

F O S T E R C A R E A S R E L A T E D T O T H E M E N T A L L Y
R E T A R D E D I N M I N N E S O T A

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FOSTER CARE AS RELATED TO THE MENTALLY RETARDED IN MINNESOTA

The numbers of mentally retarded persons being cared for in foster care facilities such as foster boarding homes, day care and day activity centers, family day care homes, and child caring institutions have been increasing. The following report presents data concerning these facilities. It is hoped that these data will better clarify the role of these facilities in the provision of services for the mentally retarded throughout the state. The primary source of these data and statistics were reports published by the Minnesota Department of Public Welfare. The most recent comprehensive reports available were those for the fiscal year ending June 30, 1964.

Foster care is a service provided for many types of children with a wide range of problems. Placement into a foster care facility should be made after an assessment of the needs of, the individual child indicates that this type of service is best suited to fulfill these needs,, The term "children" refers to persons under the age of 16, or persons over 16, but under 21, who, for reasons of mental retardation, require the care and protection needed by persons under 16 years of age. Therefore, many mentally retarded persons receiving foster care are not "children" in the generally accepted sense.

Foster care may be of two types:

- I. Twenty-four hour care
 - A. Foster boarding care in individual family homes licensed for fewer than five children. Standards and licensing requirements for this type of facility are . outlined in Child Welfare Rule Number 1, Standards for the Licensing of Foster Boarding Homes For Children.
 - B. Boarding care in a family setting for a group of children (five or more). This type of facility differs from the type of facility discussed above in that it is usually owned or operated by an agency. Standards and licensing requirements pertaining to this type of facility have not yet been established by the State Department of Public Welfare, Presently Licensing is based on a modified application of the standards outlined in Child Welfare Rule Number 1.
 - C. Child-caring institutions are facilities which have an administrative organization and structure approved for the provision of shelter, food, training, treatment, and other needs of the children in residence. The standards and licensing requirements for these facilities are outlined in Child-Welfare Rule Number 5, Standards For The Licensing of Child-Caring Institutions.

II. Less than twenty-four hour care (day care only)

- A. Group day care refers to a facility which regularly provides care for six or more children for all or part of a day. These facilities include day nurseries, nursery schools, special schools for pre-school children, day-care centers for school-age children, after-school programs, and vacation day-care programs. These facilities must meet the licensing standards outlined in Child Welfare Rule Number 3, Standards For Group Day Care of Pre-School and School-Age Children. In this publication are "outlined" "additional standards which apply to day-care or daytime activity centers for the mentally retarded and physically and mentally handicapped children.
- B. Family home day care which refers to facilities licensed for day care of five or fewer children in individual family homes. Standards and licensing requirements for these facilities are outlined in Child Welfare Rule Number 2, Standards For Family Day Care Homes In Minnesota.

FOSTER BOARDING HOMES

A foster boarding home is defined as a family home where children out of their own homes are cared for 24 hours a day for a period of 30 days or more. Foster boarding homes caring for children from more than one family for less than 30 days must also be licensed. The foregoing does not apply to homes caring for children related to the family by blood or marriage, or homes caring for children placed there by authorized agencies for legal adoption. Group homes and other specialized but non-institutional foster care facilities must meet the requirements of this rule with modifications deemed appropriate by the Commissioner. (Child Welfare Rule No. 1, Minnesota Standards For The Licensing Of Foster Boarding Homes For Children).

The number of children to be cared for in one foster home shall not exceed five including the foster families' own children.

As of June 30, 1964, there were 3,370 licensed, full-time boarding homes in the state of Minnesota. Table I below shows the growth in the numbers of foster boarding homes in Minnesota since 1956. During this period the number of foster boarding homes increased from 2,393 to 3,370, an increase of 41%.

TABLE I

Number of Licensed Boarding Homes in Minnesota 1956-1964

1956	1957	1958	1959	1960	1961	<u>1962</u>	<u>1963</u>	<i>1964</i>
2393	2401	2433	2579	2737	2808	3052	3204	3370

Table 2 below shows the distribution of foster boarding homes in 1964 in terms of the types of children for which they are licensed to serve. Only 225 (7%) of all the licensed full-time foster boarding homes in the state were specifically licensed to care for mentally retarded children.

