

## STATE OF IOWA

CHESTER J. CULVER, GOVERNOR PATTY JUDGE, LT. GOVERNOR

DEPARTMENT OF HUMAN SERVICES EUGENE I. GESSOW, DIRECTOR

December 29, 2008

The Honorable Chester J. Culver Governor State Capitol LOCAL

RE: Independent Living Services Annual Report

Dear Gövernor Culver:

Enclosed please find copies of a report to the General Assembly relative to the Department of Human Services Independent Living foster care program. This report was prepared pursuant to directive contained in House File 457 of the 81<sup>st</sup> General Assembly.

Section 234.35, subsection 4, directs the Department of Human Services (Department) to report to the Governor and the General Assembly annually by January 1 on data concerning youth who received independent living (IL) foster care services during the immediately preceding fiscal year and to assess the data as part of any evaluation of services or consideration for improving the services. Effective June 1, 2004 IL Iowa Administrative Rules were revised; the foster care placement was renamed to Supervised Apartment Living (SAL). Following is the report data and assessment as required.

Sincerely

Molly Kottmeyer Legislative Liaison

Enclosure

cc:

Michael Marshall, Secretary Iowa Senate Mark Brandsgard, Chief Clerk of the House



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Governor Chet Culver
Legislative Service Agency
Kris Bell, Senate Majority Caucus
Peter Matthes, Senate Minority Caucus
Zeke Furlong, House Majority Caucus
Brad Trow, House Minority Caucus

#### **Independent Living Services Annual Report**

Independent Living foster care (renamed to Supervised Apartment Living [SAL] June, 2004) is a foster care type of placement, in which youth served must be at least 16 years of age and have the capacity to function outside the structure of a foster family or group care setting. There are two types of SAL living arrangements, scattered-site and cluster. Youth placed in a scattered-site arrangement live in an apartment unit within the community with supervision provided by a provider that the Department contracts with to provide needed supervision and skills to assist the youth in preparation for self-sufficiency. Cluster arrangements are those in which four to six youth reside in apartments located in one building and are supervised by one agency, with staff on site at any time that more than one youth is present in the cluster arrangement. Youth in SAL are required to attend school full-time and work part-time or, if not in school, work full-time.

The vast majority of youth participating in the SAL program are placed in a scattered-site arrangement, living in their own apartment within the community, primarily because at this point there is only one provider in the state that has an active SAL cluster program. Staff and providers are aware of the benefits that a cluster arrangement provides for youth, with more provider staff involvement and more interaction between the youth. Youth between the ages of 16 and 18 are often not prepared to live on their own in their own apartment and loneliness is often an issue that can cause the youth to divert from their plan of course. Providers however have moved away from contracting with the Department for cluster arrangements primarily because it is viewed as cost prohibitive, with the required staff/client ratio and lack of referrals by the Department to such a placement. Units of services that the Department purchases from providers are often twice as expensive for cluster arrangements as opposed to scattered-site arrangements; SAL foster care is 100% state funded (both maintenance and services).

The total number of youth for whom the state paid for SAL services during state fiscal year (SFY) '08 was 212. Attached is a spreadsheet detailing the number of youth served: by county; under the responsibility of either the Department or Juvenile Court Services; by legal status; discharged from such services, and the reasons for discharge (see attached SAL Summary FY'08).

Clearly the largest percent of youth receiving SAL services, 35% were from Polk County, with Scott County (8%) and Linn County (6%) coming in next, amounting to three out of Iowa's ninety-nine counties representing almost 50% of all youth served in the program, with no youth represented from 54 counties. This over and under representation for this particular foster care placement is not surprising when compared to overall representation of youth in foster care by county. Out of the 13 child placing agencies that the Department contracts with to provide SAL services, the majority provide services in Iowa's more urban areas, primarily due to availability of apartment units and landlords willing to rent to youth under the age of eighteen. Moreover, only a handful of the 13 providers DHS contracts with have active SAL programs, with over half of providers

only occasionally serving youth in this type of placement. The over represented counties are those counties in which there are stronger SAL programs.

