from neuronal synchrony. Synchrony may have contributed to these effects, and lack of synchrony during another epoch may have resulted in an absent effect [see, however, (*14*)].

Lack of synchrony was unlikely to account for absent effects when the highly significant effects were consistent with monosynaptic connections (onset latency > 5 ms and PWHM < 9 ms, lower right quadrants). Particularly for the eight SpikeTA effects in the lower right quadrant of Fig. 3C (from eight different neurons recorded in eight different sessions, three in monkey E and five in monkey W), the loss of throughput that resulted in absent effects cannot be attributed simply to lower neuron firing rate, lower ongoing EMG, and/or loss of synchronized inputs. Additional factors may have changed the throughput from these M1 neurons to their target muscles.

Although M1 output, particularly that from CM cells, dominates control of distal upper extremity musculature during voluntary activity, our results show that the throughput from individual M1 neurons to muscle activity can be changed rapidly and dramatically. For about half of the neuron-muscle pairs that produced highly significant SpikeTA effects, throughput evident during some behavioral epochs was absent during other epochs. In most cases, differences in intracortical excitability and the resulting changes in excitation of motoneuron pools—reflected by the firing rate of the trigger neuron, the level of ongoing EMG activity, and/or synchrony in the SpikeTA effect—contributed to the presence of effective throughput during some behavioral epochs and not others.

In about 10% (8 of 82) of cases, however, none of these factors could account for the presence versus absence of throughput from the M1 neuron to the muscle's EMG activity. We therefore speculate that three subcortical factors may have contributed as well. First, some SpikeTA effects may be mediated through disynaptic linkages that involve rubrospinal neurons, reticulospinal neurons, or spinal interneurons (*20*–*22*). Such effects may have been blocked during some epochs by inactivity of the interposed neuron. This mechanism seems likely for suppressive effects, all of which are mediated through inhibitory interneurons, and may have contributed to the absence of some facilitative effects as well. Second, single CM cell EPSPs in motoneurons may be relatively small (*23*, *24*). Within motoneuron dendrites, small synaptic inputs may have been amplified by persistent inward currents during some behavioral epochs but not during others (*25*). Third, the synaptic input from an M1 neuron to a motoneuron pool commonly is assumed to remain constant. Although synaptic efficacy might be altered by presynaptic inhibition, available evidence indicates that this mechanism does not affect corticospinal terminals (*26*, *27*). Plastic changes can occur in spinal cord synapses (*28*), however, and dendritic spines have been observed to be remodeled over minutes (*29*). We therefore speculate that the efficacy of CM synapses on motoneurons might have changed in some behavioral epochs. Subcortical factors such as these, which might have played a role in the 10% of cases lacking differences in intracortical excitability, also could have contributed to the rapid change in throughput in many of the other 90%.

Our findings indicate that M1 neurons, even those with relatively direct connections to α-motoneurons, are not always effective in driving their target motoneurons. Rather, throughput can be changed rapidly such that an individual M1 neuron, which is ineffective in eliciting motoneuron discharge during certain motor behaviors, does elicit discharge of the same motoneurons during other behaviors.

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Supporting Online Material

www.sciencemag.org/cgi/content/full/318/5858/1934/DC1
Materials and Methods
Figs. S1 and S2
Table S1
References

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Cognitive Recovery in Socially Deprived Young Children: The Bucharest Early Intervention Project

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In a randomized controlled trial, we compared abandoned children reared in institutions to abandoned children placed in institutions but then moved to foster care. Young children living in institutions were randomly assigned to continued institutional care or to placement in foster care, and their cognitive development was tracked through 54 months of age. The cognitive outcome of children who remained in the institution was markedly below that of never-institutionalized children and children taken out of the institution and placed into foster care. The improved cognitive outcomes we observed at 42 and 54 months were most marked for the youngest children placed in foster care. These results point to the negative sequelae of early institutionalization, suggest a possible sensitive period in cognitive development, and underscore the advantages of family placements for young abandoned children.

For normal development, mammalian brains require an optimal level of environmental input, a so-called "expectable" environment (*1*, *2*). Examples of an expectable environment might include exposure to patterned light information, normal language exposure, and access to responsive caregivers. Unfortunately, not all children are exposed to such environments. Institutional settings vary both within and between countries, but many are characterized by unfavorable caregiver-to-child ratios; highly regimented routines (e.g., all children eat, sleep, and toilet at the same time); impoverished sensory, cognitive, and linguistic stimulation; and unresponsive caregiving practices. These issues af-

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fecting early development have implications for the millions of children throughout the world who begin their lives in adverse circumstances, such as those who have been maltreated or abandoned or whose parents have died.

Although the effects of early psychosocial deprivation on brain development has been examined extensively in animal models (*3*, *4*), the effects of similar deprivation on humans are less clear. Evidence suggests that children reared in institutions suffer from a variety of neurobiological and behavioral sequelae compared to never-institutionalized children. Children reared in institutions showed reduced metabolic activity in regions of the temporal and frontal cortices (*5*), and cortico-cortico connections between these regions were reduced in number (*6*). In addition, children reared in institutions have shown delays or deviations in a variety of behavioral domains, such as intelligence quotient (IQ), attachment, language, or social-emotional development (*7*–*10*).

This literature on the effects of early institutional care suffers from methodological limitations, particularly selection bias: In nonrandomized studies, a biased sample (e.g., healthier children or more psychologically competent children) may be adopted into families while others remain in institutions. These nonrandom factors make it difficult to attribute differences in behavioral characteristics of children reared in or out of institutional settings to the different environments in which the children were reared.

An additional unanswered question is the importance of timing of environmental enhancement in producing recovery from early deprivation. From the perspectives of both developmental brain plasticity and social policy, a vital question is whether there may be sensitive periods after which recovery becomes significantly more difficult. The Bucharest Early Intervention Project (BEIP) was designed, in part, to address the issue of timing of intervention on remediation of cognitive delay as a result of early deprivation. To address this issue, we designed a randomized controlled trial of foster care versus institutional care for young children who had been abandoned at or shortly after birth and placed in institutions. We avoided the selection bias of previous studies (*11*–*15*) by random assignment of children to the two groups. We assessed the children before the start of intervention, while they were still living in institutions, followed by randomization to continued institutional care or to placement in a foster family and longitudinal follow-up assessments of their cognitive development as assessed by standardized intelligence tests. We also assessed the timing of intervention on this outcome in early childhood.

We assessed three groups of children: an initial group of children abandoned at birth and then studied extensively with a battery of measures. Half of these children were then randomly assigned to foster care (foster care group, FCG) and the other half to continued institutional care (institutional group, IG). A third group consisted of children being reared with their biological families in the greater Bucharest community (never-institutionalized group, NIG).