TABLE II

Types of Children Which Foster Boarding Homes are Licensed To Serve

Type of Children	<u>Total Homes</u>	<u>Full Time</u>	<u>Full Time & Day Care</u>	<u>Full Time Limited</u>	<u>Not Specified</u>
TOTAL	3,370	3,325	25	11	9
Normal	2,946	2,918	24	4	--
Mentally Retarded	76	75	--	1	--
Otherwise Handicapped	26	23	--	2	1
Normal and Mentally Retarded	99	98	1	--	--
Normal and Otherwise Handicapped	115	114	--	1	--
Normal and Convalescent	9	9	--	--	--
Mentally Retarded and Otherwise Handicapped	48	47	--	1	--
Mentally Retarded and Convalescent	2	2	--	--	--
Otherwise Handicapped and Convalescent	1	1	--	--	--
Not Specified	48	38	--	2	8

FOSTER BOARDING HOMES OPENED

During the fiscal year 1963-1964, 843 new boarding homes were licensed,, These new homes were licensed to care for 1,652 children, an average of about two children per home. Only normal children would be accepted in 710 (84%) of these new homes. Other than normal children could be placed in 112 (13%) of the homes. Table 3(on the following page) shows the number of new foster boarding homes licensed for various types of children.

TABLE III

<u>Types of Children Served</u>	New Foster Homes Licensed 1963-64				
	<u>Total</u>	<u>Full Time</u>	<u>Fulltime & Day Care</u>	<u>Other</u>	<u>Not Specified</u>
TOTAL	843	832	3	2	6
Normal	710	707	3	-	-
Mentally Retarded	14	14	-	-	-
Otherwise Handicapped	8	8	-	-	-
Normal & Mentally Retarded	28	28	-	-	-
Normal & Otherwise Handicapped	38	38	-	-	-
Normal & Convalescent	1	1	-	-	-
Mentally Retarded & Otherwise Handi.	20	19	-	1	-
Mentally Retarded & Convalescent	1	1	-	-	-
Otherwise Handicapped & Convalescent	2	2	-	-	-
Unknown	21	14	-	1	6

FOSTER BOARDING HOMES CLOSED

During the fiscal year 1963-64, 677 foster boarding home licenses were terminated. Of this number, 618 (92%) were licensed for the care of normal children and 44 (6%) were licensed to care for other than normal children. Over half of the homes closed had been in operation for less than three years. Table IV, on page 5, shows the reasons given for termination of the license.

TABLE IV

Reasons for Closing Foster Boarding Homes 1963-64

<u>Reason for Closing</u>	<u>Number</u>	<u>Percent</u>	<u>Kind of Service</u>	
			<u>Fulltime</u>	<u>Other</u>
TOTAL	677	100%	668	9
Referral to another agency	81	12%	81	-
No longer interested	88	13%	88	-
Moved	70	10%	70	-
Employment of wife	52	8%	52	-
Illness or death in family	32	5%	32	-
Child of own	22	3%	22	-
Lack of room in home	16	2%	16	-
Family to adopt a child	38	6%	38	-
Undesirable home	18	3%	17	1
Withdrew - family problems	6	1%	6	-
Separated or divorced	4	*	4	-
No longer meet boarding home standards	16	2%	16	-
Home licensed for specific child who has left	35	5%	34	1
Change in composition of family	1	*	1	-
Age or health of boarding parents no longer suitable	20	3%	19	1
Withdrew - voluntarily	52	8%	50	2
No recommendation received from agency	5	*	5	-
Other reasons	85	13%	81	4
No reason reported	34	5%	34	-
Not approved by fire marshal	2	*	2	-

* Less than 1%

Table V shows the types of children being cared for in the homes which were closed,, Of the 44 homes licensed to care for other than normal children which were closed 27 (61%) were specifically licensed to care for mentally retarded children.