For SFY '08, there were approximately 3% of youth in the SAL program on a voluntary basis (placement status for youth 18 through 19 years of age still working on their high school education). In order for youth to continue to be served past their 18th birthday, the youth must agree to stay in care in addition to completing their high school education. Additionally, funding must be available for the services. While funding is always an issue, it is not uncommon for youth who could remain in foster care past 18 years of age to choose not to. The SAL foster care program is Iowa's only foster care program that allows for a youth who has left foster care at age 18 (regardless of level of placement, i.e., family foster care, group care, SAL) to voluntarily return to a SAL foster care placement prior to their 20th birthday in order to complete their high school education or obtain a general equivalency diploma without going through an exception to policy request; this is an important option for those youth who could elect to stay past their 18th birthday in order to complete their education but choose not to, oftentimes wanting to be "free" from "the system" and believing they can do better on their own, only to find out otherwise several months down the road. There were 147 youth discharged from this particular program during SFY '08. Of those discharged, 65% "aged out" of care (left care because they have attained 18 years of age or older), with another 11% being discharged to return home, 13% had a change in placement or level of care (typically to a more restrictive placement due to behavior issues, often due to substance abuse and/or mental illness), 10% ran away from placement, and 3% were placed with a suitable person (i.e., relative, guardian) (see attached Exit Reason chart).

Not surprisingly, African American youth were over-represented in this particular foster care placement, as is the case in all foster care placement types, comprising 20% of youth placed; white youth comprised 74% placed (see attached SAL by Race chart).

DHS requested surveys be completed by the 13 provider agencies for each of the 95 youth who "aged out" (left care due to turning 18 years of age) of the SAL programs in SFY 2008. Providers returned outcome information for 71 of the 95 youth. Findings reinforced commonly held beliefs that while planning efforts and activities to prepare youth to successfully transition to adulthood are effective for some, there are still many youth whose needs are not met by this program. Comments from providers suggest this, in large part, is a result of youth being placed in SAL and not adequately prepared for living in this type of setting or who have mental health/behavioral issues beyond what the program is designed to handle. The following bullets provide a glimpse at the education, employment, housing, and exit planning outcomes for youth exiting SAL at age 18 or older in SFY 08.

For youth exiting an SAL program at the age of 18 or older in SFY 2008 (Additional detail in charts attached):

• Education Status: 45% of youth exited SAL with a diploma; 14% dropped out.

- Career Plans: 23% exited SAL with plans to attend college; 3% plan to join the military; 61% have no plan to attend college.
- Employment Status: 51% exited SAL with full or part-time employment; 24% were unemployed and looking for work, while 35% were not looking or are disabled.
- **Housing Status:** 69% remained in their SAL apartment or selected a "new" apartment; 17% moved in with family; 1% went to a shelter.
- Exit Planning: According to SAL provider surveys, 69% of youth exiting SAL had an exit plan—meaning they left the program when expected and with a plan for housing, education, and employment.

It is interesting to note that 26% of total youth placed in SAL during SFY '08 were managed through juvenile court services (indicating adjudicated delinquent) as opposed to the Department. Such data profiling of youth characteristics is important to keep in mind when evaluating effectiveness of program services. Often times, SAL placement is a "last resort" placement for older teens that can't go home and for who other foster care placement settings (group care or family foster care) are not options due to the needs and issues of the youth. Many of these youth have mental health and substance abuse issues; additionally some are adjudicated as a sex offender, which eliminates other placement options, particularly family foster care, due to safety factors. Case planning and services need to be tailored to meet the individual needs of each youth served.