Participants in institutions comprised 187 children less than 31 months of age and residing in any of the six institutions for young abandoned children in Bucharest, Romania (*16*). These children were initially screened with a pediatric and neurological exam, growth measurements, auditory assessment, and assessment of physical abnormalities. We excluded 51 children from the original sample for medical reasons, including genetic syndromes, frank signs of fetal alcohol syndrome (based largely on facial dysmorphology), and microcephaly (*17*). Thus, the final sample at baseline consisted of 136 children. Weight for age, height for age, weight for height, and head circumference for age were all lower in the IG than in the NIG.

The NIG comprised 80 children who were born at the same maternity hospitals as the institutionalized children. They were recruited from community pediatric clinics, were living with their biological parents, had no history of institutional care, and were matched on age and gender to the institutionalized sample. The final sample of the NIG consisted of 72 children (eight families declined further participation after initial recruitment into the study). All fell within 2 SD of the mean for physical growth (weight, length, and occipitofrontal circumference).

Birth records of the children in institutions were limited, allowing derivation of gestational age data for only 112 children; the length of gestation ranged from 30 to 42 weeks (mean = 37.2 weeks, SD = 2.2 weeks). Birth weight (available for 117 cases) ranged from 900 g to 4150 g (mean = 2767 g, SD = 609 g) and was significantly different from that of the NIG (mean = 3338 g, SD = 467 g), $t(187) = 6.8$, $P < 0.001$.

After initial assessment of all children in both institution and comparison samples, 68 children from the institutions (33 males and 35 females) were randomly assigned to remain in institutional care and were designated the IG (institutional group), and 68 (34 males and 34 females) were randomly assigned to foster care and were designated the FCG (foster care group). Randomization was implemented by assigning each child a number (1 to 136) written on a piece of paper. These papers were then placed in a hat and then drawn from the hat at random. The first number pulled from the hat was assigned to the IG, the next randomly drawn number was assigned to the FCG, and so on, until all children had been assigned to the IG or the FCG. The two sets of twins in the study were each on the same piece of paper and thus placed together.

Because government-sponsored foster care was limited to about one family when our study commenced, we created our own foster care program (*18*, *19*). After extensive advertising followed by screening, we recruited 56 foster families into the project. A total of 46% were single-parent families (widowed, divorced, or never married), and foster care mothers ranged in age from 30 to 66 years (mean = 48 years); all mothers had at least a high school education.

After random assignment, the average age for children at placement in foster care was 21 months. Cognitive development was assessed at

Table 1. DQ and IQ at 42 and 54 months of age.

Evaluation	*N*	Mean DQ and IQ	SD	SE
		IG		
42 months	57	77.1	13.3	1.8
54 months	51	73.3	13.1	1.8
		FCG		
42 months	61	85.7	14.2	1.8
54 months	59	81.0	18.5	2.4
		NIG		
42 months	52	103.4	11.8	1.6
54 months	45	109.3	21.2	3.2

Table 2. DQ and IQ of FCG by entry age group. η indicates effect size in multiples of the pooled standard deviation, and Y is younger than and O is older than age cutoff at entry to foster care.

Age cutoff	42 months (BSID-II)					54 months (WPSSI-R)				
	Y	O	$t(59)$	η	*P*	Y	O	$t(57)$	η	*P*
20 months	93.5	82.6	2.82	0.81	0.007	84.3	79.6	0.87	0.25	0.39
22 months	90.4	83.0	2.01	0.54	0.051	83.2	79.7	0.69	0.19	0.49
24 months	91.5	80.0	3.46	0.89	0.001	85.8	76.4	2.00	0.52	0.05
26 months	90.9	79.1	3.53	0.91	0.001	85.2	75.7	2.01	0.53	0.05
28 months	89.8	78.8	3.14	0.83	0.003	83.4	76.9	1.31	0.35	0.20

Table 3. DQ and IQ of FCG by entry age group.

Age at placement	42 months (BSID-II)				54 months (WPPSI-R)			
	N	Mean	SD	SE	*N*	Mean	SD	SE
0–18 months	14	94.4	11.9	3.2	14	84.8	16.0	4.3
18–24 months	16	89.0	11.3	2.8	15	86.7	14.8	3.8
24–30 months	22	80.1	13.3	2.8	22	78.1	19.5	4.2
30+ months	9	79.7	17.1	5.7	8	71.5	23.8	8.4

baseline (before randomization), 30 months, and 42 months with the Bayley Scales of Infant Development (BSID-II) (*20*) and at 54 months with the Wechsler Preschool Primary Scale of Intelligence (WPPSI-R) (*21*). Both tests were administered by trained and reliable Romanian psychologists. Upon entry into the study, our IG scored below our sample of community children (NIG) on developmental quotient (DQ). The IG also fared worse than the NIG on a variety of other developmental indices (*22*).

The BSID-II measure mental and motor development in infants from 1 to 42 months of age. The test measures a child's level of development in three domains: cognitive, motor, and behavioral. Scores on the mental development index (MDI, a scaled score) of the BSID-II can range from <50 to 150. Children who obtained raw scores that placed their scaled scores below 50 were assigned a numeric MDI score of 49. For our analyses, raw scores were assigned an extrapolated age-equivalent score to allow values <50 when needed (*23*). Thus, DQs were computed for each child [(extrapolated age-equivalent score/chronological age) × 100], allowing inclusion of the entire sample in analyses.

The WPPSI-R consists of 14 subtests that assess intellectual functioning in verbal and performance domains. The verbal section includes such tests as vocabulary, general information, and arithmetic; and the performance section includes such tests as picture completion, copying geometric designs, and using blocks to reproduce designs. Subtest and composite scores represent intellectual functioning in verbal and performance cognitive domains, as well as a child's general intellectual ability (full-scale IQ).

The BSID-II assess a wide range of abilities, focusing on tasks with sensorimotor responses in infancy, whereas the WPPSI-R provides a more focused assessment of children's cognitive abilities by using primarily language-based items. Although test-retest on BSID-II is good, prediction from BSID-II to school IQ is not as strong as prediction from WPPSI-R to later IQ. As a result, one might expect differences in children's performance on the BSID-II versus the WPPSI-R simply because of differences in the nature of the test instruments.

