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IOWA STATE PLAN
FOR
CHILD WELFARE SERVICES

Prepared by

The Staff of the Division of Family and Children's Services with
the approval of the State Board of Social Welfare and the Re-
gional Representative of the Children's Bureau, Department of
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Assisted by:

Division of Accounts and Audits
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Basic Plan Written
Spring, 1967

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IOWA STATE PLAN
FOR
CHILD WELFARE SERVICES

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PART I
DESCRIPTION OF
STATE CHILD WELFARE PROGRAM

IOWA STATE PLAN FOR CHILD WELFARE SERVICES

Part I. - Description of the State Child Welfare Program

A. State Agency

The State Department of Social Welfare of Iowa.

B. State Board

The state department of social welfare is governed by an administrative board known as the "State Board of Social Welfare" which is composed of three members whose duties and responsibilities are defined by statute as follows:

(Statutory citations refer to Chapter 234, Code of Iowa, see Public Welfare Laws as compiled by the state department of social welfare, Appendix A).

234.2 State department of social welfare.

"There is hereby created a state department of social welfare which shall consist of a state board of social welfare, and such other officers and employees as may be hereafter provided.

234.3 State board of social welfare.

"The state board of social welfare shall consist of three members, one of whom shall be a woman, not more than two of whom shall be from the same political party, to be appointed by the governor with the approval of a two-thirds vote of the members of the senate.

"The members of the board shall devote their full time to the board's work and shall hold no other private or public position or office.

"Each member shall serve for a term of six years, or until his successor is appointed and qualifies.

"Within sixty days after the convening of the general assembly, the governor shall appoint a successor to the member whose term expires on the following June 30. On the second Tuesday in July of each year the board shall organize by electing one of its members as chairman.

234.4 Vacancies.

"Vacancies occurring while the general assembly is in session shall be filled for the unexpired portion of the term in the same manner as full-term appointments are made. Vacancies occurring while the general assembly is not in session shall be filled by the governor and shall be approved by the executive council, but such appointments shall terminate at the end of thirty days after the convening of the next general assembly.

234.5 Removal - compensation.

"Members of the board may be removed by the governor with the approval of the executive council and shall receive as compensation the sum as fixed by the general assembly.

"No member shall be removed without cause being assigned for removal and without a public hearing before the executive council.

234.7 Secretary.

"The state board shall appoint a secretary who shall serve at its pleasure and shall perform such duties as it may require. He shall receive a salary not in excess of three thousand dollars per year.

234.8 State board employees.

"All employees of the state board shall be selected from among those who have successfully qualified in an examination given by the state board or under its direction, covering character, general training and experience. Such examinations shall be open to all persons, and persons taking such examinations, upon successfully qualifying, shall be classified according to the fields of work for which said persons are fitted, all in accordance with rules and regulations of the state board adopted and published by the state board."

Although the state board has been given administrative responsibility by the state legislature, in practice it has delegated to the six division directors administrative responsibility for the various areas assigned, and retains for itself the responsibility of policy formation and overall administrative supervision. Inasmuch as the board members serve on a full-time basis, they are able to meet daily and usually transact formal business on Tuesday and Thursday. Minutes of board meetings are kept by its secretary. The members of the state board receive a salary fixed by the legislature. The current annual salary of each board member is \$12,000.00.

The manner in which the state board and the several divisions in the department of social welfare utilize committees in the development and evaluation of policy and procedures is discussed in Section F, "Advisory Committees to the State Board".

C. Responsibilities and Organization of the Board and State Department of Social Welfare

Chapter 234, Code of Iowa, defines the responsibilities of the state board of social welfare with respect to public assistance and child welfare. The following constitutes a summary of these responsibilities.

234.6 Powers and duties of the state board.

"The state board shall be vested with the authority to administer old-age assistance, aid to the blind, aid to dependent children, child welfare, and emergency relief, and any other form of public welfare assistance that may hereafter be placed under its administration. It shall perform such duties, formulate and make such rules and regulations as may be necessary; shall outline such policies, dictate such procedure and delegate such powers as may be necessary for competent and efficient administration. It shall have power to abolish, alter, consolidate or establish divisions and may abolish or change offices created in connection therewith. It may employ necessary personnel and fix their compensation. It may allocate or reallocate functions and duties among any divisions now existing or hereafter established by the state board. It may promulgate rules and regulations relating to the employment of investigators and the allocation of their functions and duties among the various divisions as competent and efficient administration may require."

The state board shall:

1. Prepare and print annual report.
2. Cooperate with the appropriate federal agencies for public welfare assistance in order to qualify for federal aid; prepare necessary reports and comply with such regulations as may be necessary.
3. Exercise general supervision over the county boards of social welfare and their employees.
4. Acquaint the public with the operation of the acts under the jurisdiction of the board.
5. Establish with the approval of the governor and the comptroller, an administrative fund from which operational expense of the department shall be paid.

Chapter 235, Code of Iowa, defines the responsibilities of the state department of social welfare with respect to child welfare services.

235.2 Powers and duties of state department.

"The state department, in addition to all other powers and duties given it by law, shall:"

1. Administer and enforce the provisions of the child welfare statute.
2. Cooperate with the appropriate agencies of the United States Government in planning, establishing, extending and strengthening

public and private child welfare services within the state.

3. Determine the need for public child welfare services within the state and county departments of social welfare.
4. Apply for and receive any funds which are or may be allotted to the state by the United States for the purpose of developing child welfare services.
5. Make reports and budget estimates to the governor and to the general assembly in order to obtain the appropriation of state funds for child welfare services.
6. Cooperate with the county departments, county boards of supervisors and other public and private agencies charged with the protection and care of children, in the development of child welfare services.
7. Aid in the enforcement of all laws for the protection and care of children.
8. Cooperate with the juvenile courts of the state and with the board of control of state institutions.

Section 235.3, Code of Iowa gives the state board additional duties:

1. Plan and supervise public child welfare services.
2. Make reports and furnish information to the United States Children's Bureau regarding child welfare services.
3. Make rules and regulations for the supervision of the private child-caring agencies.
4. Supervise and inspect private institutions for the care of neglected and delinquent children.
5. Designate and approve the private and county institutions to which neglected, dependent and delinquent children may be legally committed.
6. Receive and keep annual reports from the juvenile courts of the state and from all institutions to which neglected, dependent and delinquent children are committed.
7. Keep records and compile statistics regarding adoptions.
8. License and inspect maternity hospitals, private boarding homes for children and child placing agencies.
9. Make rules and regulations governing the use of child welfare funds.

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Effective 7-1-67

The following two organizational charts indicate the governmental setting and the structure of the state department of social welfare in relation to the administration of the state child welfare services program.

<u>Chart</u>	<u>Page</u>
I. Governmental Setting - Department of Social Welfare	I-C-p.3a
II. Iowa Department of Social Welfare	I-C-p.3b

The responsibilities of the several divisions within the department of social welfare are summarized below: (Employees' Manual, Section I, Chapter 3)

1. Division of Family and Children's Services

This division plans, organizes and directs the several public assistance programs and child welfare services with special emphasis upon social services. It supervises the administration of the ninety-nine county departments, develops the policy adopted by the state board, formulate procedure in public assistance and child welfare; and carries out the department's staff development program.

In cooperation with other divisions, it prepares the annual budget for state and federal appropriations. It cooperates with other state agencies and plans programs with them to fill gaps in services. (Employees' Manual, I-3-1, 2 and 3)

2. Division of Accounts and Audits

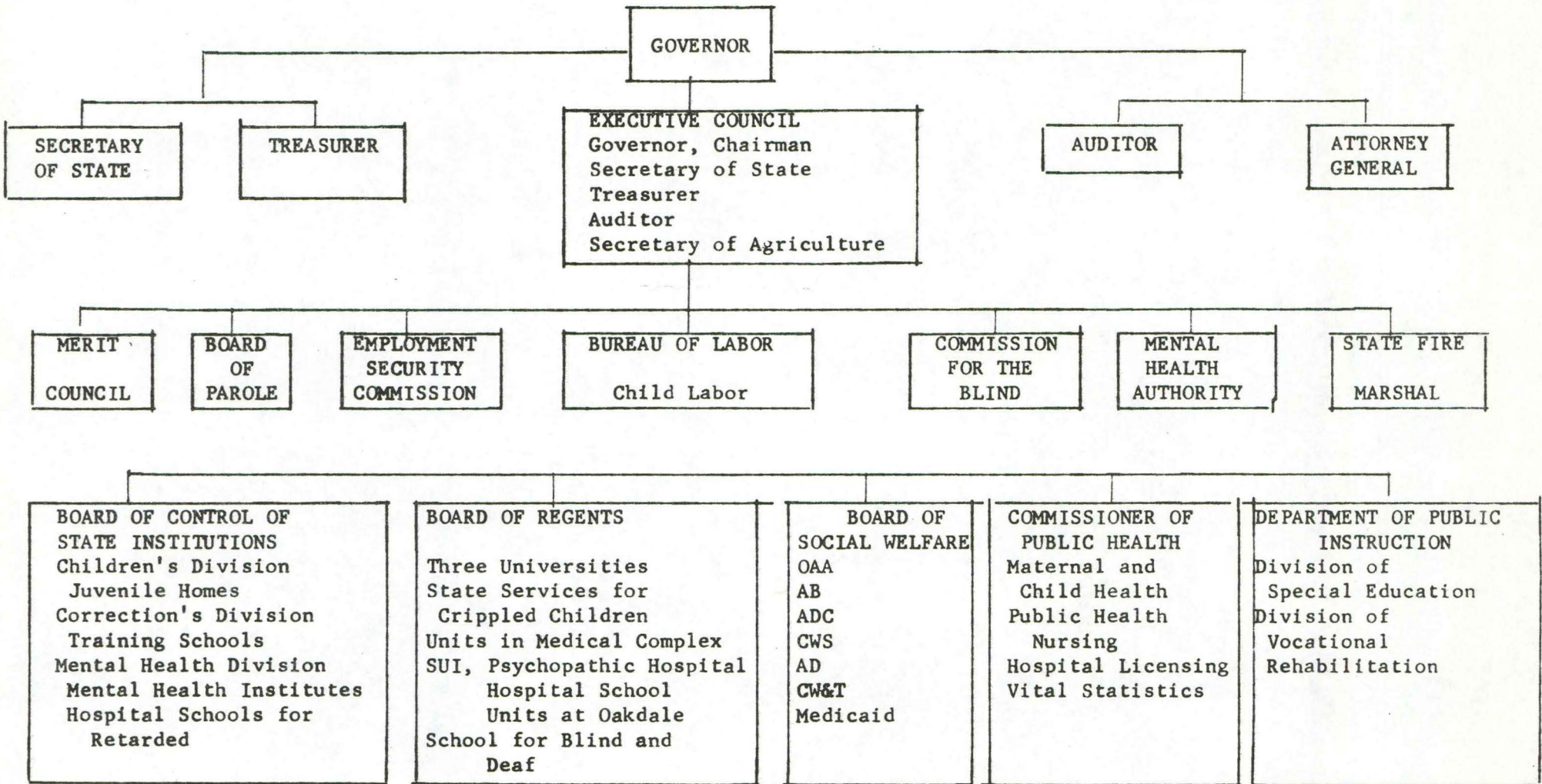
This division has responsibility for the accounting and auditing functions of the department. It prepares the financial reports required of the state board by law and those required for administrative purposes by the board and other divisions. The division prepares the annual budget and keeps the board and the division of family & children's services apprised of expenditures and balances in the several funds. (Employees' Manual, I-3-3 and 4)