<u>Type of Children</u>	<u>Number of Homes</u>	<u>Percent</u>
TOTAL	677	100%
Normal	618	92%
Mentally Retarded	5	--
Otherwise Handicapped	2	--
Normal & Mentally Retarded	20	3%
Normal & Otherwise Handicapped	13	2%
Mentally Retarded & Otherwise Handicapped	4	--
Otherwise Handicapped & Convalescent	1	--
Not Specified	14	2%

Number of Persons Receiving Foster Boarding Home Care

Daring the fiscal year 1963-64, 9,646 children received foster boarding home care in the 3370 licensed foster boarding homes. Table VI below shows a breakdown of the children served in boarding homes during the five-year period 1959-60 through 1963-64. The number of mentally retarded receiving foster boarding care increased from 372 to 641 during this period,, This represents an increase of approximately 72% while the number of "dependent and/or neglected state wards" increased 13\$ and the number of "non-state wards" increased 24%.

	1959-60		1960-61		1961-62		1962-63		1963-64	
		%		%		%		%		%
TOTAL	7,875		8,190		8,990		9,470		9,646	
Dependent and/or Neglected State Wards	2,508	31.8%	2,478	30.3%	2,724	30.3%	2,796	29.4%	2,833	29.4%
Mentally Deficient & Epileptic State Wards	372	4.7%	483	5.9%	508	5.7%	528	5.6%	641	6.6%
Non-State Wards	4,995	63.5%	5,229	63.8%	5,758	64.0%	6,146	65.0%	6,172	64.0%

Table 7 below shows the average cost per child receiving foster boarding home care during each fiscal year during the five year period 1959-60 through 1963-64. The cost per child is lowest for the non-state ward group because of the relatively short period of time they remain in these facilities. Table VIII shows the average number of days per child spent in these facilities. It is interesting to note that the costs are highest for the "mentally deficient and epileptic" group although the average length of stay is less than for the "dependent and/or neglected state ward" group.

	<u>1959-60</u>	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>	<u>1963-64</u>
TOTAL	\$454.11	\$510.52	\$541.50	\$575.73	\$607.98
Dependent and/or Neglected State Wards	636.12	701.59	716.39	763.84	801.38
Mentally Deficient & Epileptic State Wards	859.22	732.54	826.49	869.64	995.71
Non-State Wards	333.03	399.47	433.62	464.91	478.94

	<u>1959-60</u>	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>	<u>1963-64</u>
TOTAL	172	184	187	191	193
Dependent and/or Neglected State Wards	245	257	254	260	262
Mentally Deficient & Epileptic State Wards	226	192	214	223	250
Non-State Wards	131	149	153	156	156

TABLE IX

FOSTER BOARDING HOME CARE COSTS

<u>County</u>	<u>Number of Children Receiving Foster Care</u>	<u>Average Cost Per Child</u>	<u>Average daily cost for board and room</u>
Total State	641	\$ 995.71	\$ 3.70
Total Urban	407	1,044.74	3.74
Hennepin	224	1,229.65	4.23
Ramsey	144	730.30	2.74
St. Louis	39	1,143.68	4.23
Total Rural	234	910.43	3.62
Aitkin	6	1,585.26	4.66
Anoka	13	957.29	3.38
Becker	4	1,500.58	4.35
Beltrami	1	809.84	1.92
Benton	1	1,350.00	4.02
Big Stone	2	1,344.75	5.37
Blue Earth	10	897.07	3.30
Brown	4	1,347.50	4.31
Carlton	4	723.42	2.64
Carver	5	1,667.50	4.06
Cass	2	212.00	1.31
Chippewa	5	869.97	4.47
Clay	6	1,050.18	3.67
Cottonwood	8	529.17	2.49
Crow Wing	2	1,486.12	3.71
Dakota	11	706.73	4.33
Dodge	2	1,813.66	4.92
Douglas	2	1,205.95	3.99
Faribault	3	1,540.00	4.21
Fillmore	1	1,462.40	2.87
Freeborn	4	3,530.17	1.92
Goodhue	1	828.59	2.13
Houston	2	1,201.50	4.37
Hubbard	2	475.57	4.74
Isanti	3	868.13	2.50
Itasca	1	332.41	---
Jackson	1	666.24	1.77
Kittson	1	1,440.00	3.97
Koochiching	1	1,897.95	4.55
Lake	1	1,873.80	4.92
Le Sueur	1	65.90	3.04
Lyon	1	1,375.00	4.10

