71.75% | 164 | 244 | 48.78% | |
| WI | 5,452 | 7,702 | 41.27% | 330 | 524 | 58.79% | 65 | 113 | 73.85% | |
| TOTALS | 88,444 | 109,352 | +23.64% | 6,667 | 10,959 | +64.38% | 2,327 | 3,770 | +62.01% | |

*RAAS - Receiving in AA state

**ROS - Receiving out of state

It should be noted, however, that these data should be viewed with caution because the sample represents fewer than half of states and in addition, several states with large numbers of children receiving adoption assistance are not represented in these data: New York, Illinois, and Pennsylvania did not provide data in 2005 and are not included in this study. Nevertheless the comparison data do suggest that the number of children adopted or moving with their adoptive families across state lines is increasing at a considerable rate. Data from additional states is needed to corroborate this rate of increase.

C. Distribution of children residing outside of the Adoption Assistance State

Data show that most children receiving adoption assistance reside in the state providing the subsidy. However, 25 of the responding states were able to identify the states in which their adoption-assistance-eligible children have been placed or have moved to with their adoptive families. Exhibit V on the following page provides, for each state, the number of children reported residing in their state with adoption agreements with other states.

**EXHIBIT V: State of Residence for Children Receiving
Adoption Assistance from another State**

N=25 states

| State of Residence | Number of Children Residing in State, but Receiving AA* from Another state | | | State of Residence | Number of Children Residing in State, but Receiving AA* from Another state | | |
|--------------------|--|--------------|--------|--------------------|--|--------------|---------------|
| | Title IV-E | State Funded | Totals | | Title IV-E | State Funded | Totals |
| Alabama | 193 | 48 | 241 | Vermont | 85 | 23 | 108 |
| Alaska | 99 | 17 | 116 | Virginia | 363 | 136 | 499 |
| Arizona | 415 | 123 | 538 | Washington | 713 | 161 | 874 |
| Arkansas | 214 | 69 | 283 | West Virginia | 50 | 17 | 67 |
| California | 679 | 187 | 866 | Wisconsin | 232 | 62 | 294 |
| Colorado | 239 | 88 | 327 | Wyoming | 91 | 27 | 118 |
| Connecticut | 121 | 65 | 186 | Other | 59 | 24 | 83 |
| Delaware | 35 | 40 | 75 | TOTALS | 13,148 | 4,501 | 17,649 |
| DC | 23 | 3 | 26 | | | | |
| Florida | 1,015 | 329 | 1,344 | | | | |
| Guam | 42 | 0 | 42 | | | | |
| Georgia | 543 | 249 | 792 | | | | |
| Hawaii | 53 | 11 | 64 | | | | |
| Idaho | 247 | 97 | 344 | | | | |
| Illinois | 325 | 63 | 388 | | | | |
| Indiana | 211 | 50 | 261 | | | | |
| Iowa | 154 | 30 | 184 | | | | |
| Kansas | 103 | 52 | 155 | | | | |
| Kentucky | 96 | 50 | 146 | | | | |
| Louisiana | 147 | 43 | 190 | | | | |
| Maine | 121 | 63 | 184 | | | | |
| Maryland | 277 | 36 | 313 | | | | |
| Massachusetts | 143 | 68 | 211 | | | | |
| Michigan | 369 | 96 | 465 | | | | |
| Minnesota | 222 | 138 | 360 | | | | |
| Mississippi | 400 | 86 | 486 | | | | |
| Missouri | 279 | 105 | 384 | | | | |
| Montana | 144 | 40 | 184 | | | | |
| Nebraska | 85 | 34 | 119 | | | | |
| Nevada | 127 | 35 | 162 | | | | |
| New Hampshire | 241 | 78 | 319 | | | | |
| New Jersey | 89 | 46 | 135 | | | | |
| New Mexico | 237 | 59 | 296 | | | | |
| New York | 326 | 136 | 462 | | | | |
| North Carolina | 378 | 187 | 565 | | | | |
| North Dakota | 129 | 24 | 153 | | | | |
| Ohio | 277 | 115 | 392 | | | | |
| Oklahoma | 288 | 109 | 397 | | | | |
| Oregon | 194 | 53 | 247 | | | | |
| Pennsylvania | 458 | 286 | 744 | | | | |
| Puerto Rico | 125 | 174 | 299 | | | | |
| Rhode Island | 84 | 30 | 114 | | | | |
| South Carolina | 301 | 133 | 434 | | | | |
| South Dakota | 128 | 30 | 158 | | | | |
| Tennessee | 300 | 72 | 372 | | | | |
| Texas | 431 | 154 | 585 | | | | |
| Utah | 448 | 50 | 498 | | | | |

* AA= Adoption Assistance

According to states' self-reports, Florida had the largest number of children residing in their state (1,344) and receiving adoption assistance from other states; it was followed by Washington, with 874 children, California with 866, and Pennsylvania with 744 children living in the state, but receiving adoption assistance from another state. The District of Columbia, Hawaii and Delaware reported the fewest numbers of children receiving adoption assistance from other states living in their states.