At the outset of our study, we implemented procedures to ensure its ethical integrity. A detailed description of these procedures is included in (*18*), but they are outlined here. First, our study was initiated at the invitation of the then–secretary of state for child protection in Romania and was approved by the local commissions on child protection in Bucharest, the Romanian ministry of health, and, in 2002, by an ad hoc ethics committee comprising appointees from several government and Bucharest University academic departments. It was therefore done with the participation and approval of local authorities. Second, the institutional review boards (IRBs) of the home institutions of the three principal investigators (the University of Minnesota, Tulane University, and the University of Maryland) approved the project. Third, we implemented a policy of noninterference with placement of children in both groups into alternative family care environments, leaving those decisions to Romanian child protection authorities (according to Romanian law). The only exception to the noninterference rule was that we ensured that no child placed in foster care as part of the randomization process would ever be returned to an institution (*18*, *24*–*26*). Fourth, after our preliminary results began to suggest positive benefits of foster care, we held a press conference to announce the results of our investigation. Key ministries in the Romanian government were invited to attend and sent representatives to this meeting. The then–U.S. ambassador to Romania (who was briefed in advance about our findings) gave the opening remarks at the conference. Fifth, although the usefulness of clinical equipoise is controversial among bioethicists (*18*), a reasonable interpretation of clinical equipoise supports the research design in this project. Clinical equipoise is the notion that there must be uncertainty in the expert community about the relative merits of experimental and control interventions such that no subject should be randomized to an intervention known to be inferior to the standard of care (*27*). Because of the uncertainty in the results of prior research, it had not been established unequivocally that foster care was superior to institutionalized care across all domains of functioning, especially with respect to how young children initially placed in institutional care function when placed in foster care as compared with children who remain in the institutional setting. Moreover, at the start of our study there was uncertainty about the relative merits of institutional and foster care in the Romanian child welfare community, with a historical bias in favor of institutional care. Additionally, given that the study was invited by Romanian authorities and conducted there, with the aim of guiding child welfare policy in Romania, it made sense to assess the study in view of the local standard of care, which was institutional care. The study also presented no more than minimal risk to the subjects; specifically, children assigned to the IG continued to receive the same care as if the study had not been conducted, and the measures we used have all been used for many years in developmental science research. Lastly, we were aware from the outset of the policy implications of our work, and as the study progressed we made our results available to government officials and child protection professionals. Indeed, several years after our study began, the Romanian government passed a law that prohibits institutionalizing children less than 2 years old, unless the child is severely handicapped.

Over the course of the study, there were instances of change in actual living arrangements and, in some cases, subject attrition (fig. S1). For example, of the 68 children who composed the IG, only 20 remained in institutions at the 54-month assessment. Seventeen children were lost to attrition. Of these, 9 were adopted or returned to their biological families, and their families decided not to continue participating in the study. Other children who remained in the study changed status: 2 children were adopted, 18 were placed in government foster care (which was not available at the onset of the study), 9 were reintegrated into their biological families, and 2 were placed in families with extended family members. Although some children changed their group assignment, an intent-to-treat approach was followed (*28*, *29*), whereby all analyses we report are based on children's original group assignment. Thus, our findings represent a conservative estimate of the response to intervention.

The first step of our data analysis focused on the randomized trial. Because, at the onset of the study, a number of children (N = 15) were not randomized until after they turned 30 months of age and others (12 children at 29 months and 7 children at 28 months) only shortly before then, we chose to focus our analyses on the later assessments. The NIG is included for reference only and is not included in the statistical analysis (*30*) (tables S1 and S2). Cross-sectional t tests at each time point yielded significant differences between IG and FCG at 42 months (BSID-II), $t(116) = 3.39$ and $P = 0.001$, and at 54 months (WPPSI-R), $t(108) = 2.48$ and $P = 0.015$. The effect size (the difference between means in multiples of standard deviations) was 0.62 at 42 months and 0.47 at 54 months. The primary finding of the randomized trial was that the foster care intervention led to improved cognitive outcomes as assessed by DQ and IQ (Table 1).

We next inquired into possible correlates of this finding within the FCG. We looked at three dichotomous factors: birth weight (above or less than 2500 g), gender, and age at entry to foster care (before or after 24 months of age). Neither birth weight nor gender was significantly associated with DQ or IQ at either 42 or 54 months. To examine the effect of entry age, we used t tests to compare DQ and IQ scores by dichotomized age at entry to foster care (younger than cutoff/older than cutoff) separately for placement cutoffs of 20, 22, 24, 26, and 28 months of age (*31*). Significant differences in 42-month DQ between early and late foster care placement groups existed for all age cutoffs, whereas for 54-month IQ the deflection point appeared to occur at 24 and 26 months (Table 2 and tables S3 and S4). In other words, the assessment at 42 months yielded significant differences in DQ regardless of age of placement, whereas the WPPSI-R data at 54 months suggested that children placed before 2 years of age had the best response to intervention.

In addition, we computed a regression of DQ at 42 months and IQ at 54 months on DQ at entry age. We used slope estimates to show the expected loss of 42- and 54-month DQ and IQ points for each additional month of institutionalization. Results revealed that the cost of remain-

ing in the institution was 0.85 DQ points per month at 42 months ($P < 0.001$) and 0.59 IQ points at 54 months ($P < 0.09$).

Children's scores differed slightly on the BSID-II versus the WPPSI-R exam (Table 2). We attribute this to the different psychometric properties of these instruments as mentioned earlier. As a secondary analysis, we separated the FCG into two groups that experienced similar durations of intervention but that had entered foster care at different ages. One group consisted of those children who entered foster care before 18 months of age ($n = 14$, mean placement age = 12.0 months), and the other group consisted of children entering after 18 months ($n = 47$, mean placement age = 26.6 months). We then chose the measurement occasion that most nearly equated these groups on length of intervention, specifically the 30-month DQ assessment for the earlier entry group and the 42-month assessment for the later entry group. At these assessment points, the mean lengths of time in foster care were 18.2 and 16.1 months respectively, and the mean DQs were 89.6 and 83.1, $t(59) = 1.55$, and $P = 0.13$. Although not statistically significant, we interpret the difference in group means as supporting our general conclusions about the importance of earlier placement age for improved cognitive outcomes.

The above analysis did not possess sensitivity to finer gradations in age of placement, and a tertiary analysis was performed. We divided the FCG into four groups: those placed between 0 and 18 months, those placed between 18 and 24 months, those placed between 24 and 30 months, and those placed after 30 months (Table 3). One-way analyses of variance (ANOVAs) yielded significant differences in DQ and IQ at 42 months ($P = 0.008$) but not at 54 months ($P = 0.20$). At 42 months, the two earlier entry groups (0 to 18 months and 18 to 24 months) are not significantly differ from one another, nor are the two later entry groups, but the two early placement groups (0 to 18 months and 18 to 24 months) are different from the two later placement groups (24 to 30 months and above 30 months). The 54-month data showed the anticipated ordering of means, although there are no significant differences among pairwise comparisons. Taken together, these findings suggest that age of entry into foster care (i.e., the timing of placement) was critical in changing children's cognitive abilities [see Supporting Online Material (SOM) text for additional analyses that address the issue of timing and duration of foster care effects on DQ and IQ at 42 and 54 months].