3. Division of Administrative Services

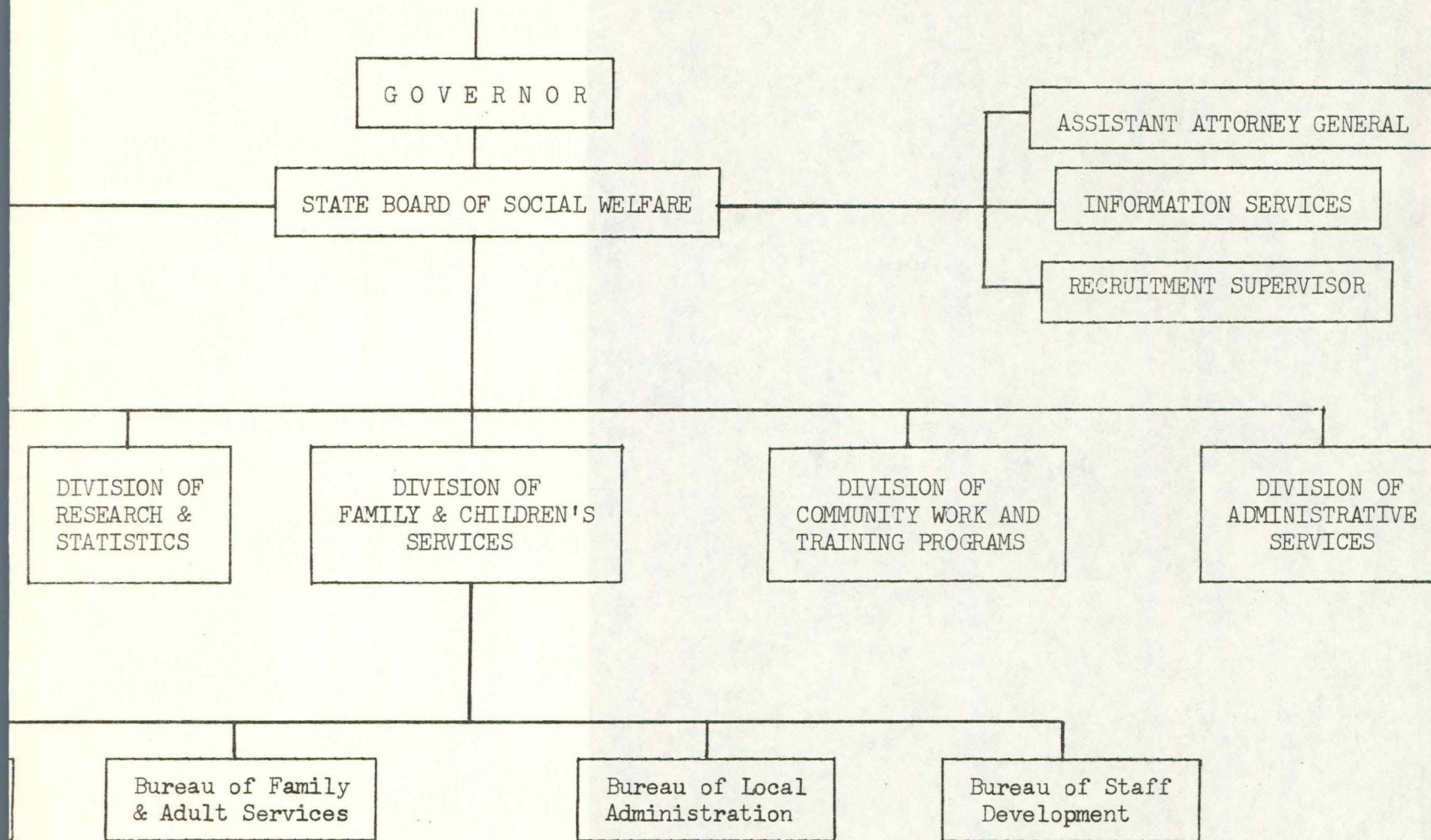
The division of administrative services carries responsibility for the ~~over~~all office management services of the department; administers through the cooperating county departments, the food storage and donated foods programs of the U. S. Department of Agriculture; supervises the duties performed by the Trust Section; and hears appeals by public assistance applicants or recipients for the state board's review and action. The director also acts as secretary to the state board of social welfare. (Employees' Manual, I-3-4)

I-C-p.3
Effective 7-1-67

ORGANIZATIONAL CHART I - DEPARTMENT OF SOCIAL WELFARE - STATE GOVERNMENTAL SETTING
(Partial Listing of State Agencies and Boards)



STATE DEPARTMENT OF SOCIAL WELFARE - ORGANIZATION CHART II



Within the Department, but does not show all the subordinate units of each Division

4. Division of Research and Statistics

This division is responsible for the collection and analysis of basic statistical data on program operations. It prepares statistical reports required by law and by the federal government. On request of the state board and other divisions, it plans and carries out special research studies and prepares reports on its findings. The division also is available for consultation to other divisions of the department and to county departments on problems related to statistics and research. (Employees' Manual, I-3-5)

5. Division of Community Work and Training Programs

This division carries responsibility for initiating, planning and coordinating agency activities with respect to the federal-state work experience and training program under Title V of the Economic Opportunity Act of 1964. It develops work experience and training programs in order to help needy persons achieve self-support through systematic improvement of their work skills and overall employability.

6. Division of Medical Services

This division develops and supervises the program of medical and remedial care in public assistance and provides consultation to the other divisions on medical and health care problems. It analyzes program operations in the area of medical and remedial care with the counsel of qualified persons from the several professions in the health field to insure operation of the programs on a sound professional and ethical basis. It consults on request on health problems in child-caring facilities and with respect to protective services to children.

7. Personnel Section

This Section is responsible for carrying out the personnel policies of the state board; prepares and interprets the classification and compensation plans and personnel practices in cooperation with the other divisions subject to approval of the state board and merit system council. It assigns personnel to state and county positions in close cooperation with the division of family and children's services subject to board approval; maintains personnel records for all employees, longevity controls; a system of service ratings; and represents the department in matters affecting other merit agencies. It cooperates with the bureau of staff development in recruiting employees and the personnel officer serves as chairman of the educational leave committee. (Employees' Manual, I-3-5)

8. Information Service

This section prepares information for release to news media. It prepares the quarterly departmental publication, "Iowa Welfare in

Action" and the annual report; also interpretative material such as bulletins, posters and material for community groups and conferences. (Employees' Manual I-3-5)

9. Assistant Attorney General

The assistant attorney general assigned to the state department of social welfare from the Attorney General's Office serves the state board as legal counsel; represents the department in all actions involving the settlement of estates of old age assistance recipients; and on occasion, has represented the state board in the enforcement of licensing regulations for children's facilities. The attorney reviews all rules and regulations promulgated by the state board.

10. Supervisor of Recruitment

The supervisor of recruitment is responsible for developing and carrying out a program of recruitment among the colleges and universities in Iowa at both the BA and MA levels. He stimulates the development of an undergraduate curriculum in social work; participates in the program "careers in social work"; high school career days; coordinates with the chief of the bureau of staff development and the personnel officer, the summer program for students and is a member of the educational leave committee.

D. Type of Program Administration

While there is considerable debate and some confusion with respect to the type of program administration provided by Iowa statute, a number of supreme court decisions support the interpretation that the state board of social welfare has the ultimate responsibility for the administration of Iowa's public welfare laws including child welfare services and the board's decision supersedes those of county boards of social welfare. (See Iowa Reports, Volume 229, Page 818)

By practice, the department supervises the several public assistance programs which are administered by county boards of social welfare.

While a similar practice exists with respect to the child welfare services statute, that statute nevertheless does make it clear that the child welfare program shall be administered by the state board of social welfare under the local supervision of county boards of social welfare. Here again, practice allows the county boards of social welfare and the county boards of supervisors considerable latitude in providing "supervision". Local child welfare services are now a mandatory responsibility of each county department.

The administration of child welfare services has been complicated historically by the fact that until a revision of the child welfare act by the 60th General Assembly, the state board lacked authority to make payment from state funds for the care and keep of children in foster care. The primary responsibility for the "care and keep" of children and youth remains with the county boards of supervisors and/or the local Soldier's Relief Commission.

While the state board has no authority over general relief which is administered by county boards of supervisors, it is possible for the supervisors in any county to designate the director of the county department of social welfare to act as "director of relief" as well.

Approximately two-thirds of the counties have made such a designation and as a result, general relief is included in the total program of the county department. Such counties are known as "integrated counties" as differentiated from those counties which are "non-integrated" and have both a director of relief and a director of the county department of social welfare.

Integrated counties provide within the scope of the general relief program a variety of services to mentally ill persons and their families and to other individuals who may be institutionalized for a variety of reasons. The providing of such services to children and youth and their parents falls within the scope of the child welfare services program and the full scope of services would be available in all counties, whether or not they are "integrated", as a responsibility of the county departments of social welfare. (Chapter 235, Code of Iowa)

E. Executive Officer of the State Department

The chairman of the state board of social welfare is the executive officer of the state department. The chairman is elected by the membership of the board at its meeting on the second Tuesday of July. The votes of two members constitute a quorum although the board usually acts in unanimity.

Responsibility for the carrying out of the state board's decisions with respect to policy in public assistance and child welfare has been delegated to the director of the division of family and children's services. The immediate responsibility for the development of policy and procedure in public assistance lodges with the chief of the bureau of family and adult services and with the chief of the bureau of children and youth services for child welfare.

Each regional representative carries responsibility for extending and strengthening child welfare services in all counties in his region.

Each county director similarly is responsible for the development of the local child welfare services within the policies established by the state board and with the support of the county board of social welfare and the county board of supervisors, the latter board having control over local funds which are used in the payment of costs for the care and keep of children subject to such reimbursement from the state department as may be allowed.

F. Advisory Committees to the State Agency

The state department has utilized a number of advisory groups appointed by the state board to assist in a variety of ways in the formulation of policy or for the purpose of evaluating and interpreting policy which has been developed by the several divisions in the department. These committees have been related to specific areas of program and have been primarily related to the medical and the child welfare services program.

The Governor asked the state board to name a task force to recommend an enabling act for Title XIX of the Social Security Act and this medical task force, Title XIX, has now become a statutory committee charged with responsibility for advising the state board with respect to its administration of the provisions of the act. This task force has become the successor to the statutory advisory committee for medical assistance for the aged. In addition to these official advisory committees, the state board has authorized the medical division to establish an advisory group for each of the vendors of services in the medical program. Frequently, these committees have acted more as special interest groups than as advisory committees putting considerable pressure on the state board to raise fees for services rendered or to improve the payment for additional areas of medical care.

Beginning with the fiscal year, 1954, the state board appointed a general foster care committee and several sub-committees which were assigned the duties of advising the then division of child welfare with respect to the revision of the department's standards for children's agencies and institutions, maternity homes, and nurseries. The sub-committees were assigned responsibility for the standards for their respective type of children's facility and were appointed to carry out that particular assignment. The general foster care committee, however, was planned to be a continuing committee, giving advice and counsel to the division of child welfare with respect to the strengthening and extending of foster care services to children, both under public and private agencies. This committee, however, has not met for a number of years although its recommendations have been incorporated into the present standards and representatives of the various facilities concerned have been called together from time to time to consider revisions in the standards.

The state board first named an advisory committee on day care in February, 1964. Representatives from the departments of child development at the two state universities of voluntary and proprietary day care facilities, of the several professions involved with child care and persons concerned with the broad aspects of public welfare including

representatives from local county departments of social welfare have been named to this committee. Representatives of the state department of health, maternal and child health division and of the department of public instruction have also been included as members.

The day care advisory committee has met periodically since its establishment, although there was a period of a half year or more when no meetings were called from May, 1966 to February, 1967. The committee intends to meet monthly.

The day care advisory committee is charged with responsibility for reviewing and updating the day care standards which are incorporated in the standards for children's boarding homes, Chapter 237, Code of Iowa; for reviewing the need and extent of day care services in the state; for identifying gaps in services; for recommending ways and means for fulfilling such gaps; and for interpreting existing need to the legislature and the public at large throughout the state. The committee has been concerned about the development of day care and nursery education; the extension of "head start" activities under the sponsorship of the state department of public instruction and in the extension of day care services through the office of economic opportunity. The committee also is responsive to the concerns of the state department of health, maternal and child health division and the state department of public instruction with respect to the promotion and development of adequate day care standards and services.

The state board has appointed, from time to time, special advisory committees both within the staff and including outside persons to consider special policies or to pull together recommendations in such areas as legislation relating to the various programs administered by the state board, interdepartmental coordination and cooperation, such as, the committee that has endeavored to bring about a closer coordination of the services of the Board of control of state institutions and with the Iowa school of social work.

G. Other Groups Used for Advisory Services

The state board has stimulated and sponsored the organization of a number of advisory groups for which it carries no continuing responsibility. In 1948 the board inaugurated in preparation for the 1950 White House Conference, at the suggestion and official designation of the Governor, the Iowa commission on children and youth which has met regularly since that date as an official commission of the Governor. Members of the staff have participated regularly as members of the commission and as members of its several sub-committees. During the period 1950-1960 the state board provided the services of a staff member as executive secretary to the commission.

The state board asked five members of the legislature to request a study of the children's code by the Legislative Research Bureau and this agency of government set up an advisory committee of professionals and citizens with sub-committees which met periodically over a four-year period, prior to 1963 in order to study the juvenile court law, the adoption statute, several statutes involved with foster care, and Iowa's basic child welfare act. A complete revision to the juvenile court statute was enacted by the 60th General Assembly in 1965 and a significant change was made in Iowa's basic child welfare statute with respect to foster care in the previous General Assembly in 1963.

To a varying degree the state board and the several divisions have worked with other organizations as described in subsequent sections in Part I and received, as a consequence of this relationship, considerable advisory counsel with respect to program goals and operation. Such groups include the Iowa Welfare Association, the several chapters of the National Association of Social Workers, the Iowa Mental Health Association, the Iowa Association for Retarded Children, the Iowa Association for Crippled Children and Adults, etc.

