

# ESTIMATING THE SCOPE OF STATE-ADMINISTERED HOME VISITING PROGRAMS IN ARIZONA, SFY2014

A report to ADHS in partial fulfillment of ISA ADHS14-07013 amendment 2

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**H**ome visiting programs for families with young children provide parents with information and education on child development, parenting skills, school readiness, and health topics while assisting with connections to other resources or programs as needed. Home visiting is voluntary, and it is an effective social intervention to decrease risk of child abuse, promote maternal and child health, improve children's readiness for school, and reduce societal costs of related downstream problems such as delinquency and crime, unemployment, and loss of productivity. In Arizona, State agencies administer a variety of home visiting programs primarily targeted toward selected at-risk populations.

**An estimated 28,776 Arizona families were served by State-administered home visiting programs during the State's 2014 fiscal year (SFY2014).**

Children of these nearly 29,000 families may enjoy the long-term benefits of home visiting throughout their lifetimes. As a result of savings on remediation of later problems, significant benefits will accrue to the State of Arizona over the coming years as well. The table on the following page provides a comprehensive view of the distribution of home visiting services across government agencies, their programs, and targeted service areas in Arizona.



**Arizona's home visiting system involves five State agencies and thirteen associated home visiting programs.** These agencies include the Arizona Departments of Child Safety (DCS), Health Services (ADHS), Economic Security (DES), and Education (ADE), along with First Things First (FTF). There are other forms of family support programs involving home visiting in Arizona that are funded by local governments, community non-profit organizations, social service agencies, faith-based groups, and others that are not reflected in this report.

**Few State general fund dollars go directly to support home visiting in Arizona.** Instead, State funding of home visiting relies heavily on the tobacco tax that supports First Things First, the lottery funds that support the Healthy Families Arizona program at the Department of Child Safety, and federal block and categorical grants that support many programs at the Department of Economic Security, the Department of Education, and the Department of Health Services.

**NEARLY 29,000 ARIZONA FAMILIES WERE SERVED BY STATE-ADMINISTERED HOME VISITING PROGRAMS IN SFY2014.**

**Measuring the true scope of the State's home visiting programs is challenging.** As in most states, home visiting in Arizona began as a patchwork of programs that grew independently of each other within each State agency. At present, the State's home visiting system remains divided among the agencies, each program has its own administration and reporting requirements, and there is no central registry of home visiting data. For this reason, ADHS engaged the Morrison Institute for Public Policy in early 2014 to estimate the scope of the State's home visiting system.

**For the present study, each State agency was solicited individually for the most recent publicly-available data on the number of families served by each of the agency's programs.** The overall estimate is for SFY2014, and the bulk of the data used to create it represent actual service counts from that same time period. However, certain limitations led to the use of some data from other time periods (e.g. school year or program year nearest to SFY2014) and/or from prior years when that was the latest data readily available. The notes on the final page offer specific details on data sources and estimation methods used for each agency/program.

**The creation of a new federal Maternal, Infant, and Early Childhood Home Visiting (MIECHV) program in 2010 has led to Arizona receiving federal grants to develop a more cohesive system with greater infrastructure capacity to support home visiting programs throughout the State.** The grants also support Arizona's efforts to expand evidence-based home visiting programs in targeted at-risk areas of the State. Early successes toward the first goal include the formalization of an Inter-Agency Leadership Team to guide policies for all State-administered home visiting programs, as well as an effort to develop a comprehensive data system to be shared across all programs. Such advances are better integrating Arizona's home visiting system and will facilitate future studies of that system's scope.

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# ARIZONA FAMILIES SERVED BY STATE-ADMINISTERED HOME VISITING PROGRAMS

State Agency and Program by Service Area (SFY2014 Estimates\*)