#### **Evaluation of SAL services**

Eligibility for SAL placement is based, among other things, on a comprehensive assessment of the youth that reviews available information on the youth, especially as it pertains to the youth's ability to live independently, participate in services and activities to achieve self-sufficiency, and in following the provisions of their case plan (see attached Preplacement Screening for Supervised Apartment Living Foster Care in addition to the Request for Approval of Supervised Apartment Living Foster Care Placement, both of which must be completed prior to placing a youth in SAL). Additionally, a transition plan must be completed and updated at each case review for youth in foster care who are 16 years of age and older; the plan reviews strengths and needs of youth particularly around life skills and the possible need for disability services as an adult, significant information needed for appropriate placement into the SAL program. Caseworkers contract with SAL providers for a certain number of units of service per month, with current minimum requirements of weekly face-to-face provider contacts with youth under 18 years of age and biweekly face-to-face contacts with youth over age 18. DHS staff can always contract for more units than the minimum requirement (and usually do) though budget constraints often limit the number of units approved and needed. Caseworkers need to be specific with providers on use of units and expected outcomes; case review has not indicated this to be the norm, with most caseworkers contracting for a number of units for a specific time period (usually 6 months) with no specification in the purchase of service agreement. Contracted staff are expected to provide guidance, oversight, behavior monitoring and services and supports for development of life skills to prepare them as much as possible for self-sufficiency.

The "de-linking" of child welfare services and rehabilitative services for children during SFY '07, now offers an additional avenue for services for youth in SAL; youth are not only eligible for hourly units of services (to provide needed supervision and life skills) purchased under SAL provider contracts but are also eligible to receive family-centered child welfare services in addition if necessary. These services are purchased based on a calendar month as one unit of service and can be used to further enhance SAL services, tailored to meet the needs of the youth. Services could include, among other things, transitional life skills, transportation assistance to access needed services and supports and permanency planning activities, including help in identifying and achieving alternative permanent family connections for the child.

Research indicates that adolescents in foster care are very often behind their peers in life skills, including employment skills, attendance/performance at school, money management, and skills leading to a healthy lifestyle and relationships. This lack of preparation is no less for those youth placed into SAL. Additionally, youth in this placement often lack a positive support system even more so than other youth in care, experience loneliness, and are apt to be prey for others to take advantage of (e.g., moving in with them, couch surfing in their apartments, illegal behaviors). There is often a push to put a youth into this program that is ill prepared to be in such an unrestrictive placement setting. This is due to the lack of foster families willing to take teen-agers, high-cost of group care, youth not needing a treatment setting (but still requiring more structure than living in their own apartment), and sometimes due to the fact that this is the last placement option for a youth (that is, they cannot function or be placed in a family setting due to behaviors/mental health issues) and they have "burned their bridges" with group care placements. It is not uncommon to have youth released from Eldora state training school and be placed into a SAL placement. It is not uncommon for a youth to get evicted from their apartment, run into money management issues (even with the provider being the payee for the monthly maintenance check), not attend school or fail to keep the working requirements.

While DHS has taken certain steps to better "shore up" the SAL program, most notably developing/implementing the prescreening tool for the purpose of better placement match, it is clear that more needs to be done to better meet the needs of youth in this program, and more notably, there needs to be more placement options for a better continuum of living arrangements to best meet the needs of adolescents in foster care. Beginning in calendar year 2009, the SAL program manager will begin to look at various options of expanding living arrangements for this population with Department, youth, and provider input.