The legislature established what is known as the interagency liaison committee (Chapter 28C, Code of Iowa) which is under the chairmanship of the commissioner of health. Although it was intended that this body would coordinate services between the several agencies named, to date it has not been an effective agency of state government, although it has statutory authority.

Over the years the department has been represented on or given leadership to a number of study committees which have taken responsibility for a wide variety of recommendations affecting the welfare of children and youth. These include the leadership of a legislative study committee which led to the establishment of

a children's psychiatric unit at the University of Iowa and a unit for the study and training of persons in the field of mental retardation; the development of undergraduate curriculum in the several colleges and universities in the state; long-range plans for mental retardation services; for mental health services; for vocational rehabilitation services to name a few during the past five to ten years.

H. Organization for State Administration of the Child Welfare Program

The division of family and children's services has been delegated by the state board overall responsibility for the administration of Iowa's child welfare services program. Organizational chart III (I-H-p.1a) indicates that the division operates through four bureaus, each of whose functions are outlined below.

1. Bureau of Local Administration

This bureau is responsible for the direction of the nine regional offices which in turn supervise the 99 county departments of social welfare. Each region is under the direction of a regional representative who interprets policy and procedure, stimulates the development of county programs, represents the state board and the several divisions of the department and participates in community organization activities where appropriate.

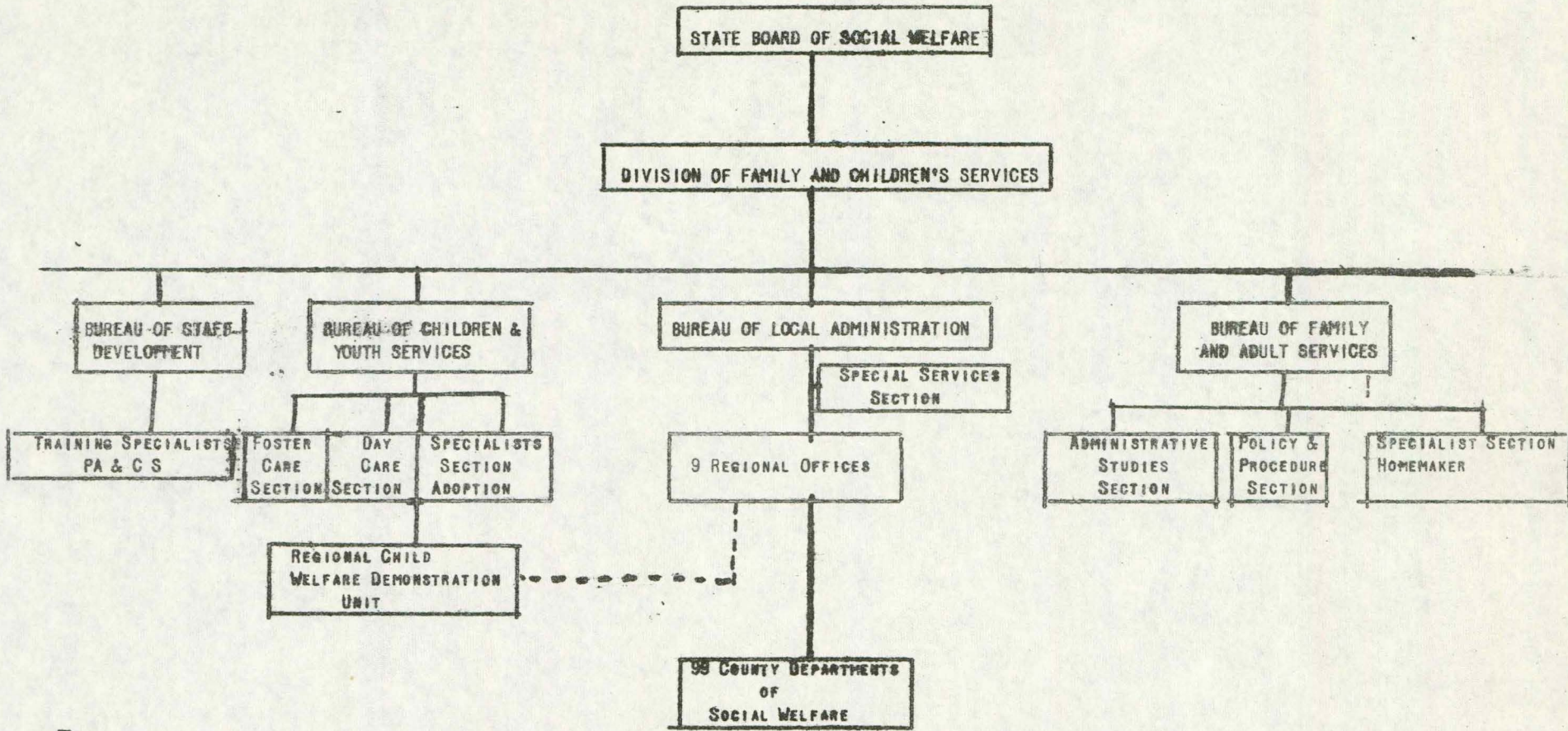
The regional supervisor of services promotes sound casework practice in public assistance and child welfare through consultation and supervision. He may carry certain staff development functions particularly in relation to the follow up of training sessions conducted by the bureau of staff development.

Regional supervisors of foster care may be assigned to serve two or more regions in developing local foster care services and in interpreting sound foster care plans for children and youth who come within the scope of the child welfare services program.

Other personnel may be assigned to the regional office including the personnel employed in the administrative studies section who are making county studies of individual casework practice as a part of the quality control program.

2. Bureau of Children and Youth Services

This bureau is the program bureau for the state's child welfare services program carrying responsibility for the implementation of state board policy, or developing standards for licensing children's facilities, for the approval of foster care programs as developed at the county level and the stimulation of inter-agency planning with respect to services to children and youth. Working through the bureau of local administration, the bureau of children and youth services is responsible for extending and strengthening Iowa's child welfare program. It provides staff services to the study committee on long range child welfare needs and the day care advisory committee.



1-H-P-14
EFFECTIVE 7-1-67

In close cooperation with the bureau of local administration this bureau will carry responsibility for giving direction to the regional plan of demonstrating a well-integrated program of child welfare services.

3. Bureau of Family and Adult Services

This bureau is responsible for developing the procedures necessary to implement the policy established by the state board with respect to Iowa's public assistance program. Its responsibilities also include the general supervision of the quality control program of the department and the supervision of specialists in public assistance some of whom also serve the child welfare services program such as the supervisor of homemaker services. The bureau carries responsibility for the operation of the "plan unit" which oversees the editing and coordination of material contained in the Employees' Manual and the State Handbook of Procedure.

4. Bureau of Staff Development

This bureau carries out a broad program of on-the-job training for new employees and for the experienced and professionally trained staff at the state and county levels of operation. In addition, the bureau participates in special training sessions for other personnel in the department such as the clerical staff; coordinates training plans and special institutes for other groups that are related to the program of the department; participates in the selection of persons for educational leave and for the summer "careers in social work" program offering an experience in public welfare to college students. The bureau is concerned with the improvement of the competence of all personnel employed by the department.

The bureau is responsible for the development of a training center which is to be established at as early a date as feasible. This center will provide a month's training for public assistance and child welfare personnel under close training supervision.

I. Responsibilities and Staffing of the State Agency for the Child Welfare Program

1. Program Direction

The director of the division of family and children's services and the chief of the bureau of children and youth services both carry responsibility, the former, general and the latter, specific, for the direction and stimulation of the state's program of child welfare services. The merit system requirements for both positions meet the minimum qualifications established by the children's bureau.

The director of the division is responsible for maintaining the requirements of the children's bureau and the policy decisions of the state board are met and carried out by the division of family and children's services. The chief of the bureau of children and youth services has responsibility for the specific spell out of policies, for recommending standards, rules and regulations governing the content and operation of the child welfare services program. He may utilize the services of the staff of the section on policy and procedure in the bureau of family and adult services and may call on specialists in other sections of the bureau or the division to provide consultation and assistance with respect to specific aspects of the program.

The annual child welfare services budget is developed, in conference with the director of the division, by the chief of the bureau of children and youth services who utilizes the services of the division of accounts and audits in the budget preparation. The proposed budget is submitted to the state board for approval and then following this, the annual plan is developed in consultation by the chief of the bureau with the director of the division.

Legislative proposals are formulated and presented to the state board by the director of the division and the chief of the bureau of children and youth services. Suggestions of other groups such as the child care division of the Iowa Welfare Association and the executives of children's agencies and institutions may be incorporated into the recommendations for legislative change or extension.

Planning for state personnel in respect to children's services is the responsibility of the director of the division in close cooperation with the chief of each bureau. The chief of the bureau of local administration working closely with the personnel officer review requests from the regional representatives

for additional county staff. Some requests come in directly from county departments, but an attempt is made to evaluate periodically throughout the year the changes in case load and the need of individual counties for personnel in both public assistance and child welfare services. The supervisor of recruitment is called upon to assist in recruiting persons with graduate training and in interesting persons who are looking ahead to a professional career in social work in the child welfare services program.

The chief of the bureau of staff development may be involved in encouraging and selecting staff members for advance positions of responsibility in both the public assistance and child welfare services programs.

The interpretation of the state's child welfare program is a continuing responsibility of personnel at various levels of operation. The supervisor of the information service carries a continuing responsibility in editing the quarterly publication of the department "Iowa Welfare in Action"; for interpreting periodically aspects of the state's child welfare services program and for highlighting new developments or changes in this program. The state board, the director of the division, and the several bureau chiefs are called upon to interpret the program and stimulate public interest. Similarly, the staff of the regional offices and the directors and supervisors at the county level are encouraged to seek opportunities for interpreting services and program activities. The specialists within the division, such as, the supervisor of homemaker services, may also be called upon to give special interpretation of that program.

2. Supervision of Local Programs

Each county director is responsible for the development, extension, and strengthening of the child welfare services program in his county. In the 20 largest counties, there are 9 full-time child welfare unit supervisors and in other counties responsibility for the supervision of the casework practice is either carried by the county director along with his other duties or assigned to a supervisor who also has responsibility for public assistance staff.

The regional representatives and supervisors of services are expected to give consultation and general or specific supervision to child welfare personnel in all counties in the region. Staff requirements are evaluated twice a year in January and July and specific areas of practice are scheduled in various months for review by the regional supervisors of services. The

review and analysis of county practice is reviewed on a more comprehensive basis during the first quarter of the year in order to facilitate the incorporation of staffing and program recommendations into the "Annual Plan for Child Welfare Services" which is formulated during that period.

The study committee on long range child welfare needs recommended to the state board of social welfare during the spring of 1967 that the department develop a plan for demonstrating a regional approach to child welfare services in anticipation that this pattern should be adopted throughout the entire state by the year 1975. This would put the responsibility for more definitely directing and supervising local child welfare services upon a "regional director of child welfare services" and would make certain that such services were made available in the rural counties where there is less skilled staff and where the director already carries a broad load of responsibility.

3. Licensing and Supervision of Foster Homes, Public or Private Institutions, Child Placing Agencies, Maternity Homes, Day Care Facilities, Detention Homes

The statutory responsibility of the state board of social welfare for consulting, supervising, and licensing the children's facilities mentioned in the title of this section was established in the "Child Welfare Act of 1937". This statute enumerates responsibility in Section 235.3, Code of Iowa, under the title "Powers and Duties of the State Board" which were quoted above. (See I-) These responsibilities have been further implemented in the following chapters of the Code of Iowa which have been included in the compilation of Public Welfare Laws and is contained in "Appendix A".

Subject

<u>Chapter 232</u>	<u>Care of Neglected, Dependent and Delinquent Children</u>
232.25	Standards by board of social welfare - the authority in this section is one of "approval" rather than licensing.
<u>Chapter 235</u>	<u>Child Welfare</u>
235.3	License and inspect designated children's facilities.

Chapter 236

Maternity Hospitals

(This statute is superseded by the hospital statute administered by the state department of public health. Maternity homes are licensed under the provisions of Chapter 237.)

Chapter 237

Children's Boarding Home

237.3 Power to License
237.11 Rules and Regulations
237.14 Records and Inspection

Chapter 238

Child Placing Agencies

238.3 Power to License
238.16 Rules and Regulations
238.19 Inspection Generally
238.31 Inspection of Foster Homes

Chapter 240

Private Institutions for Neglected, Dependent and Delinquent Children

240.12 Supervision

Within the framework of the statutes enumerated above the state board of social welfare, through the division of family and children's services, bureau of children and youth services has developed rules and regulations, devised reporting systems, and supervised and licensed child caring and child placing agencies and institutions, boarding homes used by agencies, private and public, by county child welfare workers, some local probation officers and those operating under proprietary interest and ownership. Any facility providing care to children and youth under the age of 16, unrelated to the operator of the facility, is subject to the statutory requirements of license if care is given by the facility for 30 days.