Service Areas	ADE		ADHS					DCS	DES	FTF								Service Area Totals	Service Areas
	EHS	MEP	HS	HRPP/ NICP	MIECHV			HFAz	AzEIP	EHS	ESSS	GGK	HFAz	HyS	NFP	PAT	SC-A		
					FS	HFAz	NFP												
Apache			107	23					106									236	Apache
Cochise		1	268	63		17		91	159							272		873	Cochise
Coconino	188		262	103				209	199							131		1,092	Coconino
Gila			47	37					71									155	Gila
Graham				18		53		see combined counties below	75				see combined counties below					93	Graham
Greenlee				7				see combined counties below	20				see combined counties below					27	Greenlee
La Paz				5				see combined counties below	25	see combined counties below			see combined counties below			see combined counties below		30	La Paz
Maricopa	928	93	529	2,919		526	284	896	5,277				777		480	2,150		14,738	Maricopa
Mohave			118	41		76		see combined counties below	161	see combined counties below			see combined counties below			see combined counties below		320	Mohave
Navajo			145	77		43	240	48	239									559	Navajo
Pima	486	1	261	772		170		350	1,467				336	50	242	882	59	5,327	Pima
Pinal	301	7	1	164		150			587				151			298		1,579	Pinal
Santa Cruz			169	18				57	57				99					400	Santa Cruz
Yavapai			129	98		42		54	220				78		76	94		796	Yavapai
Yuma		18	262	269				145	175				191			294		1,336	Yuma
Graham/ Greenlee <sup>†</sup>								45					20					126	Graham/ Greenlee <sup>†</sup>
La Paz/ Mohave <sup>†</sup>								157		46			129			134		548	La Paz/ Mohave <sup>†</sup>
Tribal Nations <sup>‡</sup>	49				39						61	22				290		450	Tribal Nations <sup>‡</sup>
Statewide Only <sup>§</sup>																		248	Statewide Only <sup>§</sup>
Agency/ Program Totals	1,852	120	2,298	4,614	39	1,077	527	2,052	8,838	46	61	22	1,781	50	798	4,545	59	28,776	Grand Total
	1,972		8,552																

For explanations of abbreviations, Table Notes, and Source/Data Notes, please see page 6.

## DEFINITIONS OF “STATE-ADMINISTERED” HOME VISITING

For the purposes of this report, Arizona’s home visiting system is viewed as inclusive of the five state agencies and all of their associated programs that consistently employ home visiting as a significant strategy in their delivery of services to families with young children. However, the Pew Center on the States has defined a state-administered home visiting program as one that:

- Is managed by a state agency – such as health and humans services – that directs funding to local communities to support service delivery, articulate standards and regulations, set performance measures and provide oversight and infrastructure;
- Delivers services mainly in families’ homes, though visits may be complemented with other supports such as group classes, and;
- Receives support through state allocations, using state or federal dollars.<sup>1</sup>

The Pew definition excludes involuntary home visits such as services for child protection provided by the Department of Child Safety (DCS). Home visiting programs that are funded by local governments or private agencies are also excluded.

**The Pew definition would encompass most, but not all, home visiting efforts that involve State agencies in Arizona.** Most notably, the Arizona Early Intervention Program (AzEIP) administered by the Department of Economic Security (DES), and Early Head Start (EHS) home-based option services coordinated by the Department of Education (ADE) would be excluded by this definition.

AzEIP provides a variety of services for children as required by the federal Individuals with Disabilities Education Act (IDEA). Home visiting is a common strategy employed to deliver many of these services, but Pew excluded IDEA early intervention programs, presumably because they do not deliver their full range of services “mainly in families’ homes” and federal regulations, rather than states, set many of the requirements for the program.

Although ADE serves as the Head Start State Collaboration Office, nearly all local agencies that conduct EHS programs receive their funding via direct federal grants, and the federal Office of Head Start sets the program standards and provides oversight of these grantees. For these reasons, Pew also excluded EHS programs for their definition. However, this does not exclude programs funded with state dollars, such as those supported by First Things First (FTF) that follow the EHS home-based option program model.

DES-AzEIP and ADE-EHS have been included in the operational definition of state-administered home visiting programs used in this report, as shown in the primary table. The sub-tables below show the division of home visiting programs in Arizona according to the Pew definition.

Arizona Families Served by Home Visiting Programs Meeting the Pew Definition		
Agency	Program(s)	Families
ADE	MEP	120
ADHS	HS	2,298
	HRPP/NICP	4,614
	FS	39
	HFAz	1,077
	NFP	524
DCS	HFAz	2,052
FTF	EHS	46
	ESSS	61
	GGK	22
	HFAz	1,781
	HyS	50
	NFP	798
	PAT	4,545
	SC-A	59
Total		18,086

Arizona Families Served by Other Home Visiting Efforts Involving State Agencies		
Agency	Program(s)	Families
ADE	EHS	1,852
DES	AzEIP	8,838
Total		10,690

<sup>1</sup> The Pew Center on the States (2011). *States and the New Federal Home Visiting Initiative: An assessment from the starting line*. Washington, DC: Pew Charitable Trusts.