TABLE IX (Continued)

FOSTER BOARDING HOME CARE COSTS

<u>County</u>	<u>Number of Children Receiving Foster Care</u>	<u>Average Cost Per Child</u>	<u>Average daily cost for board and room</u>
Mahnomen	1	\$ 248.00	\$ 4.20
Martin	5	1,765.24	3.97
Mille Lacs	1	384.04	1.75
Morrison	5	367.45	2.48
Mower	11	888.10	3.83
Murray	1	1,222.62	3.28
Nicollet	2	1,279.76	4.31
Olmsted	10	861.83	4.30
Otter Tail	3	868.77	3.93
Pennington	1	806.20	4.08
Pine	6	674.87	2.75
Polk	5	644.94	2.72
Pope	3	465.96	3.04
Red Lake	2	1,551.96	2.44
Redwood	5	607.89	4.20
Renville	3	793.89	3.96
Rice	4	1,251.25	4.42
Sherburne	5	1,040.26	4.01
Stearns	5	709.29	3.59
Steele	5	1,045.21	3.79
Stevens	2	641.46	3.81
Swift	2	488.65	4.18
Todd	1	165.75	2.95
Traverse	6	450.01	3.45
Wabasha	2	1,020.86	2.30
Washington	11	539.01	2.36
Watsonwan	4	868.62	4.17
Winona	1	56.00	.92
Wright	6	805.53	3.65
Yellow Medicine	5	1,220.17	4.33

Table IX, above, has shown the costs of providing foster boarding homes for the mentally retarded for each county throughout the state. It is interesting to note the tremendous variations in costs among counties.

FAMILY DAY CARE HOMES

A family day care home is a facility which provides foster care and training for children during part of a day (less than 24 hours). No family will be licensed to provide this care for more than five pre-school children including their own children under five years of age. No more than two of the children in the family residence may be under one year of age. Table X, below, shows the number of licensed family day care homes in Minnesota for the years 1956 through 1964.

TABLE X

LICENSED FAMILY DAY CARE HOMES

1956	1957	1958	1959	1960	1961	1962	1963	1964
458	503	545	600	635	707	756	857	962

The number of licensed family day care homes has approximately doubled during the past ten years. As of June 30, 1964 there were 962 licensed family day care homes in Minnesota. This represents a 12% increase over the previous fiscal year. These facilities were licensed to care for 2,642 children, an average of 2.7 children per home. This average is somewhat greater than that for full-time boarding homes which had an average of 2.1 children per home.

Table XI, below, shows the distribution of family day care homes throughout the state.

TABLE XI

Family Day Care Homes as of June 30, 1964

	<u>Total Number of Homes</u>	<u>Maximum Numl of Childr Homes Licen: For</u>
Total State	962	2,642
Total Public	961	---
Total Urban	885	2,404
Hennepin	508	1,294
Ramsey	374	1,099
St. Louis	3	11
Total Rural	77	238
Anoka	24	76
Chippewa	1	8
Chisago	2	4
Clay	4	11
Cook	1	3
Dakota	12	27
Douglas	3	12
Kanabec	3	10
Meeker	1	5
Olmsted	16	42
Stearns	5	25
Washington	5	15

Nearly all of the family day care homes in the state are licensed to care for normal children. Only six (less than one percent) are licensed to care for other than normal children. These figures indicate that very few mentally retarded persons are placed into these facilities even though it may be a desirable facility to be utilized in communities where there are no day activity centers.

Table XII, page 12, shows the length of time family day care homes have been licensed. Of the 962 homes, 342 (36%) had been licensed less than one year and 66% had been licensed less than three years. These figures indicate that this type of facility is rapidly expanding and that there is high rate of turnover (new homes being licensed and existing homes not being relicensed) among these facilities. Most of these facilities are located in the metropolitan area, 92% (882) are located in Hennepin and Ramsey counties.