One private school for mentally retarded children and adults (The Powell School, Red Oak, Iowa) has been licensed in accordance with an interpretation of the function of the department made by the attorney general. However a facility serving severely retarded children (The Tommy Dale Home, Sioux City, Iowa) is licensed as a nursing home.

The supervisor of foster care in the bureau of children and youth services carries responsibility for the coordination of the state department's duties with respect to licensing and supervision of foster care. Three agency consultants have been

authorized by the state board. Each is assigned to an area of the state and given responsibility for providing consultation to the agencies in their district and evaluating the extent to which such agencies meet the requirements of the department in order to qualify for an annual license.

Four foster care consultants to be assigned to regional office locations have been approved by the board. While under the administrative supervision of the regional representative, they are responsible for their on-going supervision to the assistant chief in the bureau of local administration. Counsel and advice with respect to the development of program is provided by the supervisor of foster care and the chief of the bureau of children and youth services.

The state department of health, the board of control of state institutions, the superintendent of public instruction, the several facilities under the management of the board of regents relating to children and youth and other state agencies have been consulted from time to time relative to various aspects of the foster care program especially in relation to the development of standards. Periodically, representatives of the various facilities to be licensed have been called together to review proposed changes in licensing requirements and procedure and as far as practicable, their recommendations have been incorporated in a revision or modification of the standard under study. The philosophy of licensing in Iowa has been one of stimulating the improvement of the program and agency operation rather than that of an authoritative inspection based upon a rigid application of standards.

Day care facilities are licensed under the provision of Chapter 237, Code of Iowa, in accordance with opinions of the assistant attorney general given October 21, 1942, and June 4, 1947. The department's responsibility was also supported by the Iowa supreme court (State vs. Hay, 257 Iowa 51, 131 N.W.2d 452).

The maternal and child health division of the department of health and various divisions in the department of public instruction have assisted the division of family and children's services in developing standards for day care facilities which not only fulfill the requirements of the respective state departments but also come within the recommended standards of national agencies such as the Child Welfare League of America and National Association for the Education of Young Children. The plans of the department of public instruction and the office of economic opportunity with respect to specialized day care under the "Head Start Program" and for migrants have been considered and incorporated in Iowa's overall day care program.

4. Adoptions

Chapter 600, Code of Iowa, suggests to the district court that the state and county departments of social welfare should be given responsibility for making adoption studies when these are required. The statute provides that "the state department of social welfare may, and upon order of the court, shall make a further investigation during the period of residence and a final report with recommendations to the court." (Code of Iowa, Section 600.2)

The adoption statute gives the state department general responsibility for the review of all adoptions including those by step-parents and relatives. The Child Welfare Act (Chapter 235) provides that the department shall "receive from the clerks of courts of record within the state duplicates of the findings of the court upon petitions for adoption," and requires the department to keep records and compile statistics regarding adoptions.

Because of the historical development of child welfare services in Iowa with a strong network of private agencies and with the board of control of state institutions having been given responsibility for state wards and their placement, the department of social welfare has traditionally steered away from participating actively in adoptive placements. However, over the years the department has not only made studies for the court of "independent placements"; but has also made studies for out-of-state agencies; participated in the placement of children from foreign countries and the placement of children of Indian ancestry in cooperation with the Indian adoption project of the Child Welfare League of America.

The change in the juvenile court statute which gave the department the right to accept custody of children with the right to place in adoption may in time change the traditional position of the department with respect to adoption activities although it is probable that the private agencies will continue to carry the major responsibility.

In some instances the probation officers of the juvenile courts make adoptive placements although the usual practice is to refer children whose parental rights have been terminated to private agencies for adoptive placement.

Subsequent to the change in the adoption law as amended in 1947, the division of child welfare called together a committee representing county departments, child placing agencies, county attorneys and district judges for the purpose of

recommending procedures to be carried out under the revised statute in order to improve the content of adoptive studies and promote better adoptive practices. A set of forms and study outlines were approved by the committee and subsequently made available to all agencies and individuals interested. Similiar groups have been called together from time to time in order to consider problems that have arisen in the field of adoptions.

An inter-professional committee representing the state medical society, the state bar association and the child care division of the Iowa welfare association met for about 18 months prior to the 61st General Assembly in an effort to work out a revision of the adoption statute, Chapter 600, Code of Iowa, which would be acceptable to all three professions. Unfortunately, the committee became deadlocked since the change in the membership from the bar association resulted in a chairman who was not in accord with the recommendations that had been developed in the previous months of discussion. There continues to be a need to pull the three professions together in terms of working out a better understanding of the role of each in child placement and adoption procedures.

The supervisor of adoptions in the bureau of children and youth services carries responsibility for the coordination of the department's adoptive services, working through the regional supervisors of services and the regional supervisors of foster care. Interstate correspondence involving the interstate placement of children in adoption, also is the responsibility of this supervisor.

5. Interstate Placement of Children

Iowa adopted the interstate compact on juveniles in the 59th General Assembly. This compact is administered by the supervisor of field services in the correction's division of the board of control of state institutions. The department co-operates closely with the compact administrator and procedures have been worked out for any assistance needed from county child welfare services.

The 62nd General Assembly considered (or passed) an amendment to the child placing statute (Chapter 238, Code of Iowa) which authorized Iowa's participation in the interstate compact on placement of children as recommended by the Council of State Governments with the additional recommendation that the department of social welfare act as compact administrator. Responsibility for the administration of the compact (if enacted)

will be assigned to the bureau of family and adult services and would be the specific responsibility of the supervisor of adoptions who would work closely with the supervisor of foster care and the bureau of local administration.

6. Operation of State Children's Institutions

The state department of social welfare has no direct statutory responsibility for the operation and management of the state institutions for children and youth, this function having been assigned to the board of control of state institutions. However, the Child Welfare Act does state that the board of social welfare shall "cooperate with the juvenile courts of the state, and with the board of control of state institutions in its management and control of state institutions and the inmates thereof." (Section 235.2, Code of Iowa) Within the statutory framework, cooperative relationships have been developed between the division of family and children's services and the children's division of the board of control. No institutions are administered by the state board of social welfare.

7. Other Services to Individual Children Through the State Office

There are no direct services provided through the state office although it is anticipated that Iowa's child welfare program may in time move from a county operated to a regionally operated program of services filling in the "gaps" especially in the more rural counties.

8. Other Statutory Functions

The 61st General Assembly amended the Child Welfare Act in 1965 to include as a responsibility of the state and county departments the investigation and follow up of reports of child abuse. This additional statutory responsibility has been included in Chapter 235A, Code of Iowa, and in addition to making mandatory reporting of suspected cases of child abuse, it protects the medical practitioner from a violation of his confidential relationship with his patients. The implementation of the legislation covering child abuse has been incorporated into Section VIII, Chapter 4, of the Employees' Manual as a part of the total scope of protective services to children and youth. Such service is considered an integral part of the child welfare services program.

9. Community Organization and Planning

While the state department continues to participate in a variety of community organization activities as described in Section P (see page I-P-p.1 to 9), no overall statement of philosophy has been made by the state board or implemented by inclusion in the Employees' Manual. The regional staff have been asked to review and report on county community organization activity each March so that there is an annual evaluation of the extent of such activity at the county level.

An effort has been made during the past year to involve the Des Moines (Polk County) united community services and council of social agencies in an evaluation of gaps and needs in services to children and youth among the public and private agencies within the community and county. The plan that was inaugurated known as an "audit of health and welfare services" was given approval of the state board and by the board of the united community service, but because of internal staff difficulties the overall planning has been delayed. Similar participation in other counties with large urban centers such as Black Hawk, Linn, and Scott Counties has taken place with respect to specific services such as homemaker, day care, etc.

County directors do participate regularly in local community organization activity which include planning for child welfare services. Regional staff are available to participate in such planning and from time to time inaugurate activities that are needed to strengthen and extend child welfare services.

10. Consultation Services

The state board has authorized the following areas of consultation to be provided by the staff indicated. Only for limited periods of time has it been possible to maintain the full quota of staff in the areas indicated.

<u>Area of Consultation</u>	<u>Number Authorized Staff</u>
a. Consultation to children's agencies and institutions (includes licensing function)	3 consultants
b. Consultation in Day Care Services (includes licensing of day care centers for more than five children)	4 day care consultants

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<u>Area of Consultation</u>	<u>Number Authorized Staff</u>
c. Consultation in Homemaker Services	1 supervisor of homemaker services
d. Consultation in Foster Care Services at the county level (assigned to regional offices)	4 foster care consultants
e. Consultation and Casework Services to children in their own homes including unwed mother services at the county level (provided through the regional office)	9 supervisors of services
f. Consultation in Adoption Services	1 supervisor of adoption and interstate correspondence

J. Statewide Program Policies and Procedures

1. Development of Local Programs

Specific requirements of the United State Children's Bureau with respect to the provision of local services are met as described in the following sections.

a. Priority in extending child welfare services to communities with the greatest needs

For many years all of the urban counties in the state as indicated by census figures have had full-time child welfare staff and operate what is referred to as "a child welfare unit" under a full-time supervisor. These counties include:

Iowa Counties with Standard Metropolitan Statistical Areas (SMSA) and with Urban Places (UP) as Defined by 1960 Census

*Black Hawk - SMSA	Mahaska - UP
Boone - UP	Marshall - UP
Cerro Gordo - UP	Muscatine - UP
Clinton - UP	*Polk - SMSA
Des Moines - UP	*Pottawattamie - SMSA
*Dubuque - SMSA	*Scott - SMSA
Jasper - UP	Story - UP
*Johnson - UP	*Wapello - UP
Lee - UP	Webster - UP
*Linn - SMSA	*Woodbury - SMSA

*Counties marked with an asterisk have one or more full-time supervisors.

There has been some difficulty in providing the amount of staff needed in the above counties because of shortage in both federal and state funds. In a number of counties, namely, Black Hawk, Linn and more recently Scott Counties the juvenile courts have asked for special staff to be made available to provide services at the request of the court to dependent and neglected children and youth. It has not been possible to maintain staffing in sufficient numbers to fully meet such requests.

The plan proposed by the study committee on long range child welfare needs for a regional demonstration of child welfare services will, it is believed, facilitate the extending of services to rural communities so as to meet needs in those areas where there is still a relatively limited child welfare services program.

b. Priorities in determining the need for day care to members of low income or other special groups in the population

Funds available have limited the extent to which it has been possible to meet existing need for day care. The department financed two study projects, one conducted by the staff of the child development department, Iowa State University in which a sample of need in Cedar Rapids, an urban center, and Webster City, a rural area, was evaluated. Another study was conducted by a retired faculty member of the child development center, Iowa State University, covering the need of day care in Iowa City. Both studies indicated the existence of local needs which exceeded the services available both in quantity and quality. The state board has adopted the policy of purchasing day care services rather than operating day care units because there are not sufficient state or federal funds to meet the needs for centers in the various counties which would like to establish such centers and because of the cost of operating such centers, as determined from the demonstration operations in three counties over a two-year period terminating July 1, 1967 proved to be what was considered too costly. Arrangements have been made to participate in the cost of day care by reimbursing county departments for their expenditure in an amount up to 50% if funds are available.

A considerable amount of the burden for stimulating day care activities for at least low income persons has been picked up through the "head start program" under the office of economic opportunity and in addition, some local day care centers have been inaugurated.

There has been a growing concern about the needs of migrant children while they are in the state and for a number of years, the department has participated in the day care services for migrant children in Muscatine and more recently the Mason City area providing social services. Such services have been provided by summer employees and county staff members and consultation in the operation of day care programs has been made available from state staff.

c. The scope of child welfare services fulfill minimum requirements

The county child welfare services program as established by the policy and enunciated by procedure promulgated by the state board includes the minimum of social services to children in their own homes and foster homes and foster

care of children. The state program also includes a wider range of services providing advice and guidance to unwed mothers, to parents of retarded, for emotionally disturbed and physically handicapped children as far as feasible and in providing consultation in day care and homemaker services.

d. Protection of child welfare caseload in relation to the provision of "special children's services" to children in public assistance programs.

The policy of the department is that insofar as possible the same scope of services shall be provided children in active former or potential public assistance cases as are provided children within the scope of the child welfare services program. Such services however, are to be provided by public assistance staff who utilize the consultation of child welfare supervisors or of regional representatives who have specific knowledge and skills in special areas of child welfare services, such as, services to unwed mothers and foster care.