**EVIDENCE-BASED HOME VISITING PROGRAMS**

A cornerstone of the new federal Maternal, Infant, and Early Childhood Home Visiting (MIECHV) program is to promote the exclusive use of evidence-based home visiting models in state-administered home visiting systems. To that end, DHHS has established the Home Visiting Evidence of Effectiveness (HomVEE) review process. HomVEE-designation as an evidence-based program requires evidence from high- or moderate-quality randomized clinical trials and/or quasi-experimental studies that produce statistically-significant impact in outcome areas such as reductions in child maltreatment, positive parenting practices, and maternal or child health.<sup>2</sup> To date, 17 home visiting program models have been designated as evidence-based by HomVEE review. Seven of these models are presently implemented in Arizona (see table below).

Arizona Families Served by State-Administered Evidence-Based Home Visiting Programs		
Program	Agency (-ies)	Families
EHS	ADE, FTF	1,898
FS	ADHS	39
HFAz <sup>3</sup>	ADHS, DCS, FTF	4,761
HyS	FTF	50
NFP	ADHS, FTF	1,322
PAT	FTF	4,545
SC-A	FTF	59
Total		12,674

**The absence of a HomVEE endorsement cannot be interpreted as proof of a program’s ineffectiveness.** HomVEE review standards set a high bar that require a significant investment of time, resources, and specialized expertise for scientific investigation by program model developers to establish their model’s effectiveness. HomVEE does not evaluate or compare the relative quality of programs that have not yet amassed the necessary evidence for formal HomVEE review.

The FRIENDS National Resource Center for Community-Based Child Abuse Prevention (CBCAP) has created a more inclusive scale that evaluates programs along a continuum that includes “emerging” and “promising” practices under the umbrella of “evidence-informed programs”.<sup>4</sup> While Arizona’s other home visiting programs have not been evaluated by CBCAP, each program may be judged as meeting the emerging or promising evidence-informed criteria based an informal review of program descriptions and other available information.

Arizona Families Served by State-Administered Evidence-Informed Home Visiting Programs		
Program	Agency (-ies)	Families
AzEIP	DES	8,838
ESSS	FTF	61
GGK	FTF	22
HS	ADHS	2,298
HRPP/NICP	ADHS	4,614
MEP	ADE	120
Total		15,953

The potential for conversion of these programs to evidence-based models is complicated by the fact that some are largely defined by Arizona statute (Health Start at ADHS) or federal regulations (Arizona Early Intervention Program at DES, Migrant Education Program at ADE).

<sup>2</sup> Avellar, S., Paulsell, D., Sama-Miller, E., Del Grosso, P., Akers, L., and Kleinman, R. (2014). *Home Visiting Evidence of Effectiveness Review: Executive Summary*. Office of Planning, Research and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services. Washington, DC.  
<sup>3</sup> Total families served by all HFAz programs in SFY2014 as reported by DCS, the coordinator of all Healthy Families Arizona programs regardless of

state funding/implementing agency. Due to minor reporting differences, this does not reflect the total of the independent counts for each state agency's HFAz programs shown the primary table.  
<sup>4</sup> FRIENDS National Resource Center for CBCAP (2009). *Evidence-Based and Evidence-Informed Programs: Prevention program descriptions classified by CBCAP evidence-based and evidence-informed categories*. Chapel Hill, NC: n.p.

## Table Abbreviations – State Agencies

ADE	Arizona Department of Education
ADHS	Arizona Department of Health Services
DCS	Arizona Department of Child Safety
DES	Arizona Department of Economic Security
FTF	First Things First (Arizona Early Childhood Health and Development Board)

## Table Abbreviations – Home Visiting Programs

AzEIP	Arizona Early Intervention Program
EHS	Early Head Start (home-based option)
ESSS	Early Steps to School Success
FS	Family Spirit
GGK	Growing Great Kids
HFAz	Healthy Families Arizona
HRPP/NICP	High Risk Perinatal Program/Newborn Intensive Care Program
HS	Health Start
HyS	Healthy Steps
MEP	Migrant Education Program
NFP	Nurse-Family Partnerships
PAT	Parents as Teachers
SC-A	SafeCare-Augmented