Because we assessed children before randomization, we are confident that differences that resulted from the foster care intervention reflect true intervention effects rather than differences in sample makeup. Moreover, randomization before intervention addressed concerns about previous studies of adopted children that have the potential of selection bias with regard to who is adopted. Additionally, by randomizing children before intervention we increased the likelihood that unknown prenatal risk factors would be randomly distributed across the intervention and control groups. Lastly, the inclusion of an in-country comparison sample confirmed that our cognitive assessments were valid, given that the DQ and IQ means for the never-institutionalized Romanian children were very similar to the means for typically developing children in populations for which the BSID-II and the WPPSI-R have been standardized.

Three main findings emerge from this study. First, as we have previously reported (*22*), children reared in institutions showed greatly diminished intellectual performance (borderline mental retardation) relative to children reared in their families of origin. Second, as a group, children randomly assigned to foster care experienced significant gains in cognitive function. Lastly, at first glance our findings suggest that there may be a sensitive period spanning the first 2 years of life within which the onset of foster care exerts a maximal effect on cognitive development. However, a closer reading of our analyses suggests a more parsimonious conclusion: That the younger a child is when placed in foster care, the better the outcome. Indeed, there was a continuing "cost" to children who remained in the institution over the course of our study. These results are compatible with the notion of a sensitive period, but discovering whether such a period truly exists or determining the borders that delineate it would likely require a larger sample size with a broader age range at intervention onset.

The results of this study have implications for child welfare because they suggest that placement in families is more advantageous for cognitive development in infants and young children than placement in institutional settings. For countries grappling with how best to care for abandoned, orphaned, and maltreated young children, these findings deserve consideration. The results also indicate that previously institutionalized children's cognitive development benefits most from foster care if placement occurs relatively early in a child's life.

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30. We previously reported on the DQ of the IG and NIG at baseline [i.e., DQ of the IG = 74 and DQ of NIG = 103 (*22*)].
31. There were too few children below 18 months or above 28 months contributing data, and thus we were unable to examine timing effects for those younger or older than these ages.

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Supporting Online Material

www.sciencemag.org/cgi/content/full/318/5858/1937/DC1
Materials and Methods
SOM Text
Fig. S1
Tables S1 to S5
References

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Supporting Online Material for

Cognitive Recovery in Socially Deprived Young Children: The Bucharest Early Intervention Project

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Description of BEIP Foster Care

Having decided on foster care as the intervention to evaluate in the Bucharest Early Intervention Project (BEIP), we developed a model of foster care that could be implemented in Bucharest. At the time the study began, foster care there was quite limited, primarily being used by international adoption agencies as a 6-month transition period between institutional care and adoption. In contrast, we wanted to create a foster care network that that was affordable, replicable and informed by developmental science (*S1*). On the other hand, we were mindful of respecting Romanian cultural values and practices regarding child rearing.

Foster parents were hired as full-time employees who were paid a salary and benefits rather than receiving a supplement for each child in care (as in the United States). A total of 56 foster homes were recruited to care for 68 children who ranged in age from 6 to 31 months of age. All foster parents had at least a high school education and 63% had further vocational training, specialized skills or had completed college. A small percentage (5%) had not been employed before and 27% were retired. Single parent families accounted for approximately 46% of our foster families. A review of foster parent demographics in the United States would be quite similar (*S2*).

As noted, foster parents were recruited and consented to background checks. Their foster parent training was carried out by Romanians using a Romanian training manual that is similar to manuals used in the United States. Before placement of the child, foster parents visited with their prospective foster children while they were still living in institutions so that foster parents could gain an appreciation of the child's institutional experience and begin to establish a relationship with the child.
Once hired, foster parents were supported and monitored by project social workers.

Foster parents in the BEIP network received frequent visits from the social workers, with visits occurring weekly for several months after initial placement of the child, then biweekly, and later monthly. This frequent contact was designed to ease the transition into families for children who had been raised in institutions. Early in the project, the social workers organized a support group for interested foster parents.

What distinguished this model of foster care from others was close consultation with the Romanian team by clinicians in the United States who were experienced in dealing with young children in foster care. This consultation was conducted weekly by webcam or phone and was supplemented by quarterly visits to Bucharest throughout the first three years of the project. During the consultation/supervision sessions, the social workers discussed their observations and the consultants suggested ways of understanding and organizing these observations as well as various intervention approaches. Because resources were limited in Bucharest, referral options were limited. Therefore, the social workers were trained in basic behavioral management techniques, language stimulation approaches, and fostering attachment between young children and foster parents.

Project social workers learned that young children thrive in committed, stable relationships with caring adults. Therefore, they encouraged foster parents to develop a loving, committed relationship with their foster children. In fact, several foster parents decided to adopt the children they were fostering. Stability of placements was exceptional in that only two disrupted placements occurred from the onset of the study to the present. One foster mother died suddenly; another developed a major mental illness.

Ethical Considerations of the BEIP

Scientific studies on vulnerable populations deserve special scrutiny because of the risks of exploitation and unintended adverse consequences. For these reasons, ethical considerations were given high priority in the planning and implementation of the BEIP. These issues have been discussed in some detail elsewhere (*S3, S4, S5*), but they are summarized here.

From the outset, the BEIP was conceived as a scientific and humanitarian effort, with an eye towards balancing those considerations. The study was designed to examine the effects of institutionalization on young children and the efficacy of a foster care intervention for young children removed from institutions. Since foster care was exceedingly uncommon in Romania at the onset of study planning, a major part of the study development was the creation of the foster care intervention. As a result, the budget for the project was larger for the services provided than for the evaluation of their effectiveness.

It should be noted that the scientific evidence favoring foster care, though not equivocal, is quite limited. There are fewer than a dozen published studies, all involving smaller samples than the current study, and none utilized random assignment. This limits any conclusions since selection bias may have affected which children went to foster care and which children were placed in institutions. Governments of many countries throughout the world maintain institutions as a form of care for maltreated and abandoned children in spite of the opinions of social scientists. The continued institutionalization of young, abandoned or orphaned children suggests that governments are less than fully persuaded about the weight of the scientific evidence. In addition,

some scholars in the United States advocate for a return to institutional care for children (*S6*).

It may be argued that the IG and FCG were not in equipoise (the concept that there must be uncertainty in the expert community about the relative merits of the experimental and control interventions, such that no subject should be randomized to an intervention known to be inferior to the standard of care). However, the usefulness of clinical equipoise is controversial among bioethicists (*S7*, *S8*, *S9*), and as we state in the main text, a reasonable interpretation of clinical equipoise would support the research design in this project. Specifically, if a government is to consider alternatives to institutional care for abandoned children, it must know how the alternative compares to the standard care it provides. In Romania, this meant comparing the standard of care to a new and alternative form of care.