1) There is no reduction in services

Since the limited time spent in providing "special children's services" by full time child welfare workers is charged to the aid to dependent children program, and since such cases constitute an additional count in the caseload of these workers, additional staff may be added to provide such additional services without limiting to the child welfare services in the county.

The consistent increase in the caseload for child welfare services and the increase in the time spent in providing such services indicates a constant growth in the program.

2) There is no reduction in budget

Since the provision of "special children's services" do not affect federal, state or local funds available for child welfare, they have no effect on the budget for Iowa's child welfare program. Such services may result in an increase in personnel in the larger counties, if the services require, in effect, the full time of a child welfare worker.

3) There is no reduction in state and local funds

In each biennium for many years, the Legislature has increased the funds available for child welfare services. With the provision that "special children's services" are charged to

the aid to dependent children program, such services do not affect the state funds available for child welfare nor do they have any bearing on the availability of local funds.

e. Personnel specifically designated for providing child welfare services

The established ratio of 50 child welfare cases (counted as individual children) has been established as the staffing standard in Iowa and constitutes the basis upon which regional representatives in discussion with county directors determine the number of staff identified as "child welfare workers" needed by the respective counties. Over half of the counties in the state as of April, 1967, have one or more staff members providing more than 50% of their time to the child welfare services program and in 40 counties there are one or more staff members devoting full time to the child welfare program. The state board has been willing to approve a half-time or full-time child welfare worker in any county in which there is judged to be potential need for such service even though at the time the request is made there may not be an identified caseload meeting the standard.

Staffing has been limited by the federal and state funds available during any given year. In order to provide statewide coverage, the plan of reimbursing county departments for any time given to the child welfare service program in serving non-assistance cases was developed and such services have been paid from state or federal child welfare funds. However, it is felt that there is a need for at least a half-time child welfare worker in every rural county and in most instances the caseload has a potential for a full-time worker. The proposed demonstration of regionalized child welfare services may indicate a better way of meeting the staffing problem.

When the caseload of a child welfare worker or "designated" public assistance worker exceeds the ratio of 50 children, an attempt is made to transfer the "extra" cases to another staff member. The state board has approved the assignment of a worker to more than one county in order to relieve caseloads or extend coverage.

The variation in the extent and depth of services in all areas of the state focus on the problem of developing a clearer concept of the administrative responsibility of the extension of child welfare services in all jurisdictions. In those instances in which a worker devotes less than 50% of his time to the child welfare services program, the program has not been developed to the extent that the community is making adequate use of the services available. The limitation

in funds over the years and the limitation of trained personnel have discouraged as aggressive a policy of developing program as the need would indicate.

The study committee on long range child welfare needs should develop a specific plan for increasing the number of full time child welfare personnel and hopefully offset the present situation in which 50% of the counties have a worker devoting less than 50% of their time to that program.

f. The provision of personnel in adequate numbers

For the past several years Iowa has had difficulty in providing sufficient child welfare personnel to carry out adequately the demands for program development at the state level and the demands for services at the county level. State and federal appropriations have not been sufficient to meet the need. In addition, there has been considerable difficulty in employing and holding personnel with a graduate degree in social work in sufficient number to even meet the supervisory or regional supervisory staff needs.

Up to the beginning of fiscal year 1968, the state has not asked, except early in its child welfare history of county demonstration units, for county departments to pay part or all of the cost of local child welfare staff. Further consideration is being given to the possibility of asking for county participation although there is no statutory provision for this and such a request would have to be on a voluntary participation basis on the part of county boards of supervisors who control the local poor funds which would be used to pay for such personnel.

The department uses a weighted caseload ratio as the only basis it has at the present time for determining work loads for a child welfare worker who also carries some public assistance cases. An explanation of this weighting follows:

In establishing caseworker ratios, the essential data was taken from a study made in 1958 which was titled, "Work Accomplishment in a Number of Iowa County Departments of Social Welfare in Relation to the Components of the Job".

In this study, it was established that within the framework of the time available for work accomplishment, a worker could carry approximately 264 OAA cases or 80 ADC cases. The weighted relationship in the study showed an OAA case with a

value of "1", ADC case with a value of "3.6", AB with a value of "1.3" and General Relief a value of "1".

It was assumed that as C.W. case had the same value as ADC or "3.6"; Foster Care of "1", Day Care "1" and adoptive study "3". Because Aid to Disabled was added after the study, it was given a value or weight of "1.3", the same as a Blind case. An explanation of the effect of this weighting as applied to a caseload in determining "Worker 60 Case Index" follows:

In the above example, the caseworker is carrying 1.2 times the worker caseload recommended by federal standards and which has been adopted by Iowa.

Two examples of a caseload ratio of 60 CW or ADC cases per worker as recommended by Iowa are listed below.

<u>Program</u>	<u>Cases</u>	<u>Value</u>		<u>Weighted Caseload</u>
Child Welfare	47	3.6	=	169.2
ADC	13	3.6	=	46.8
Total Caseload	60		Weighted Caseload	216.0
Child Welfare	40	3.6	=	144.0
OAA	10	1.0	=	10.0
ADC	10	3.6	=	36.0
AB	8	1.3	=	10.4
AD	5	1.3	=	6.5
MAA	9	1.0	=	9.0
Total Caseload	82		Weighted Caseload	215.9

The division of research and statistics prepares quarterly reports on services in public assistance and child welfare. An attempt is made to compare the monthly caseloads with the number of reported interviews for the quarter in order to determine that there is a probability of sufficient contacts within a three-month period to meet the standard of the Children's Bureau.

g. Provision for adequate supervision of child welfare personnel

The state board has established the standard of not more than five child welfare workers per supervisor with some

flexibility in this standard to allow for an adjustment period when the number of workers in a county may exceed that standard but yet not be sufficient for the employment of a second supervisor. When this occurs, an attempt is made to transfer the excess load to the director or another staff member with potential for supervision.

An attempt has been made for the past two fiscal years to evaluate the supervisory work load of those supervisors who carry responsibility as county directors in the small rural counties and those who may have a mixed load of public assistance and child welfare personnel, although the supervisory standard is the same in both programs. Fund limitations and the inability to recruit sufficient staff has made it difficult for the department to carry out the standard established by the state board which is within the policy framework of the Children's Bureau.

The regional staff is given responsibility for continually reviewing the supervisory caseload within each county. This is a specific assignment for January and July of each year with respect to the child welfare services program. The board has approved the principle of allowing a supervisor to carry a multi-county staff load and the study committee on long range child welfare needs had recommended a demonstration of regional planning for child welfare staff and for child welfare supervision which may more easily meet the specific requirement with respect to supervision.

2. Provisions Related to Services to Individual Children

The established policies of the state board and the extent to which they have been implemented in order to meet the requirements of the Children's Bureau are defined in the following items:

a. Development of case plan and review every six months

The policy material describing child welfare services in the Employees' Manual (Section VIII, Chapter 3) provide for a diagnostic evaluation and plan for treatment for each child given care within the child welfare services program. It further provides (Section VIII, Chapter 3) for the regular review of the plan every six months and for regular visiting in order to provide the services outlined in the plan.

Regional supervisors of services are charged with responsibility within the identified schedules of activity for each month during the year, for a review of the overall performance of county departments in carrying out the policies and procedures outlined in the Employees' Manual. This review is pulled together for a total evaluation of services during the first three months of each year.

b. Criteria for determining the needs of each child for care and protection in day care

Part of the provision contained in the Employees' Manual for the reimbursement of county departments for care provided children in day care is the inclusion of a social service plan for each child. Policy spells out the factors to be considered in evaluating the suitability of the day care plan and the child's need for such care. (Employees' Manual, Section VIII, Chapter 6)

The regional supervisors of services and the regional supervisors of foster care carry a joint responsibility for evaluating such plans periodically throughout the year.

c. The provision of casework services to children in day care

The interpretation provided in "b" above also constitutes the department's policy with respect to providing casework services to each child for whom the county assumes responsibility for paying all or part of the cost of day care.

d. Requirements with respect to expenditures for care of children and unwed mothers in foster care facilities

The policy of the department outlined in the service section of the Employees' Manual (Section VIII, Chapter 6) requires that there must be a casework plan for each child, youth or unwed mother for whom the county assumes responsibility for sharing in the cost of foster care, whether this be in a foster family home, group home, institution, family day care home, or day care center, or specialized institution. Such plans include an evaluation of the need for and the appropriate type of care to be provided and that the care is in the best interest of the child and his family.

Parents are expected to contribute within the limits of their abilities using the relative scale adopted in the department of public assistance program as criterion for

evaluating this ability with some latitude for special needs of families. The county department must assume responsibility for the continuing review of the plan and supervision of the child or youth with respect to the appropriateness and adequacy of the plan for which services are purchased.

The regional supervisors of services and regional supervisors of foster care are charged with responsibility for reviewing foster care services and for determining that state policy is carried out as fully as possible in each case in which there is a purchase of care and especially for those cases in which the placement has been made by the county department in a foster family home.

e. Method of determining rates of payments

The department has established a maximum fee for institutional care, foster family care, agency case-work services, and day care for which it will participate in the reimbursement of county departments for expenditures for such care. Inasmuch as the department is charged with the responsibility for licensing all child caring and child placing facilities in the state, the staff of the state department has both the opportunity and responsibility for maintaining the standards of care provided.

The basic rate for which payment will be made is determined from the reports of agency consultant staff made in conjunction with the licensing activities of the various facilities. From time to time the rates charged are evaluated by public and voluntary agencies providing such services.

The rates currently in effect for reimbursement of part of the local costs for foster care and day care are listed in the Employees' Manual, Section VIII, Chapter 6, Pages 3 and 4 under the heading "Rates for which reimbursement will be made". These are guidelines which indicate the maximum rate for which the state will participate in reimbursing but not necessarily the amount paid from local funds for such services especially when they include special treatment services or heavy medical expenses.

Payment is not made for care and services provided by the board of control of state institutions since funds are appropriated to that department and statutory provisions also allow for the use of identified county funds to meet such costs.

f. Provision for reimbursement for care provided in licensed facilities

Policy as outlined in the Employees' Manual, (Section VIII, Chapter 6) limits the reimbursement of counties for foster care costs to those placements made in licensed child caring and child placing facilities. Counties are required to license all foster family homes and family day care homes used for the placement of children who are the responsibility of such counties.

Standards developed for child placing agencies similarly require that their foster family homes be licensed and all child caring and child placing institutions and facilities for unwed mothers are required by statute to be licensed by the department.

All homes providing care for one or more children for a period of thirty days are required by state statute to be licensed (Chapter 237, Code of Iowa) except those facilities under the supervision and management of the board of control of state institutions and those used by the juvenile courts. The board of control does use the licensing standards of the department in evaluating its foster family homes and the juvenile courts frequently turn to county departments for the placement of children who have to be removed temporarily or permanently from the custody of their parents.

Some juvenile probation officers and some parents or other individuals make placements in unlicensed facilities but these are not reimbursed by the department.

g. Assurance that child welfare services are not denied on the basis of financial need, legal residence, etc.

Iowa has traditionally conceived of its child welfare services program as being broadly based on serving the entire community. State policy contains no restriction as to financial need, legal residence, social status, or religion. However, the utilization of the "poor fund" under the administration of county boards of supervisors who employ a director of relief in approximately one-third of the counties frequently result in eliminating persons who do not have legal settlement in a county from access to county funds for meeting foster care costs or special medical care costs.

Traditionally, the child welfare services program has served persons in the community who are affluent and financially

secure as well as those who are in need of or are receiving financial support from public funds. To some degree secular agencies provide services to persons of similar faith as the agency. However, the department purchases such care across the board in order to meet indicated needs.

I-J-p.11
Effective 7-1-67

K. Responsibility for Runaway Children

Under the provisions of the juvenile court statute, (Chapter 231, Code of Iowa) the Governor of Iowa has been given responsibility for designating the administrator for the interstate juvenile compact which includes all the provisions promulgated by the council of state government in its model compact. The Governor has named the director of the division of corrections in the board of control of state institutions as administrator.

The 62nd General Assembly enacted the Interstate Compact on the Placement of Children and gave the Governor the authority for designating the Compact Administrator whom it ~~was~~ assumed would be the director of the division of family & children's services.

The state department and the county departments of social welfare cooperate with the compact administrator in providing such services as may be needed to facilitate adequate planning for the return of juveniles who have run away from other states to Iowa or who have left this state and come to the attention of agencies and law enforcement officials elsewhere. The state department would share in the cost of maintaining a juvenile in this state during a period of study and investigation on the same basis as the department would share in any foster care cost but no special funds have been allocated for this purpose. Usually, the cost for returning a juvenile is paid from local poor funds or may be obtained from out of the state.

L. Staff Development

This section deals with the ways in which the state department of social welfare meets the staff development requirements of the Children's Bureau.