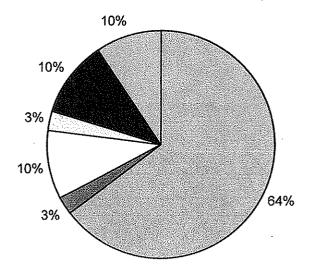
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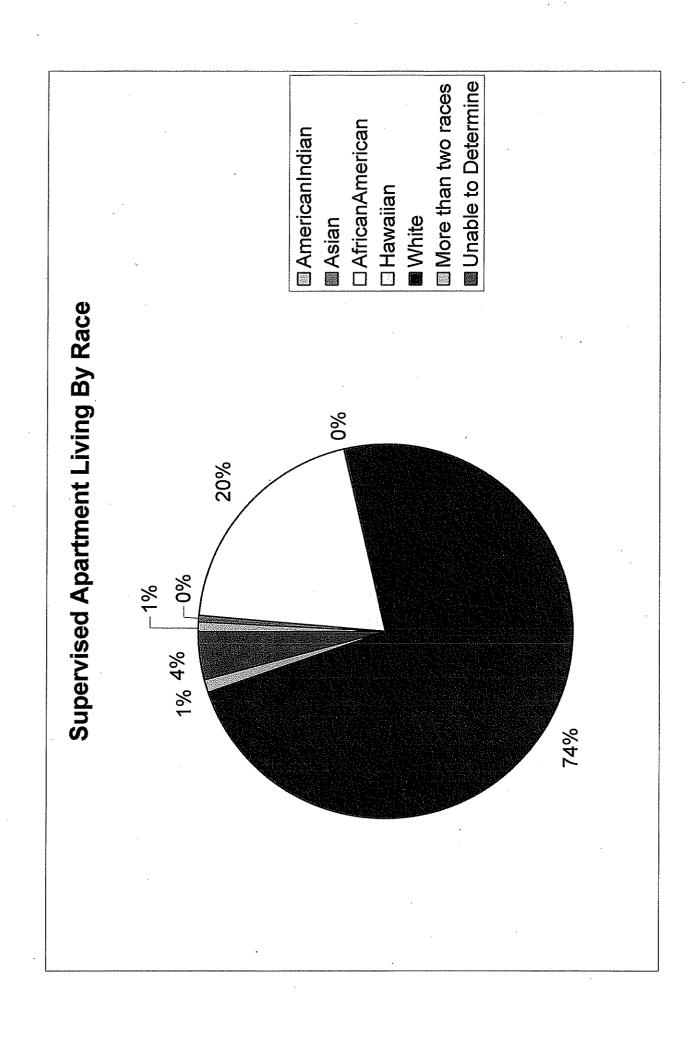
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	Total Served FY08		8	0	0	7	4		0.	0	4	0	0	10	0	0	616
	County Number	85	86	87	88	89	90	91	92	93	94	95	<u>)</u>	97	98	66	
															<u>-</u>		_
	County	Story	Tama	<b>Faylor</b>	Union	Van Buren	Wapello	Warren	Washington	Wayne	Webster	Winnebago	Winneshiek	Woodbury	Worth	Wright	Fotal

#### **Exit Reason**

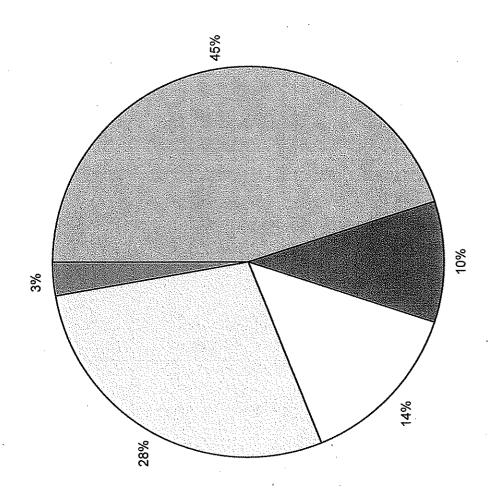


- ■Aged Out
- Change in Level of Care
- □Change in Placement
- □Placement w/ Suitable Person
- Return Home
- ■Runaway

Exit Reaso	n	
Aged Out	95	65%
Change in Level of Care	4	3%
Change in Placement	14	10%
Placement w/ Suitable Person	4	3%
Return Home	16	11%
Runaway	14	10%
Total	147	100%



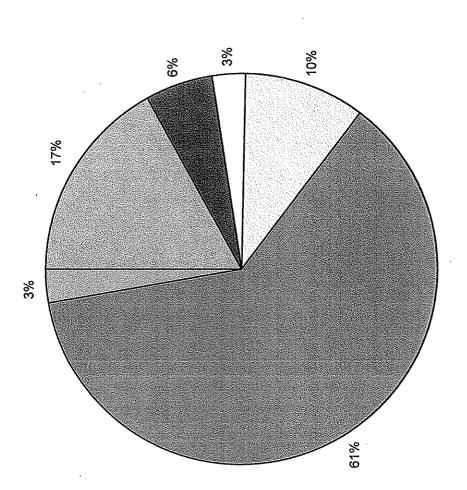
Education Status of Youth Exiting SAL at Age 18 or Older (SFY 08) N=71