The study was initiated by an invitation from the then Secretary of State for Child Protection in Romania because he was considering alternatives to institutional care for the tens of thousands of abandoned children in Romania and wanted scientific evidence to inform his decisions. At that time, a policy debate was occurring in Romania about whether institutional care or foster care was a better intervention for abandoned children.

The perspective of both developmental science and child policy in the United States is that family care is better for children's development than institutional care. However, the data on which these beliefs rest is limited (*S10*). Although the results of these studies uniformly favor foster care, there was no randomized controlled trial comparing foster care and institutional care until the BEIP. This is particularly important because it is likely that in these previous studies, selection bias as to which

children were placed in foster homes versus institutions may be a threat to the internal validity of these studies and significantly limits conclusions that may be drawn from their results. We believed that this lack of scientific support on such an important question provided justification for the study we conducted.

Even though we were invited to conduct the study in Romania, it is reasonable to ask why the study could not have been conducted in the United States. The primary reason is that there are insufficient numbers of young children being raised in institutions in the US to provide the necessary sample size. According to data from the Child Welfare League of America (*S11*), in all 50 states, the District of Columbia, and Puerto Rico, there were fewer than 1500 children under three years of age in institutions at the time the BEIP began, and many of these children had severely handicapping conditions. Further, although in 2001 there were 205 institutions in Romania that housed 100 children or more, there were no institutions of this size in the US (*S11, S12*). Thus, it was impractical (if not impossible) to conduct the study in the United States. Coupled with the fact that alternatives to institutional care could usefully inform policy in the Romanian context, this led us to proceed. Nevertheless, many ethical challenges remained. These, and the ways that they were addressed, are summarized below.

1. *Exposure to Risks:* All of the measures and procedures employed were non-invasive, safe and had been used in dozens of studies with young children in studies in the US and other countries. We designed the study so that children were exposed to no more than minimal risks (not greater than those risks ordinarily encountered in daily life) and no increased risk because of their participation, except for risks inherent in foster care.

It is important to note that participating in the study did not affect the original decision to institutionalize any child, nor to maintain institutional care for any child, nor

to move a child from an institutional setting to a family (return to biological family, adoption by a Romanian family, or placement in Government sponsored care that became available after the study had been initiated). As we indicated in our paper, we did not interfere with any decisions made by those legally responsible for making the decisions about placement of children. Therefore, the only risk to children from participating in the study was the actual administration of procedures and measures included in the study. These included only routine psychological tests (e.g., Bayley Scales of Infant Development), observations of interaction with adult caregivers (e.g., Strange Situation Procedure), interviews with caregivers (e.g., Preschool Age Psychological Assessment), and electroencephalograms. All of these measures are widely used in research with young children in the United States and throughout the world, and can all be considered minimal risk.

2. *Local Approval and Informed Consent:* By Romanian law, children cared for in institutions are in the custody of the State. The legal guardian of a child who is a ward of the State is the Commission for Child Protection for the Sector/County in which the child resides. Commission members are professionals from the community who are government appointees; they generally include a physician, the City Hall secretary, a representative from the Ministry of Labor, the Director of Child Protection, and a representative from the police. In order for a child to participate in the study, it was necessary to obtain consent from the Commission. The Commission, of course, is a legally established entity with no connection to the investigators or the investigation. The National Authority on Child Protection also requested that biological parents be located whenever possible and that they consent to a child's placement in foster care. All consent was conducted using procedures outlined by the Romanian government authorities.

The study was approved by the local Commissions on Child Protection in Bucharest, as well as by the Romanian Ministry of Health, initially by the Institute of Maternal and Child Health, and in 2002 by an ad hoc Ethics Committee comprising academics and government officials familiar with child development and child protection policies. Local commissions on child protection are responsible for establishing regulations and policies designed to protect children, but these regulations and policies are implemented by child protection staff working in placement centers. Thus, in the first step, the Commissions agreed to allow specific children to participate. The study also was approved by the Institutional Review Boards (IRBs) of the home institutions of the three principal investigators (Charles Nelson, now at Harvard Medical School/Children's Hospital Boston but who was at University of Minnesota at the study onset), Charles Zeanah (Tulane University Health Sciences Center), and Nathan Fox (University of Maryland).

3. *Changes to Child Placements:* The investigators instigated a policy of non-interference in terms of child placements. Specifically, they pledged not to interfere with placement of any child in an alternative setting, if such a setting became available during the course of the study. These decisions were always made, legally and ethically, by the respective Commissions on Child Protection in Bucharest who managed the placements of the children in the study independent of their BEIP study status and without any interference from BEIP staff. By Romanian law, the Commissions reviewed the placement of each child in state custody every 3 months. Therefore, children in either the institutionalized or the foster care groups were returned to their families or were adopted within Romania if the Commission so directed. Participation in the BEIP did not limit or affect in any way removal of children in the institutional group from institutions and their

placement in foster care, if foster homes other than those we supported became available. By 54 months of age, only 20 children in the study remained in institutions (*see Figure S1 in online supporting material*).

4. *Maintenance of the Foster Care Intervention:* The investigators obtained written assurance that no child removed from foster care would be returned to an institutional setting, during or after the study. Furthermore, we obtained agreements from the Romanian government that they would assume support of foster parents once the study ended. As a backup, the BEIP administrative partner, Solidarité Enfants Roumains Abandonnés (SERA Romania – a non-governmental organization with many child welfare activities involving de-institutionalization of children throughout Romania), agreed that they would provide support for foster care for any children who were not supported by the Romanian government following completion of the study.

5. *Random Assignment:* Each child was assigned a number (1-136), which was written on a piece of paper and then placed in a hat. These papers were then drawn from the hat at random. The first number pulled from the hat was assigned to the IG, the next randomly drawn number was assigned to the FCG, and so on, until all children had been assigned to the IG or FCG. The 2 sets of twins in the study were each on the same piece of paper and thus placed together. Randomization was necessary in that it was the only way to establish scientifically that foster care was causally related to putative developmental gains in young children with histories of abandonment and institutional rearing. On the other hand, randomization meant that half of the children who were living in institutions at the study onset might potentially remain in institutions during the study. Given limited resources and the certainty that without the BEIP intervention, all of the children would likely remain institutionalized, the investigators and their Romanian partners concluded

that randomization was acceptable, with the qualifying condition of non-interference in place.

6. *Initial results:* We considered a "stop rule" for the BEIP, but we did not have the resources to make foster care available to all participants. Instead, after preliminary results began to suggest substantial positive benefits of foster care, we scheduled a press conference to announce results of the investigation and invited the relevant ministries in the Romanian government to attend. The United States Ambassador to Romania also attended and spoke at this meeting. We also sponsored and supported two national conferences in Romania on child development at which we presented our findings. Our plan was to make sound data available to Romanian government authorities so that they could develop appropriate policies with results of the BEIP available to them (*S13*).