1. State Positions

The chief of the bureau of staff development carries broad responsibility for planning and carrying out a program of in-service training for child welfare personnel at the supervisory and worker level. In addition, the staff development plan for the department provides two positions for orientation for new workers in both public assistance and child welfare and a full time position for training in the content of child welfare services.

The state board has authorized and both the federal Bureau of Family Services and the Children's Bureau have approved Iowa's Staff Development Plan which provides for eight full time positions at the state office level. These positions and their areas of responsibility are as follows:

<u>Positions</u>	<u>Area of Responsibility</u>
Chief of the Bureau of Staff Development	Overall program planning and supervision of training specialists.
One training specialist	Assigned to train county directors and supervisors.
Two training specialists	Assigned to train public assistance staff.
One training specialist	Assigned to child welfare services staff.
One supervisor of recruitment	Assigned to recruitment activities but directly responsible to the state board.
Two training assistants	Assigned to orientation of new staff.

It has been necessary to employ on a part time basis or to utilize on a part time basis specialists who have had adequate training and experience to provide in-service training as a substitute for the above authorized positions due to the difficulty of filling all the positions.

2. Meeting Minimum Qualifications for Staff Development Positions

The full time position of training assistant responsible for the content of the child welfare services program contained in the

specifications of the Children's Bureau with respect to graduate training and specific experience in supervision or consultation in the field of child welfare will be met when qualified staff is available. It is probable that the bureau chief and the staff member responsible for orientation of the child welfare staff will also be able to meet the same requirements.

In addition to the merit system class of "bureau chief", the state board has approved the employment of training assistants at the social work supervisor V class equal to section supervisors in the several bureaus. Training assistants in staff development may be employed at the social work supervisor IV and III classes when it is felt candidates have the requisite potential for training assistants and persons meeting the higher qualifications are not available.

As of May 1967, the bureau chief and the training assistant responsible for orientation both met the requirements of the Children's Bureau. The assistant responsible for child welfare content did not meet the specific supervisory experience required in child welfare services.

3. The Staff Development Program for Child Welfare Services

a. Staff Training

Orientation sessions for new workers are conducted approximately for one week each month for a group of not more than 25 new employees in both public assistance and child welfare. Plans have been approved for the establishment of a training center in the state office at as early a date as this can be achieved and it is anticipated that new workers will spend a month in initial orientation and training in this unit for both the public assistance and the child welfare services programs.

Workshops for child welfare supervisors and child welfare personnel in both supervision and casework practice are conducted periodically on a multi-regional basis throughout the state. Child welfare personnel are frequently included in casework training sessions that are orientated primarily to public assistance but have family service content or generic content in supervision.

It has been necessary to use specialists from outside the department in order to provide training for the county directors in the largest counties; for child welfare supervisors; for public assistance casework practice; and for services to the aging.

b. Recruitment and Summer Employees

The supervisor of recruitment position has been established through a grant under the provisions of Section 1115, covering the fiscal year 1967, and anticipated to be renewed for two succeeding years.

This supervisor has developed relationships with the undergraduate school in Iowa; has stimulated the development of social work courses in these schools; and has recruited personnel for "careers in social work", for employment in department upon completion of an undergraduate degree; and for graduate study.

The state board has approved the employment of persons who have completed their junior year in college in the interest of having them return after graduation to permanent employment in the department. It is anticipated that approximately 100 students will be employed during the summer of 1967.

c. Educational Leave Program

The department has carried on an educational leave program for over twenty years, originally financed largely by child welfare funds. The state board has authorized an expansion of educational leave using child welfare funds so that the number attending graduate schools of social work each year in both child welfare and public assistance will be increased.

The positions requiring graduate training by 1975 will include all the child welfare supervisory personnel and to the extent possible the county child welfare workers.

Priority for educational leave is given on the following basis:

1. Regular employees of the department.
2. Persons who have completed a year of graduate study, but may not have been employees.
3. Persons who have been summer employees.
4. Persons who have been admitted to a school of social work and show a high aptitude for social work such as having taken undergraduate courses in social work with distinction.

M. Research and Statistics

The state department meets the children's bureau requirements with respect to research and statistics in the following areas:

1. Establishment of Position as Director of Research and Statistics

The state department has had a division and full time director position in research and statistics for over 20 years. The staff of the division has been increased during the past several years so as to include among the authorized personnel a full time staff member who will be responsible for child welfare statistics, studies and reports. In addition to the director of the division, other staff in the division assist in the compilation of data for special reports.

2. Qualifications for the Position of Director of Research and Statistics

The merit system specification for the position of director of the division of research and statistics meet the requirements of the children's bureau with respect to education and experience. It is anticipated that the personnel assigned on a full time basis to the child welfare area will also meet these specifications, except in respect to the requirement of three years of progressively responsible research experience.

It is probable that Iowa's specifications in the field of research exceed the requirements of the bureau inasmuch as emphasis is being placed upon employing administrative and supervisory personnel who approach the doctorate level of educational competence.

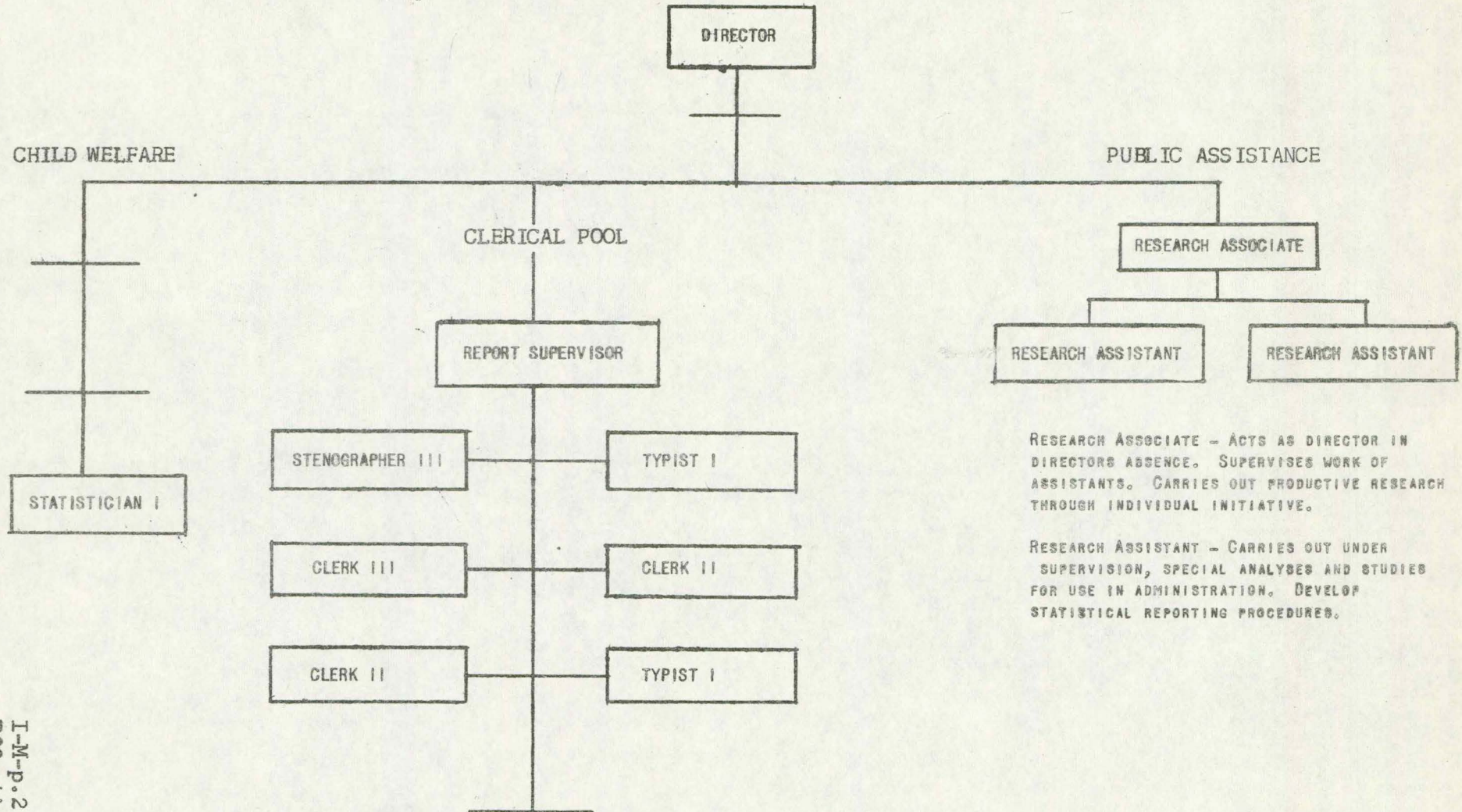
3. Organization of Research Program

The division of research and statistics (organization chart IV, division of research and statistics) - provides for a director and assistant director for the division of research and statistics. Additional personnel will specialize in public assistance, medical, and child welfare studies and reports. Clerical staff in the division compile the statistical detail needed, but the analysis of findings is the responsibility of the director and the supervisory personnel in the division.

The division has responsibility for compiling the data needed for all of the federal reports in child welfare for assisting the division of accounts and audits in developing data for the biennial budget and for interpreting anticipated expenditures in the child welfare services program for the director of the division of family and children's services and for the state board.

IOWA DEPARTMENT OF SOCIAL WELFARE
 DIVISION OF RESEARCH AND STATISTICS

ORGANIZATION CHART IV



RESEARCH ASSOCIATE - ACTS AS DIRECTOR IN DIRECTOR'S ABSENCE. SUPERVISES WORK OF ASSISTANTS. CARRIES OUT PRODUCTIVE RESEARCH THROUGH INDIVIDUAL INITIATIVE.

RESEARCH ASSISTANT - CARRIES OUT UNDER SUPERVISION, SPECIAL ANALYSES AND STUDIES FOR USE IN ADMINISTRATION. DEVELOPS STATISTICAL REPORTING PROCEDURES.

N. Personnel and Administrative Costs

There have been dramatic increases in the amount of state funds appropriated for child welfare funds from time to time, although for the past several bienniums there had been an increase of about \$100,000 per annum in the state's appropriation. The following biennial years with their annual appropriation indicate the advance made in the allocation of state funds for the program:

<u>General Assembly</u>	<u>Biennial Period</u>	<u>Annual Appropriation</u>
47th	1937 - 1939	\$5,000
48th	1959 - 1961	\$350,000
61st	1965 - 1967	\$600,000
62nd	1967 - 1969	\$1,540,000 *

*Recommended by joint committee on appropriations and includes \$750,000 earmarked for foster care.

The division of accounts and audits submits a quarterly estimate to the state comptroller showing the amount of expenses to be charged to the state appropriations and the federal allocation of child welfare funds for the next quarter. Records are kept on a cash basis.

The division of accounts and audits prepares an estimate prior to the beginning of each fiscal year of the share of the state department's administrative salary, travel, and expense for supplies, equipment, postage, etc. to be charged to the child welfare services program. After the necessary funds for these purposes have been allocated, the balance to be used for personnel expense is available for the staffing of state and county child welfare positions.

Subsequent to the amendment of the Child Welfare Act in 1965, the state board has allocated a portion of the federal and state child welfare services funds for reimbursement of part of the local cost for foster care. The earmarking of part of the appropriation for this purpose by the 62nd General Assembly has changed the previous pattern and may make it more difficult to adjust the total amount of both federal and state funds available for the child welfare program to the staffing needs as they develop in various counties.

The director of the division of family and children's services prepares a statement of the proposed program expenditures for the next fiscal year. Through a series of conferences with the division of accounts and audits a budget for the ensuing year is prepared and submitted to the state board for approval.

Each March the time reports for all state office personnel who are not giving 100% of their time to the child welfare program are filed showing an allocation of time to the several programs administered by the department. As a rule it is necessary to keep time reports for the month

of May as well in order to get a more satisfactory average allocation of time. The persons reporting their time in this fashion include the members of the state board of social welfare, the various division directors, the personnel officer, the regional staff, staff members in the several bureaus in the division of family and children's services, various members of the division of research and statistics and the division of accounts and audits, and various members of the state office clerical staff.

Time charged by county directors and other county personnel who do not devote full time to the child welfare services program is allocated to that program in units of fifteen minutes of time for each pay period. Several attempts have been made to work out a formula for the charging of such time and if a satisfactory plan can be devised, the present method of a direct allocation of time for charges will be modified. Thus, there is an appropriate prorata distribution of cost for such expenditures as conferences outside the state or special staff development sessions which have both child welfare and public assistance content.

The time of any staff member, public assistance, or child welfare, which is used in direct services in the public assistance caseload is charged to the appropriate public assistance program. As of July 1, 1967, the plan for "special children's services" was terminated.