☐ Still attending HS ☐ No Response Provided

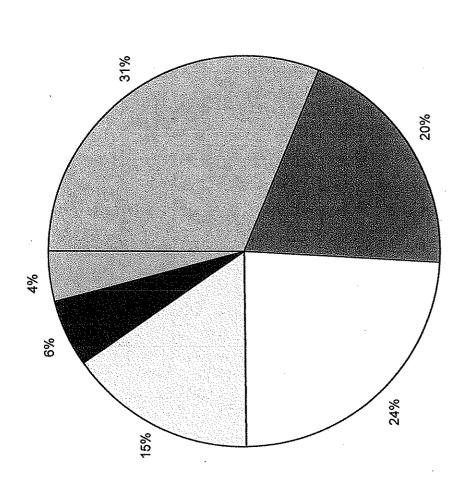
■ With Diploma ■ With GED □ Having Dropped Out

Higher Education Plans for Youth Exiting SAL at Age 18 or Older (SFY 08) N=71



■2 yr College ■4 Year College □ Military □ Other ■ No Plan to Attend College ■ No Response Provided

Employment Status of Youth Exiting SAL at Age 18 or Older (SFY 08) N=71



Eull-time
□ unemployed but looking

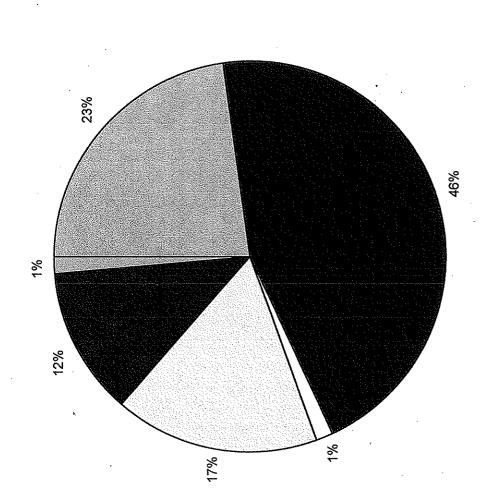
■ Part-time

☐ unemployed not looking

disabled 🖪

☐No Response Provided

Housing Situation of Youth Exiting SAL at Age 18 or Older (SFY 08) N=71



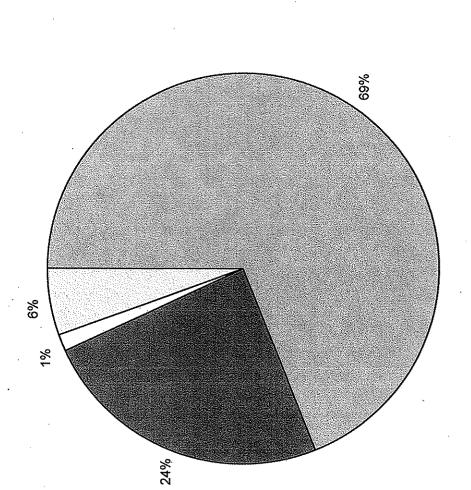
☐Remained in SAL Apartment

■ Found other Apartment ☐ Shelter

☐ Family

■ No Response Provided

Percent of Youth Exiting SAL at 18 or Older with a Solid Exit Plan (SFY 08) N=71



■ Planned Exit
■ Exit Unplanned
□ Runaway
□ No Response Provided

# PREPLACEMENT SCREENING FOR SUPERVISED APARTMENT LIVING FOSTER CARE

Dat	<b>:</b> :					
Clie	nt Name		Date of Birth	FAC	ES ID	County
Curr	ent Living Arrangem	ent				Legal Status:  CINA
	e Life Skill Assessm	nent was completed: sults to this assessme	nt.)		-	Delinquent  Voluntary
	ool and Work Hi					
	Currently enrolled	l in school or GED				
	Grade	School				IEP?  Yes  No
	Mild to modera	appropriate level in so ate problems at schoo difficulties including	l including undera			
	Not currently enro	olled in school				
٠	Last School Attende	ed		Last	Grade Complete	ed
	Currently employer Full-time Part-time	ed		·		·
	Not currently emp	loyed				
	Daté Last Worked					
	Has held a job	•	n or has mild attend	lance or disc	iplinary proble	ms
Med	lical or Mental H	ealth Issues (Inclu	ding Pregnancy)			
Diag	gnosis:					
Med	ications:			Is the youth	able to manage	e own medication?