TABLE XII

LENGTH OF TIME FAMILY DAY CARE HOMES HAVE BEEN LICENSED

<u>Years Home Licensed</u>	<u>Total</u>	<u>Hennepin</u>	<u>Ramsey</u>	<u>St. Louis</u>	<u>Rural Counties</u>
Total	962	507	375	3	76
Under 1 year	342	203	100	2	37
1 - 2 years	289	165	103	1	20
3 - 5 years	212	96	101	-	15
6 - 10 years	102	32	65	-	4
11 years & over	17	11	6	-	--

NEW FAMILY DAY CARE HOMES LICENSED, 1963-64

Daring the fiscal year 1963-64 there were 357 new family day care homes licensed,, This is 18% more than the number of new facilities of this type licensed during the previous fiscal year. These new facilities were licensed to provide care for a maximum of 811 children, an average of 2.3 children per home* Only four of the facilities licensed discing this fiscal year were licensed to care for other than normal children. Hennepin and Ramsey counties accounted for 319 of the new family day care homes (89%) . while seven rural counties accounted for 36 new facilities (10%). Table XIII shows the distribution of these new facilities,,

Table XIII

FAMILY DAY CARE LICENSES ISSUED DURING 1963-64

<u>Total in State</u>	<u>Total Urban 321</u>	<u>Total Rural 36</u>
357	Hennepin County 211	Anoka County 10
	Ramsey County 108	Chisago County 2
	St. Louis County 2	Dakota County 3
		Meeker County 1
		Olmsted County 13
		Stearns County 5
		Washington County 2

FAMILY DAY CARE HOMES CLOSED DURING 1963-64

During the fiscal year 1963-64, 252 family day care homes were closed,, This represents 2%% more than were closed during the previous fiscal year. Of the total number of homes closed, 16 (6%) had been in operation for less than one year, 184 (73%) and 52 (21%) had been in operation five years or more,, Table XIV contains the reasons given closing these facilities,,

<u>TABLE XIV</u>	
<u>REASONS GIVEN FOR CLOSING FAMILY DAY CARE HOMES 1963-64</u>	
<u>Reason for Closing</u>	<u>Total</u>
TOTAL	252
Referral to another agency	30
No longer interested	31
Moved	35
Employment of wife	47
Illness or death in family	7
Child of own	12
Undesirable home	2
No longer meet boarding home standards	1
Licensed for specific child who has left	1
Change in composition of family	1
Age or health no longer suitable	4
No calls for service	2
Withdrew	55
Other reasons	24

CHILD CARING INSTITUTIONS

A child caring institution is a facility licensed by the Minnesota Department of Public Welfare to provide shelter, food, training, treatment, and other aspects of group foster care on a twenty-four hour basis. When licensing these facilities the Department of Public Welfare is concerned not only with the physical aspect of the facility but also with staffing and programming.

There are 14 of these facilities licensed throughout the state. These 14 facilities are licensed to care for a total of 427 children. Table XV, page 15, lists the child caring institutions presently in operation, their licensed capacity, and the present population.. It also shows the licensed capacity of these facilities for the years 1959 through 1963. The licensed capacity of the facilities which were in operation since 1959 has increased from 322 in 1959 to 366 in 1965, an increase of 14%. Two new facilities with a combined capacity of 51 children were licensed in 1965.

TABLE XV

MINNESOTA CHILD CARING INSTITUTIONS FOR THE MENTALLY RETARDED

Name of facility	Licensed Capacity							Number of Children in Residence*
	1959	1960	1961	1962	1963	1964	1965	
The Angels	15	15	15	15	15	35	35	27 (as of July, 1965)
Champion Children's Home	39	39	39	39	39	39	39	39
Dorothe Lane Children's Home	10	10	11	11	11	11	11	9 (as of June, 1965)
Hammer School, Inc.	30	30	30	37	40	40	40	25
Julie Billiard Home	30	30	30	30	30	30	30	32
Lake Park-Wild Rice Children's Home	20	20	20	20	25	30	25	24
Lake View Home	6	6	6	6	6	6	8	6
Laura Baker School	55	55	55	55	55	55	55	29 (as of July, 1965)
Pettit's Children's Home	25	25	25	25	20	20	20	19
Richard Paul Foundation Home	--	--	--	--	--	--	12	11
Rolling Acres Residential Care Center	13	13	13	13	13	13	13	14
Roseau Children's Home	19	19	19	15	15	15	45	28
Vasa Lutheran Children's Home	60	60	60	60	60	60	55	52
Welcome Homes, Inc.	--	--	--	--	--	--	39	25 (as of July, 1965)

* Number of children in residence as of September, 1965, except as indicated.