Findings and Discussion

Because of the small sample of states that provided data in this study, the results from this survey are limited in their applicability. However, following are major findings and trends that emerged from this study and comparisons with AAICAMA's 2002 data:

Most adoption assistance-eligible children live in the adoption assistance state. Survey data indicate that 91% of children who receive state and federal adoption assistance continue to reside in the state that is signatory to the adoption assistance agreement. State responses demonstrated that only 9% of adoption assistance-eligible children reside in states other than the adoption assistance state. This percentage has remained constant since AAICAMA's 2002 interstate movement survey.

The majority of children adopted from foster care receive title IV-E adoption assistance. States reported that 81% of adoption assistance-eligible children receive title IV-E adoption assistance, while 19% receive state-funded adoption assistance. This proportion remained unchanged from the 2002 study.

The number of children receiving federal and state-funded adoption assistance continue to grow. Comparison of data from the 21 states that completed surveys in 2002 and 2005 demonstrated an overall increase of 23% in the numbers of children receiving both federal and state-funded adoption assistance in a three year period.

While the numbers of adoption assistance eligible children in all categories have grown, the greatest rate of increase was among children who resided outside the adoption assistance state. When compared with 2002 data, the number of children residing outside the adoption assistance state has increased by approximately 62% in the past three years. Given this dramatic rate of increase in the reporting states, it is reasonable to expect that significant increases in this

population of children also occurred nationwide as well. However, data from additional states is needed to determine if this indeed is the case.

Movement beyond the borders of the adoption assistance state impacts service provision for state-funded children. Survey data suggest that this population of children is increasing; a recent AFCARS Research Brief similarly reported that the prevalence of state-funded adoption assistance payments has risen from 13.3 percent of adoptions in 1996 to 19.9 percent in 2003.¹⁸ Unlike title IV-E eligible children, children whose adoption assistance is paid for with state-only funds are not guaranteed Medicaid when they move outside the adoption assistance state. Currently seven states and the District of Columbia do not provide Medicaid to this population because they have not elected a policy of COBRA-reciprocity. (See Appendix A, COBRA-reciprocity Chart.) AAICAMA's 2005 survey data indicate that 42,673 children were receiving state-funded adoption assistance in the 29 responding states. This means that, when and if any of these children move to one of the eight non-reciprocity states, they will not receive Medicaid from the new state. Yet, it is well-documented that children adopted from foster care often struggle with multiple physical and mental health needs.¹⁹ Given these children's extensive health needs, it is not surprising that adoptive parents report that medical assistance is one of the most important supports that states can provide to promote lasting, successful adoptions of children from foster care. In a survey of 250 adoptive parents from 6 states, 88% reported that the receipt of Medicaid for the child was essential to their decision to adopt.²⁰ With the growing numbers of non-IV-E eligible children living outside the adoption assistance state, it becomes even more critical that these eight states institute a policy of COBRA-reciprocity. The adoption of this policy by these states would ensure nation-wide access to needed medical supports that would help ensure permanency and well-being for some of the nations most vulnerable children.

Many states do not have the capacity to systematically track interstate foster and adoptive placements. While states have made enormous strides in improving their capacity to collect and use data to assess outcomes for children served by child welfare, ICAMA administrators reported serious difficulties in accessing and/or obtaining interstate data for this study. In a 2005

¹⁸Center for Adoption Research. AFCARS Data Research Brief #5. *Title IV-E Claims and Adoption Assistance Payments*. June 2006. <http://academic2.american.edu/~mhansen/Invited/titleivepayments.pdf>.

¹⁹Family Impact Seminar. *Finding Families for Waiting Kids: the Challenges of Special Needs Adoption in the 90's and Beyond*. Washington, DC: Family Impact Seminar, 1997, p.7.

²⁰Children's Rights, National Foster Parent Association, and North American Council on Adoptable Children. *Ending the Foster Care Life Sentence: The Critical Need for Adoption Subsidies*. July 2006.

AAICAMA survey of states' capacity to collect interstate data, eight state ICAMA administrators reported that they could only obtain this data via manual count. Several administrators reported that their state does not include interstate data in their state SAWCIS systems. Other administrators reported that accessing interstate data required submitting requests to IT staff who often assigned a low priority to these requests. It is logical that basic data on interstate foster care and adoptive placements be incorporated into the state SACWIS systems if states' capacity in this area is to improve.

Concluding Observations

This report provides only a limited snapshot of the movement of adopted children in 29 states. However, it is clear that, as the number of adoptions from foster care rise, adoption exchanges proliferate, and states continue their efforts to recruit resource families beyond their state borders, interstate adoptions will only continue to increase.

In order for child welfare agencies to provide effective programs and needed services and supports for children adopted from foster care, they must have accurate and timely data on the numbers of these children and their movement. Studies of adoptive parents underscore that adoption assistance and Medicaid are critical to their decision to adopt vulnerable children from foster care. The availability of adequate medical and support services for growing numbers of interstate adopted children are key for ensuring the success and stability of these adoptions.