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Sul	bstance Abuse
	No notable substance use difficulties currently or in recovery for at least one year  Mild to moderate substance use problems that occasionally present problems of living or in recovery for less than one year
	Moderate to serious substance abuse problem that requires treatment and exacerbates current problems and conditions
Des	scribe current substance abuse treatment:
Par	renting
Doe	Does the youth have custody of the children?
	Yes. If yes, how many?  No  Yes  No
Doe	es the youth's child have any health concerns or special needs?
	Yes. If yes, please describe:
	No
Coc	operation/Compliance at Current Placement
	Generally compliant and cooperative
	Occasionally noncompliant to some rules or adult instructions
	Frequently noncompliant to rules and adult instructions
His	tory of Delinquency
	Yes. If yes, describe:
	No
Date	e and degree of most recent charge:
	4]
Cun	rently on probation?
	Yes. If yes, describe youth's compliance with terms of probation:
	No
Hist	tory of Violence Toward Self, Others, or Property
	Yes. If yes, describe:
	No
Curr	rent (within past three months) violent/aggressive behavior:
	Yes. If yes, describe:
	No

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List names of team members consulted in making the recommendations for	r SAL placement:
Other comments:	
List the plan of services and resources available to address the identified ne placement (i.e., positive connections, economic, community programs):	eds of the youth in SAL
· · · · · · · · · · · · · · · · · · ·	
·	
Number of hours of supervision that will be authorized:	
Overall assessment of suitability for Supervised Apartment Living Foster C	ara.
Appropriate for SAL-scattered site	are.
Appropriate for SAL-scattered site  Appropriate for SAL-cluster site	
☐ Not appropriate for SAL	
What is the plan if SAL placement is not approved or if SAL services are terminated	nated:
Case Manager/JCO	Date

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#### Iowa Department of Human Services

#### REQUEST FOR APPROVAL OF SUPERVISED APARTMENT LIVING FOSTER CARE PLACEMENT

Youth's Name	Date of Bi	rth	County	Date	
The youth must meet the following criteria  Youth is at least 16 years old.  Needs foster care placement and services  Pre-Placement Screening for Supervised  Youth will have an approved living arran  If under age 18 (check one):  Attending high school and working (or in  Attending GED program and working (or  Attending post-secondary classes and working high school, GED or post-secondary.	according to land according to	Employees' Ma ing Foster Car eets required st ) part time. ng) part time. ork training) par	nual XIII-J. e, form 470-40 andards. rt time.	063, is attached	I.
Reason for waiving work requirement:  Working full time.  If age 18 or over (check one):  Attending high school and working (or in Attending GED program and working (or Attending high school or GED program.  Reason for waiving work requirement:  Request waiver of requirement for continus school or obtain GED. Youth is working until month/year.  Reason for waiving work requirement:	in work traini Work requirer nous placemer	ng) part time. nent waiver is r at in order for ye	outh to return	to foster care to	o complete high
furnishings, and other start-up costs.	maximum \$40	9) is requested t	to assist the yo	uth in paying t	for deposits,
Worker	Date	Supervisor			Date
APPROVAL FOR SUPERVISED The request for a Supervised Apartment Livin Work requirement waiver is: The request for an initial allowance is approve	g Foster Care	Placement is:	G FOSTER C  Approv  Approv	ed	EMENT Denied Denied
Service Area Manager or Designee			,	Date	

If youth is under age 18, obtain Juvenile Court Order for Supervised Apartment Living Placementafter receiving SAM approval.

470-3186 (Rev. 7/04)

Distribution: Case file