TOTAL	322	322	323	326	329	354	427
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Table XVI lists the child-caring institutions which have been closed or are no longer licensed to care for mentally retarded children.

Name of facility	Licensed Capacity					
	1959	1960	1961	1962	1963	1964
Bethel Home for Women and Children	14	14	14	14	14	
Granger Home	10	10	10	10		
Holy Innocents Residence			10	10		
St. Teresa's Cottage	24	24	24	24	20	12
TOTAL	48	48	58	58	34	12

GROUP CARE FACILITIES FOR RETARDED ADULTS

-Group care facilities for adults are those facilities which are licensed to provide board, room, and care for retarded persons over the age of 21. These facilities are not licensed by the State Department of Public Welfare but are licensed by the State Department of Health. The standards for licensing developed and enforced by this department are primarily concerned with the physical aspects of the facility in order that they conform to certain health standards. In licensing these facilities no standards for programming or staffing exist, which when dealing with long-term resident patients is not a desirable situation. Table XVII lists group care facilities for retarded adults.

Table XVII

Name of Facility	Number in Residence (January, 1965)	Licensed Capacity
Greenbriar Home, Inc.	112	112
Hommerding Home	7	12
Otter Tail Group Living Project	7	9
TOTAL	128	133

OUTREACH INTERNATIONAL, INC.

This is a new facility in Minneapolis which is licensed to provide residential care for 150 mentally retarded persons. At the present time there are 45 persons in residence,, This facility is not licensed by the State Department of Public Welfare but is licensed by the Hotels, Resorts, and Restaurants Section of the State Department of Health. This facility will provide basically four programs: 1) Residential care and sheltered living arrangements for persons employed outside the facility; 2) Long-term sheltered workshop; 3) la-service training programs; 4) Leisure time and recreation programs.

CONCLUSIONS :

1. The number of foster boarding homes in Minnesota increased from 2,393 in 1956 to 3,370 in 1964 an increase of 41%.
2. Only 225 (7%) of the 3,370 licensed foster boarding homes in Minnesota in 1964 were specifically licensed to care for mentally retarded children.
3. During the fiscal year 1963-64, 843 new foster boarding homes were licensed and 677 licenses were terminated, an indication of the high turnover in these facilities.
4. One-hundred-twelve (13%) of the new homes licensed in 1964 were for the care of other than normal children.
5. Only 34 foster boarding homes were closed because they were undesirable or no longer met boarding home standards.
6. During the fiscal year 1963-64, 9,646 children received foster boarding home care. Of this number, 641 (7%) were mentally retarded.
7. From 1960 to 1964 the number of mentally retarded children receiving foster home care increased 72%. During this same period "dependent and/or neglected state wards" receiving this service increased only 13%.
8. The costs for providing boarding home care for mentally retarded children is higher than for either "dependent and/or neglected state wards" or "non-state wards" although; the average length of stay is highest for the "dependent and/or neglected state wards" group,,

9. The average daily cost for board and room in foster boarding homes for the mentally retarded varies a great deal among counties throughout the state.
10. The number of family day care homes licensed has approximately doubled during the past ten years. However, less than one percent of these facilities are licensed to care for other than normal children.
11. Child-caring institutions for the mentally retarded are expanding. The licensed capacity of the facilities which had been in operation since 1959 increased 14%. Two new facilities were licensed in 1965.
12. There are very few group care facilities licensed to provide residential care for mentally retarded adults in the state (Excluding Outreach International, Incorporated, there are three facilities with a total licensed capacity of 133).
13. A major problem in the area of foster care for the mentally retarded is that of licensing and development and enforcement of standards. In the areas of child-caring institutions and group care facilities for retarded adults, this is a most serious problem because at the present time these facilities are licensed by three different licensing agencies. In those facilities licensed by the Department of Health, there are no licensing requirements or standards to be met regarding programming.