## Table Notes

- \*Estimates for SFY2014, based on the most recent reporting year data obtainable from each agency/program as of 10/13/14 (see individual source notes below).
- †Some agencies report some or all of their program counts for these counties as combined dual-county service areas. Where agencies reported some counts for these individual counties, and some for the counties as combined, all of the counts for those counties were summed and shown under the combined service area only.
- ‡The Tribal Nations category includes counts for those programs clearly identified as serving specific tribal areas only. Other programs providing services in tribal areas may be included in the corresponding county-based service area counts and are unduplicated.
- §The Statewide Only category includes counts for those programs that do not track or report program statistics by county or other sub-state service areas.

## Source/Data Notes

### **ADE-EHS**

- The 11 local Early Head Start agencies in Arizona receive grant funding directly from the US Department of Education. While ADE serves as the Head Start State Collaboration Office, it does not directly fund nor supervise individual Early Head Start programs in Arizona.
- All Early Head Start information was extracted from federal Head Start Program Information Reports for the 2013-14 school year for each of the 11 local Early Head Start grantee agencies in Arizona.
- Early Head Start reports the proportion of children served in its home-based option, but not the proportion of families. The number of families in the home-based option was estimated by applying the proportion of children in the home-based option to the total number of families served by Early Head Start.
- Service area distribution of Early Head Start counts were based on the primary business location of each the 11 grantee agencies.

### **ADE-MEP**

- The Migrant Education Program is funded by a federal formula grant to Arizona under provisions of the Elementary and Secondary Education Act (ESEA). ADE administers the Migrant Education Program in Arizona.
- Counts represent number of children served by home visits during 2013-14 school year as reported by ADE-MEP.

### **ADHS-HS**

- Reported by ADHS for SFY 2013.
- The number of families includes unduplicated clients overall, regardless of enrollment type. Women who were enrolled as both prenatal and postpartum were only counted once.

### **ADHS-HRPP/NICP**

- Reported by ADHS for SFY 2013.
- The number of families is based on the families of children who received a visit in SFY13 and/or were born and enrolled in SFY13. Numbers may be underestimated because clients with special health care needs (CSHCN) are served by the program, but most CSHCN data is not included in the HRPP/NICP data source.
- The service area distribution was based on the location of client families' places of residence.

### **ADHS-MIECHV-All**

- HFAz figures reported by ADHS for SFY2014.
- NFP figures reported by ADHS for SFY2014.
- FS figures as reported to ADHS by Johns Hopkins University researchers evaluating the White Mountain Apache Tribe's Family Spirit program for federal fiscal year 2014.

### **DCS-HFAz**

- Based on counts contained in the *Healthy Families Arizona Annual Evaluation Report* (in preparation for SFY2014) as provided by DCS.
- DCS administers all Healthy Families home visiting in Arizona (HFAz), including HFAz services contracted by other state agencies (e.g. ADHS/MIECHV and FTF).
- The number of families reflects those receiving DCS-funded services only (excluding ADHS/MIECHV- and FTF-funded HFAz services which appear under those agencies).

### **DES-AzEIP**

- Based on IDEA Part C- Child Count and Setting Release 2.0 report, as revised by DES/AzEIP staff for the 2013 program year.
- Due to a change in data systems mid-year, DES/AzEIP could not report an accurate cumulative count of children served for 2013, but reported a "snapshot" of current enrollment on 10/1/2013.
- A cumulative count of children served for 2013 was estimated based on the 6-year average ratio of snapshot-to-cumulative counts for AzEIP from 2007 to 2012.
- AzEIP does not report the number of families served. AzEIP staff estimate that about 5% of children served come from a family with at least one other child served in the same program year. Number of families served was estimated by applying this 5% reduction to the cumulative number of children served.
- The 2013 service area distribution was based on the 6-year average percentage distribution by county applied to the 2013 estimated cumulative count.

### **FTF-All**

- Based on the *SFY2014 Home Visitation* report as provided by First Things First.
- Counts exclude program numbers provided under contract to other state agencies (e.g. HFAz for ADHS/MIECHV).
- A portion of the services in Pima County were provided by the Pima United Way and reported as a total for all home visiting services across three programs (HFAz, PAT, SC-A). This count was distributed to each program based on the percentage of total funding attributed to each program.