7. *Policy Implications:* It is always hard to know how directly science informs policy, but we believe that this project contributed to some changes in Romanian policies. For example, since the initial phase of the intervention has been completed and results presented to various audiences, government sponsored foster care in Bucharest has become far more available than when the study began. In addition, the Romanian Government passed a law prohibiting children less than 2 years of age without major handicapping conditions from being institutionalized. The institution which was the primary study site at one time housed 850 children less than 3 years old – it now houses no children at all.

8. *Benefits of Participation:* Differential benefits to participants in the two groups of the study could not be avoided. However, children in the institutional group received potential benefits from a careful medical examination and referral if problems were identified. They also received more careful scrutiny of their legal situations, sometimes

leading to better placements, including return to birth families. Benefits to the local population during the project included employment and training of staff, in-service training provided at no cost for the child protection professional community, and a newly created academic partnership between the three principal investigators (Zeanah, Nelson, and Fox) and faculty and students in the Faculty of Psychology and Educational Sciences at the University of Bucharest, all of which has contributed to enhancing the child development infrastructure in Bucharest. A legacy of the project is the creation of a Bucharest-based Institute for Child Development that will continue training, research and service delivery to at risk children and serve as a resource for the entire country.

In summary, the fundamental ethical issue is whether randomization is justifiable. The justification for the randomization we conducted is threefold. First, there had never been a Randomized Control Trial comparing foster care and institutional care. In addition, the evidence favoring foster care over institutions rests upon a small number of studies (all of which included fewer institutionalized children than the BEIP) about which there are methodological concerns. Second, the study we conducted was no more than minimal risk, and without the study, most of the children would have had more prolonged institutional care, with some, eventually being placed in government foster care (although we had no way of knowing that the government would increase foster care availability at the outset of the study). And third, the study allowed the government of Romania to evaluate its standard form of care and a realistic alternative approach to orphaned and abandoned children based on objective data derived from a study within its own borders.

Baseline DQ as a Covariate

We replicated the analyses reported in our paper and included DQ measured at baseline as a possible additional predictor of outcomes at 42 and 54 months. As noted in

the report, participants were randomized either to the FCG or to the IG, with the primary endpoints being Bayley DQ at 42 months and WPPSI IQ at 54 months. For these data, baseline values may be incorporated in two ways: by computing changes between baseline and endpoint or by using baseline values as a covariate. The mean (and standard deviation) change between baseline DQ and DQ at 42 months was 10.1(13.4) for the FCG and 5.0 (13.4) for the IG, P=0.047. The difference between baseline DQ and IQ at 54 months was 5.4 (17.5) for FCG and 1.1 (15.8) for the IG, P=0.17. It should be recalled that the DQ and IQ are not measured by the same instrument, they are measures standardized to similar scales. Analyses of covariance were used to correct endpoint DQ/IQ for baseline DQ. At 42 months the adjusted mean DQ for the FCG was 85.0 and for the IG it was 78.1, P=0.0025; at 54 months the adjusted mean IQ was 80.6 for the FCG and 74.2 for the IG, P=0.03. The partial correlation between 42 month DQ and age at placement, correcting for baseline DQ, is .24, P=0.06, hence the baseline DQ accounts for some but not all of the intervention effect. Thus, the findings for the randomized trial are robust after correction for baseline values.

Secondary to the randomized trial, we sought to compare earlier and later intervention. As noted in our main manuscript, we divided the FCG successively at two month intervals according to age at foster care placement. Analyses suggested that placement later than 24 months did not achieve the positive results found with earlier placement. Table S5 shows the mean DQ/IQ adjusted for baseline values; note that differences reported in the main manuscript are no longer apparent. It should be recalled, however, that baseline values were not determined at fixed ages, but at or very near the actual placement ages. Since we have shown elsewhere (*3*) that baseline DQ is negatively correlated with age, it is substantially confounded with the grouping by age

cutpoints. In this situation, therefore, baseline DQ is essentially a property of group membership subject to selection bias and is not appropriate for statistical correction for baseline values. Our uncorrected results in the main manuscript focus on the endpoints and show clearly the effects of early intervention. The lower baseline DQ in the children placed later into foster care allows us to examine earlier intervention as a preventative measure against cognitive decline. While randomization was not carried out by age, our results strongly suggest that earlier intervention causes an interruption of this decline.