If a child welfare worker provides foster care services to an aid to dependent child, such services are again charged to the ADC program, in accordance with the approved policy material filed jointly with the bureau of family services and the children's bureau.

The financing of direct care of individual children and youth and unwed mothers is complicated by the legal structure for the local financing of such services. Such costs have traditionally been borne by the county poor fund. (In two-thirds of the counties, the county director carries the designation of "director of relief"). In addition, if the child is the child of a veteran the county soldier's relief fund may have primary responsibility for paying for the cost of care and keep of a child, youth, or unwed mother under eighteen. In some counties the institution fund pays part of the cost for care and keep of children who have been committed to one of the institutions under the management of the board of control and either returned or theoretically committed, but given care in a local facility in lieu of going to a state institution.

The state board has approved the re-institution of the plan which has been in effect from time to time when funds were available, for reimbursing counties for part of the cost of foster care. The state board has adopted the principle that up to 50% of the cost should be paid from state funds if federal and state funds are available for this purpose. Because of the general limitation of funds made available to the department and since the legislature appropriates separate funds for the board of control, this reimbursement has not been made available except for limited periods of time to wards of the board of control.

O. Coordination With AFDC Program

Iowa has had a tradition of an integrated program of social services to children and youth and their parents at the local level whether or not such children were in need of financial assistance. The structure of the state department at the time of reorganization in July, 1963, when the division of family and children's services was established has strengthened this tradition, which in fact existed more completely at the local level than at the state level. The specific aspect of this coordination in terms of the requirement of the bureau of family services and the children's bureau are outlined in the following section.

1. Policy Development

At the time of the reorganization in 1963, the bureau of program planning was charged with responsibility for developing policy in both public assistance and child welfare. However, with the establishment of the bureau of children and youth services and a refocusing of the bureau of program planning to a bureau of family and adult services, there has been a division in responsibility for policy formulation and development. However, the coordination of this activity between the two bureaus is the responsibility of the director of the division of family and children's services.

2. In-take Services in Relation to the Full Range of Services Available

While county departments have been allowed considerable latitude in developing the administrative pattern at the local level, there has been an administrative emphasis upon an integrated intake service which would incorporate the range of services provided within the child welfare program with the services to be provided any child in the ADC program. When intake services are integrated recognition is given to the need to have qualified staff carry this responsibility and to the fact that many persons who are not in financial need apply for and receive child welfare services. In the smaller rural counties this integration at the point of intake is brought about automatically, because of the limited staff available. In the larger urban counties where there are specialized child welfare units, there tends to be a separation or a lag in carrying out the intended coordination in services.

3. Intra-referral of Cases for Direct Services Within County Departments

Several years ago there was a tendency to stress a separateness in skill and ability in providing child welfare services, especially when the program contained a higher proportion of professionally trained staff members. The current policy is not to refer cases between the public assistance and child welfare staff units, but rather to have the public assistance worker carry the cases assigned using the consultation of child welfare personnel in meeting special needs. The emphasis that has taken place with the advent of a more

highly developed in-service training program has strengthened the validity of this policy position, thus eliminating the emphasis on "special children's services".

4. Consultation With Respect to Child Welfare

The regional supervisors of services and of foster care provide consultation on casework services to children and youth and their families to both public assistance and child welfare personnel endeavoring to upgrade the skills of both equally and to make the full range of services to children in public assistance families equally available. In county departments, the child welfare supervisory personnel and the child welfare personnel with special experience are available to give consultation and guidance to other supervisors or upon request, to caseworkers in the public assistance program. Every effort is made to fully utilize the total skills of staff in meeting the needs of children and youth and their parents.

5. Staff Training

While the program of the bureau of staff development has placed some emphasis both in terms of designated training personnel and in terms of course content upon the special service aspect in both ADC and child welfare, there is much content which is related to both, such as, generic concepts of human growth and development, parent-child relationships, husband and wife and marital counselling relationships. The bureau of staff development provides both generic and specialized training in relation to services in ADC and in child welfare. There is mutual planning and coordination in terms of the training offered.

6. Community Planning

Gaps in services to children and youth are equally significant in ADC and child welfare, thus county directors and regional personnel are encouraged to find ways and means of bringing together community resources in behalf of meeting the needs of children and youth. County staff are similarly helped to identify unmet needs relating to the total life experience of children and youth and to help their communities understand such needs. Local staff also need help in knowing and using both local and state resources.

P. Relationships to Other State Departments

The state board of social welfare in carrying out its responsibility for child welfare services has developed a wide range of relationships with other state agencies and departments. These are summarized below.

1. Relations With the Board of Control of State Institutions, State Office

While the next section "Q" describes the institutions under the management of the board of control, close relationships have been developed with that department in its central office. These have included a continuing relationship with the children's division and its director with respect to planning for county departments to assist in the placement of children from the institutions for dependent and neglected children. The director of the division has served as the executive secretary on a limited part-time basis of the Iowa commission on children and youth, since 1960 when this position passed from the staff member in the department of social welfare who had carried that responsibility for the previous decade.

The supervisor of field services has been designated by the director of the division of corrections as the staff person assigned to the position of administrator of the compact on juveniles. There has been close liaison between the supervisor of the special services section in the division of family and children's services and the compact administrator with respect to working out plans for specific youth on a case referral basis, especially if local planning did not appear to work out adequately for such youth.

Close ties have been maintained with the chief social worker in the division of mental health with respect to planning for the mental health services provided by the four institutes for children with emotional disturbances who were given care and treatment within the institution or on an out-patient basis. A formal agreement has been drawn up between the two departments with respect to the delineation of county responsibility for the follow-up of mental health services to persons released under various plans from the mental health institutes. However, this document is still waiting ratification by both boards although there has been general agreement with respect to it.

A joint statement defining the relationship between the two hospital schools for mentally retarded children and the county departments of social welfare was approved by both boards in 1962. This document has constituted a working relationship between the departments and has been a specific commitment to provide local social services to mentally retarded persons and their families.

The board of control and the board of social welfare established in 1965, a staff committee to explore ways and means of coordinating the services of the two departments where feasible. A report was submitted to the two boards recommending the consolidation of the child placement activities of both departments, but the statement awaits ratification and implementation. However, in April 1967, the two boards did agree to proceed in working out as a first step joint regional offices with some thought to developing as a second phase the consolidation of these offices.

The 62nd General Assembly received a bill in both the Senate and the House recommending the consolidation of the two departments into a single "department of social services". This proposal was developed by the public administration service of Chicago which had been employed under legislative authorization given to the governor for the purpose of considering the reorganization of the total state government of Iowa.

2. Relationship With the State Department of Health

a. Division of Sanitary Engineers and Hospital Division

The children's boarding home statute (Chapter 237, Code of Iowa) establishes a mandatory relationship between the state board of social welfare and the state department of health by requiring that no license may be issued by the department of social welfare to a children's boarding home unless the state department of health attests to the fact that the "premises are in a fit and sanitary condition". Specific procedure has been developed in written form covering the administrative details for carrying out this statutory provision.

With the enactment of the present hospital law, the state department of health was given responsibility for licensing all hospitals, including by implication "maternity hospitals" which were also covered by Chapter 236 of the Code placing this latter responsibility with the department of social welfare. In order to avoid the duplication of staff energy and the confusion that would have ensued by dual licensing procedure and agreement was entered into between the two departments in 1949, whereby the state department of health would issue all hospital licenses including any maternity home providing delivery service within its institution. The department of social welfare continued to license the institutions which provide maternity home care in a social service setting primarily for unwed mothers under the provision of the children's boarding home statute referred to above.

b. Divisions of Maternal and Child Health and Public Health Nursing

Cooperative relationships have been developed with both the division of maternal and child health and the division of public health nursing with respect to the development of day care standards and in considering specific health care problems in day care and other institutional care. Both the director and field nurse for the division of maternal and child health have provided consultation to the day care staff of the department and to personnel in the field. Public health nurses have also been used in a consultative role in the field. The director of maternal and child health is a member of the day care advisory committee.

The division of maternal and child health has also provided consultation with respect to specific child care procedures and child health procedures in various institutions, particularly with respect to infant and maternity care.

The division of public health nursing also participates extensively through district and county nurses in providing advice and consultation to county child welfare personnel with respect to specific case situations either referred to the nurse for consultation by the child welfare worker or vice versa by the nurse to the county child welfare services program.

c. Division of Vital Statistics

Cooperative relationships have been developed in the division of family and children's services with the division of vital statistics in respect to birth registrations and changes in names brought about by adoption decrees. There is a free sharing of information by both divisions within the framework of confidentiality established by statute.

d. Public Health Education Division

Occasionally, the department, especially the bureau of staff development, utilizes the facilities of the public health education division borrowing film and literature for this purpose.

3. Relations With the State Department of Public Instruction

a. General Consultation in Elementary and Secondary Education

Several ties have been established with the state department of public instruction. Staff members of this department have given consultation to the division of family and children's services with respect to various standards for curriculum, program and teaching staff in elementary and secondary education and more recently in the area of nursery schools and pre-schools. This consultation has assisted the Bureau of children and youth services in evaluating and developing an educational program within the institutions licensed by the department.

The activities of the department of public instruction in conjunction with the "head start program" have involved the department more directly in joint planning with respect to day care activities carried out through county departments of social welfare. Joint planning and standard setting between the two departments has also involved some mutual discussion with the office of economic opportunity.

The state department of public instruction is charged by statute with the obligation of reimbursing local school districts for the tuition of children living in licensed boarding homes who attend the local public schools. The local superintendent of schools sends a list of children for whom tuition claims are made to the department of public instruction and annually this list is cleared with the division of family and children's services in order to determine that the children have, in fact, been in licensed foster family homes.

b. Division of Special Pupil Services

With the advent of social services under the elementary and secondary education act, closer ties have been developed with the division of special pupil services so as to promote the coordination of such services at the county level. Staff members from both departments participate in many state coordinating and advisory committees relating to programs of mutual concern and interest involving children and youth.

c. Division of Vocational Rehabilitation

Cooperative relations have been established with the division of vocational rehabilitation of the state department of public instruction in order to facilitate the development of program and referral of specific cases of older youth who would be eligible for such services.

4. Relations With the Board of Regents

a. State Services for Crippled Children

In addition to the relations with the several institutions for handicapped children operated by the board of regents (I-Q-p.11 to I-Q-p.13), the division of family and children's services and the state board of regents have developed cooperative relations in other areas of mutual concern and responsibility. The state services for crippled children operates within the structure of the medical school and the university hospitals at the university of Iowa. The directors of the division of family and children's services and the state services for crippled children have conferred periodically and sit in on state coordinating committees involving the development of plans for physically handicapped children. At the regional level, the supervisors of services are encouraged to work closely with field representatives of the state services for crippled children and county personnel take an active part in assisting at the field clinics operated by the medical service as well as referring children for diagnostic and evaluative studies through their family physician.

b. Foster Home Services for Clinics

For over a decade the department provided special staff for a unit known as the "social service unit" in east hall serving various clinics with the university; including speech, reading, pediatrics, psychiatry and others by developing a foster home program for the placement of children receiving care and treatment from such clinics. This service was transferred to the child welfare unit in the Johnson County department of social welfare and continues to provide the same general scope of activities, but directly under the supervision of the state and county departments of social welfare.

c. Units for Study of Mental Retardation and Emotionally Disturbed Children

Representatives of the department and particularly of the division of family and children's services have taken an active interest in promoting legislative goals and in developing recommendations which have brought special projects to the university. One of these was the development and eventual establishment of a diagnostic and research program for retarded children and a diagnostic, treatment and research program for emotionally disturbed children within the university medical complex.

d. Research Grants

The department maintains a continued interest in the development and promotion of research projects within the several institutions of higher learning under the management of the board of regents and in the past, grants have been made from child welfare funds available to the Iowa state university and the university of Iowa for specific projects in day care and in the area of public assistance.

e. School of Social Work

Close ties have been maintained over the years with the school of social work at the university of Iowa. These ties have included the granting of funds for special projects, the development of a certificate program for persons not taking graduate study in the field of social work, the carrying out of special institutes and the planning and designing of special studies and research endeavors. The counsel and advice of faculty from the school of social work is utilized frequently by the bureau of staff development and the supervisor of recruitment with respect to workshop content and to the development of undergraduate curricula in the field of social work. The counsel and guidance of the faculty is sought especially of the director of the school in matters relating to general administration, public relations and program developments.

f. University Hospitals, Hospital School for Physically Handicapped, etc.

Frequent use is made of the university hospitals and the complex of medical services provided in conjunction with the medical school and the university hospitals. These include the children's division of psychopathic hospital, the hospital - school for handicapped children and the child development clinic of the department of pediatrics as well as the specialities in medicine that relate primarily to child health. These various medical facilities provide diagnostic and treatment services to children referred from county departments in physical medicine, mental health and mental retardation.