Figure S1. Group Status at 54 months

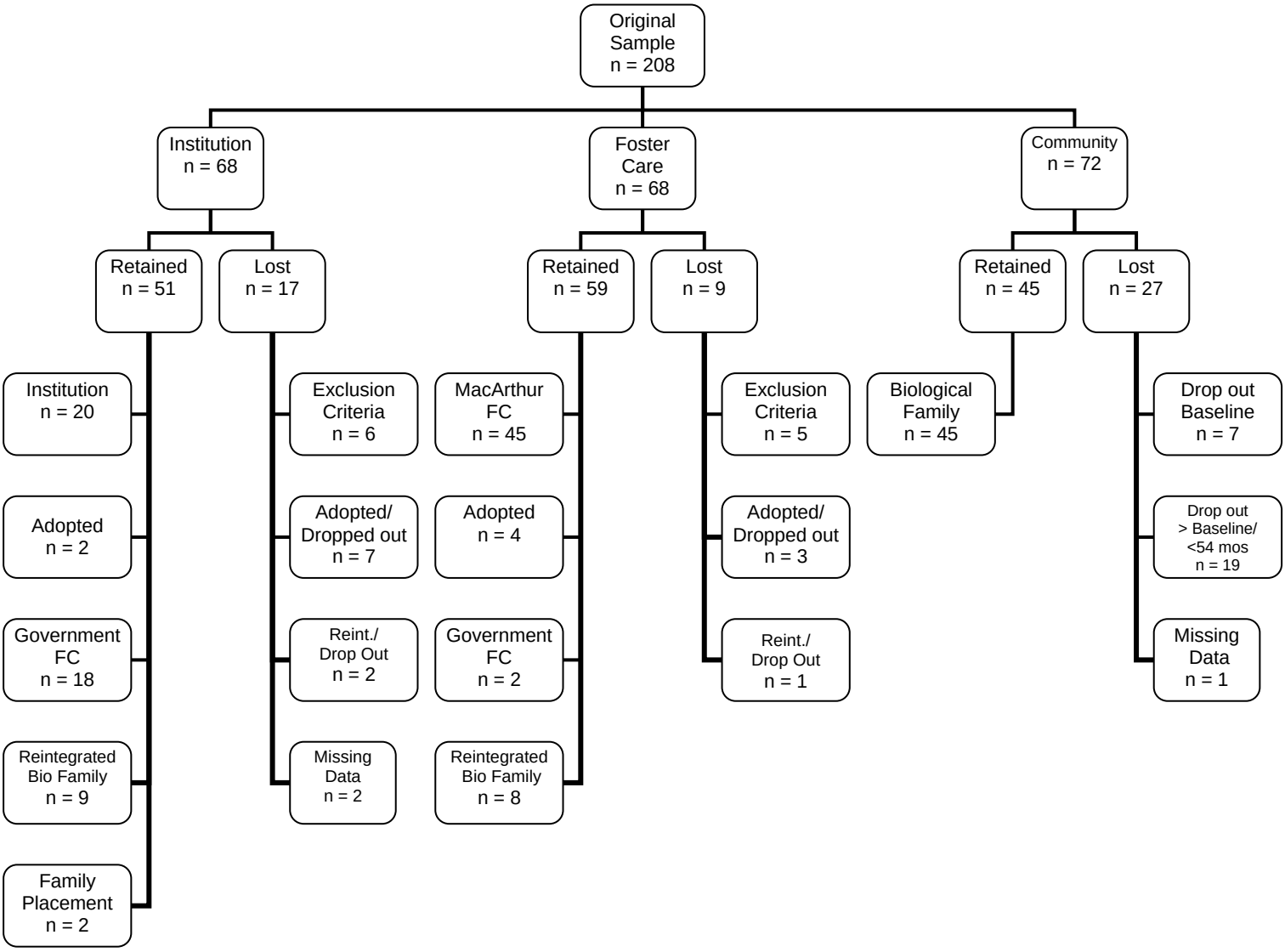

Table S1: 42-month Developmental Quotient (DQ) by Age at Placement for Children in Foster Care Group

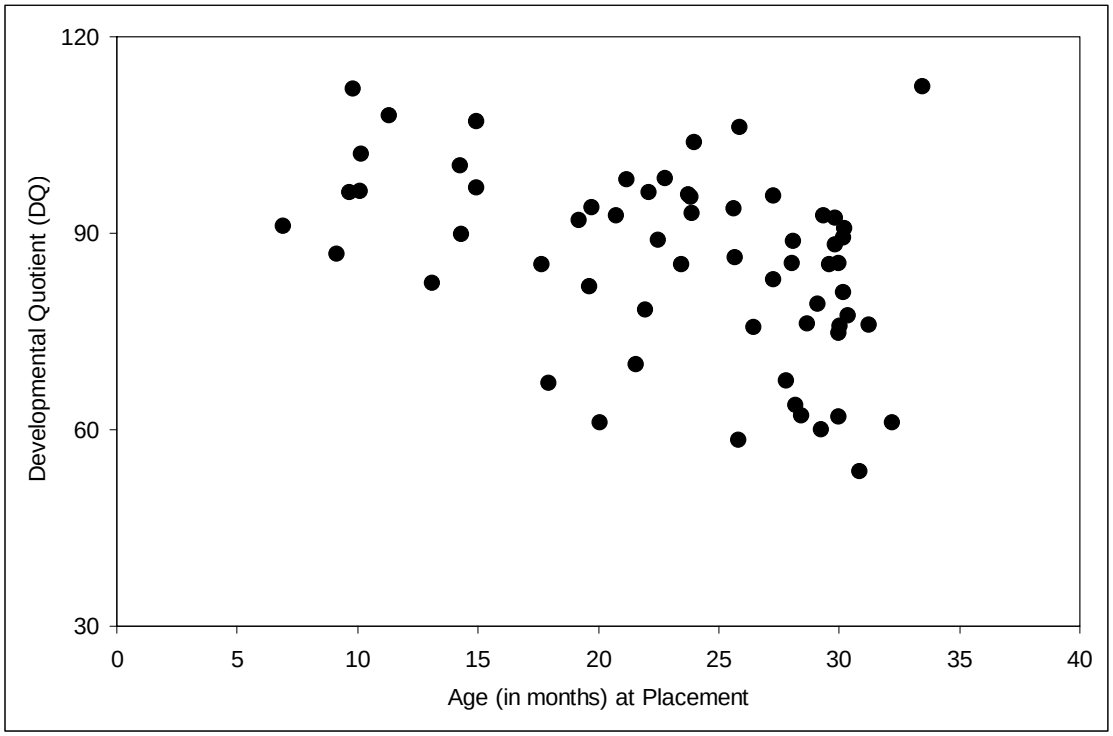

Table S2: 54-month Intelligence Quotient by Age at Placement for Children in Foster Care Group

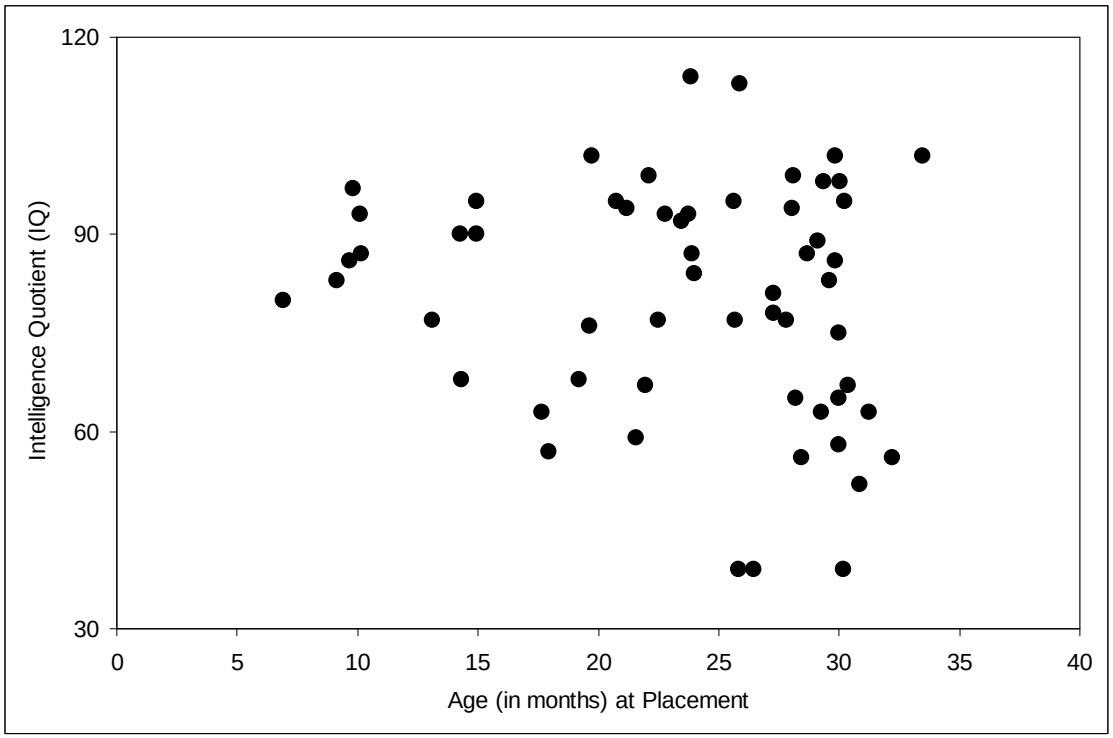

Table S3: Developmental Quotient at Baseline for Children in Foster Care Group

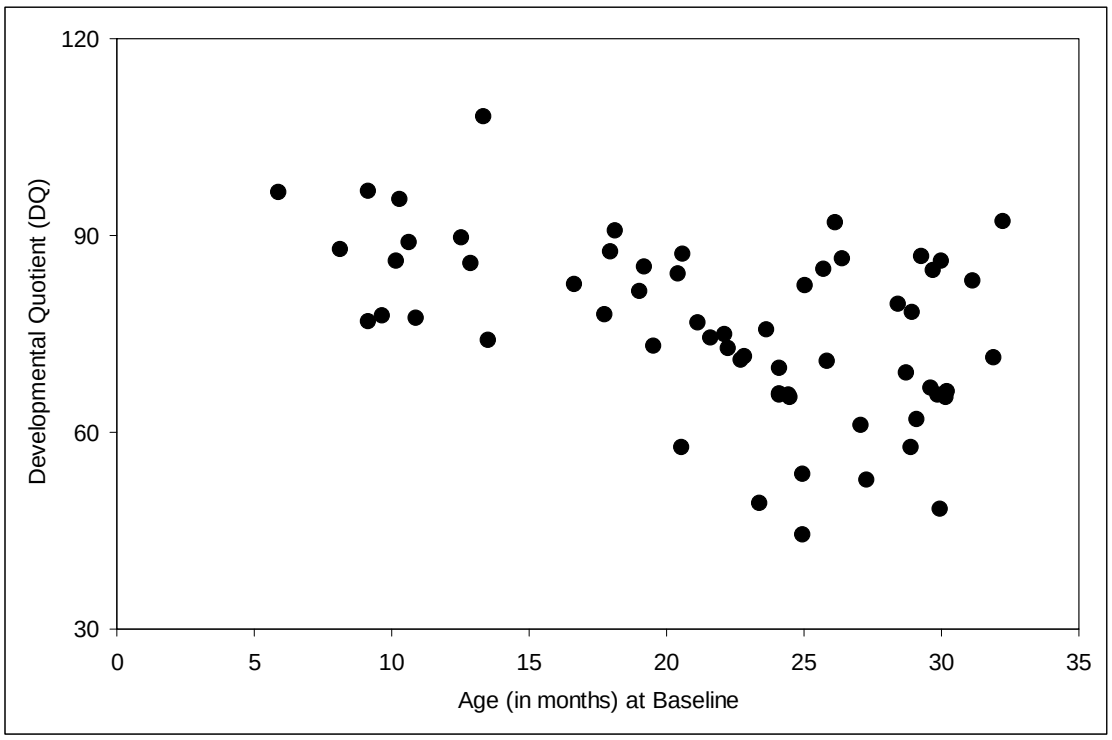

Table S4: Developmental Quotient at Baseline for Children in Institutionalized Group

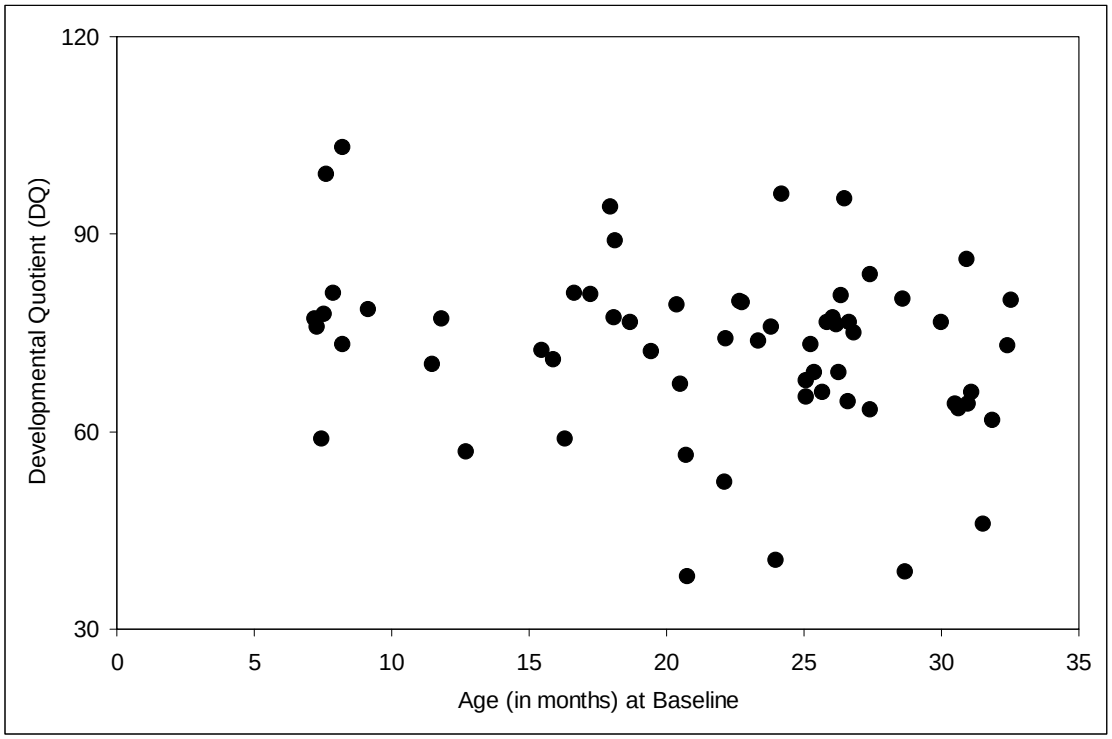

Table S5: Endpoint means (DQ/IQ points) adjusted for baseline

	Adjusted 42 month DQ			Adjusted 54 month IQ		
Age cutpoint	Younger	Older	p	Younger	Older	p
20 mos.	86.1	85.9	.96	78.1	82.3	.39
22 mos.	87.5	84.9	.49	81.7	81.2	.93
24 mos.	89.3	82.4	.047	84.7	77.9	.16
26 mos.	86.2	85.3	.79	81.2	81.8	.91
28 mos.	86.6	84.2	.52	82.5	77.8	.37

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S11. *Special Tabulation of the Adoption and Foster Care Analysis Reporting System*. (Child Welfare League of America, Washington, DC, 2004).

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S13. The Principal Investigators of this project (Zeanah, Nelson, Fox) continue to give talks about BEIP throughout Romania, thereby increasing the visibility of the study findings.