To the extent needed, children are referred to other clinics and services of the university such as the speech and reading clinics for diagnostic and, at times, for therapy services. The department has provided summer staff to assist in the operation of dormitory facilities for children and youth participating in the summer remedial reading and speech programs.

5. Relations With the Employment Security Commission

Representatives of the employment security commission's youth division have participated in discussions with representatives of the state department of social welfare dealing with child labor; migrant labor; manpower development and training act projects; youth vocational testing and counselling; and the employment of older youth including mentally retarded youth or youth with special problems.

6. Relations With the Secretary of State

Permits "for the solicitation of public donations for charitable organizations" are obtained from the secretary of state. (chapter 122, Code of Iowa).

Similarly, "articles of incorporation" are filed with the secretary of state (chapter 504, Code of Iowa).

The secretary of state has agreed to notify as far as possible the division of family and children's services of permits issued for solicitation and of certificates of incorporation which are issued for a facility or organization serving children and youth.

7. Relations With the State Fire Marshal

During the past several years, the state fire marshal has participated actively in reporting to the division of family and children's services inspections made at the request of the department of children's facilities which are located in areas of the state where there is not a local fire department or marshal who could make such inspections and provide the required report as a part of the licensing process of the department. The division has called upon the state fire

marshal for special inspections of a children's facility when there was a question as to the adequacy and fairness of a local inspection. He has also provided counsel and guidance in setting up guidelines for fire safety.

8. Relations With the Mental Health Authority

Subsequent to the relocation of the Iowa mental health authority in the psychopathic hospital at Iowa City, it has been more difficult to develop the close relationship that existed when the state headquarters were located in the state department of health in Des Moines. Added to this has been the disposition on the part of both the director of the psychopathic hospital who is the director of the mental health authority and the director of the children's division of the psychopathic hospital to keep rather isolated from the operating agencies of government in terms of providing direct services to children and youth and their parents beyond those who come to Iowa City for diagnostic study and therapy.

While members of the staff of the division of family and children's services participated in the comprehensive mental health plan which was developed during the period 1965-1966, there has been relatively little incorporation into the plan of the concerns and recommendations of staff with respect to the role of public welfare in the mental health field, nor has there been a follow-up plan which has lent itself to close integration and participation on the part of the state department of social welfare.

At the county level there is close cooperation and inter-agency referral between county departments of social welfare and their local or area mental health centers. In some instances, the staff of the center is used to conduct training courses for the staff of the county welfare office. In other instances, there are staffings of cases in the county welfare office and there are frequent referrals of individual case problems to the local mental health center. However, the relationship between the mental health authority and the community health centers is not a close one, but rather one of available consultation since there has been no state funding of the mental health authority and its budget has only provided a small state office staff which sets guideline policies and procedures, but does not have any administrative responsibility over the local centers. About half of the counties in the state are now served by community mental health centers.

9. Relations With the Department of Labor

Several years ago the relationship between the former division of child welfare and the commissioner of labor was primarily concerned with improvements in the child labor law. However, the commissioner's office has been a weak one in the state government and there has been no major

change in the child labor law for the past several decades, even though an attempt was made prior to and following the 1960 White House Conference to update the statute the 62nd General Assembly was asked to restrict the employment of migrant children within the state at the urgings of a rather informally constituted state migrant committee. (A watered down amendment was passed on

10. Relations With the Legislative Research Bureau

From time to time, the staff members of the division of family and children's services have discussed legislative proposals with the director and other members of the staff of the legislative research bureau. Five legislators requested the bureau to make a study of the children's code and the outcome of this request was the establishment of a children's code study committee during the legislative session in January 1959.

The children's code study committee carried out its review of Iowa statutes during the four year period presenting a recommendation in 1961 for the adoption of the juvenile compact which was approved and in 1963 for a general revision of the juvenile court law and a revision of both the child welfare act of 1937 and the children's boarding home law. The latter two recommendations were adopted allowing for the first time the use of state funds and the payment for the "care and keep" of children and bringing all children in foster care under the protection of the children's boarding home law. The general revision of the juvenile court statute was not enacted until the 61st General Assembly in 1965. However, the study committee for the children's code completed its work in 1963 without actually reviewing the entire children's code nor establishing a "children's code" as such for the state of Iowa.

The legislative research committee did establish an ADC study committee during the biennial period, 1963-1965, which also reviewed in detail and made recommendations with respect to that program. This committee was particularly interested in the concept of training ADC mothers, but with the advent of Title V of the Economic Opportunity Act the committee was persuaded from making specific recommendations to this effect or earmarking the state appropriation for ADC since the department intended to set up a work and training program under the provisions of the new act.

11. Relations With the Progressive Action for Retardation Board

Under the provisions of a federal grant and a state appropriation enacted in the 61st General Assembly, the comprehensive plan for mental retardation was reconstituted as "PAR" - progressive action for retardation with an executive committee and a board. The director of the division of family and children's services has served on the executive committee and board and has facilitated a close relationship between the program development for that coordinating agency and the department's commitment with respect to mental retardation.

Q. Resources Outside State Agency for Child Welfare Program

A. State Institutions

A. Children's Institutions under the supervision and management of the board of control of state institutions.

1) Annie Wittenmyer Home, Davenport, Iowa

Scope of Program, According to statute, the Annie Wittenmyer Home "shall be maintained for the purpose of providing care, custody and education of such children as are committed thereto. Such children shall be wards of the state. Their education shall embrace instruction in the common school branches and in such other higher branches as may be practical and will enable said children to gain useful and self-sustaining employment. The board of control and the superintendent of the Home shall assist all discharged children in securing suitable homes and proper employment." Section 244.1, Code of Iowa.

Children are usually admitted by court order, but may also be admitted by the personal application of a parent or guardian approved by either a judge or the chairman of a county board of supervisors. Children are received from all counties in the state. However, preference is given to the children of veterans.

The program includes group living in small cottages; intramural education through the eighth grade; high school in the Davenport public schools; some vocational training and experience; medical care including part-time psychiatric consultation; recreation and entertainment activities.

In addition to the foster care program provided by the children's division, many counties are providing foster care locally taking advantage of the 1963 statutory change which allowed the use of the county institution fund to pay such costs. According to the biennial report for 6-30-66, "there are very few young children (under ten) in residence."

However, the change in the juvenile court statute (Chapter 232) in 1965 has brought about a change in the type of commitment so that more difficult children are now in care. The Home is developing in clinic services so as to make more adequate provision for treating the emotionally disturbed child.

The capacity of the Annie Wittenmyer Home is 315; however, for the past several years the population has been considerably below this capacity and during the biennium ending 6-1-66, the average resident population was 251, considered "optimum".

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The social service program of this institution is divided into two parts, intra and extra-mural. Within the institution, there is authorization for two trained caseworkers and three workers who compile social data with the assistance of the referring county agency; assists in the adjustment of children within the institution; and plans for their placement in cooperation with the director of the children's division of the board of control. The social worker, together with the director of psychological services for the board of control, study and develop plans for assisting children with special problems.

The children's division, together with the field services section of the division of corrections carries extra-mural social service responsibilities for the Annie Wittenmyer Home and the State Juvenile Home mentioned below. These responsibilities include a central intake service for both institutions; the evaluation of foster homes--boarding, work free, and adoptive homes; the placement of children in such homes and their supervision; approval of all releases; and advisory supervision of the social service programs of the two institutions. The children's division acts as liaison between the superintendents of these institutions and the board of control and advises the board in respect to the formulation of policy and procedure. The staff of the children's division consists of the director and eleven social workers and the staff of the field services section consists of the state supervisor and field personnel including the former juvenile parole officers.

Relations with the Division of Family & Children's Services.

"The Child Welfare Act of 1937" states that the responsibility of the board of social welfare is to cooperate with the Board of control in its management and control of state institutions and the inmates thereof. Within this framework, cooperative arrangements have taken place in reference to the formulation of policy and procedure in which the division of family and children's services and the board of control are mutually interested. (See also I-P-p.1 and 2)

The children's division participates actively in the Iowa Commission on Children and Youth and in the Child Care Division of the Iowa Welfare Association as well as in many coordinating committees which are endeavoring to improve and strengthen services to children and youth throughout the state which unfortunately in Iowa, are distributed as responsibilities of a number of different state agencies.

2) The Iowa Juvenile Home, Toledo, Iowa

Scope of Program. According to statute, the Iowa Juvenile Home "shall be maintained for the purpose of providing

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care, custody and education of such children as are committed thereto. Such children shall be wards of the state. Their education shall embrace instruction in the common school branches and in such other higher branches as may be practical and will enable said children to gain useful and self-sustaining employment. The board of control and the superintendent of the home shall assist all discharged children in securing suitable homes and proper employment." (Section 244.1, Code of Iowa)

The juvenile home provides group living in nine cottages on a dormitory basis and in two cottages students live in semi-private rooms. The population is made up of adolescent youth between the ages of 13 and 18.

Considerable stress has been placed on the educational program which includes the 7th to the 12th grades. Special education is provided at the junior high school level and the high school is accredited. Vocational classes are provided.

The juvenile home is also experiencing the referral of more disturbed children and youth which places additional demands on the program.

The normal capacity of the Iowa Juvenile Home is 200, however, the Home has been operating slightly below capacity for the past several years with a resident population of 188 on 6-30-66 but this represents an increase in residents.

The social service program of this institution follows the same administrative pattern as that explained for the Annie Wittenmyer Home. Within the institution there is a social worker who takes care of the intra-mural program of social service. The children's division of the board of control carries responsibility for the extra-mural social service program.

Relations with the Division of Family & Children's Services have been developed on a cooperative basis as explained above in relation to the Annie Wittenmyer Home.

3) Glenwood State Hospital School, Glenwood, Iowa

Scope of Program. According to statute, the Glenwood State Hospital School "shall be maintained for the purpose of providing treatment, training, instruction, care, habilitation, and support of mentally retarded persons in this state". (Section 222.1, Code of Iowa) This chapter continues the definition of the program by stating that admission to said institution may be either voluntary, by parents, guardian, or by county attorney, under such rules as the board may

prescribe or by commitments under Chapter 222 of this title.
(Mentally Retarded Persons),

The program of this school has been markedly updated in the past few years while at the same time there has been a marked decline in the population of the institution due to the policy of the board as explained in the introductory statement to this section. An emphasis has been placed on medical care and therapeutic treatment on the part of the various disciplines; the strengthening of the vocational training of those who have developed a vocational readiness and a strengthening of the overall program of activity within the institution. Research is the third program goal in addition to treatment and training.

The program of the school has been expanded to meet the needs of a child who is both deaf and retarded as a pilot project enlisting the close support and cooperation of the Iowa School for the Deaf at Council Bluffs.

Funds have been obtained under the Economic Opportunity Act of 1964 to develop an adult education program for the retarded over 18 years of age whose formal education had been curtailed and under the Manpower Development Training Act to provide formal vocational preparation for 48 young adult retardates through a six-month training program.

The medical program has been similarly expanded, physical therapy expanded; and a speech and hearing clinic established.

An extensive program of public relations has been undertaken through the establishment of "county days" in 1960 with over 300 citizens visiting the institution for a day of orientation to its program.

The normal capacity of the Glenwood State Hospital School, at present, in view of optimum conditions, but still in excess of standards for staff is 1379; population 6-30-65 1001; an additional number of 722 persons on leave.

The social service program is carried out by a staff of eight social workers those who are considered community consultants and work primarily out in the field. Those who work within the institution compile social data, correspond with relatives and friends of the residents and carry on counseling services within the institution. There has been a strengthening of intake procedure with a diagnostic study of those referred from county departments prior to admission.

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At the community consultant level, emphasis is placed upon the development of local services for retarded persons including a wide range of local facilities; providing consultation through county departments of social welfare to parents and relatives; foster home services; the utilization of employment counselors and vocational rehabilitation counselors at the local level and the encouragement of such resources as special recreation activities for retarded persons, sheltered workshops, etc. Consultants are not involved in direct services to retarded persons and their families, but rather in stimulating community services and acting as consultants to the staff members of local agencies.

Relations with the Division of Family & Children's Services have been developed within the framework of the joint statement of responsibility for the provision of community services by county departments of social welfare. While there has been some difference of opinion with respect to the "tightening up" of intake, there is general agreement in the development of local facilities and the maintenance of a close relationship between mentally retarded persons and their families and relatives even during a period of institutional care which is considered one of a number of services in a continuum of community services that are needed and utilized by retarded persons throughout their lifetime.

Training workshops have been conducted by the staff of the Glenwood Hospital School in cooperation with the University of Wisconsin and with other resource persons for the regional and supervisory staff of county departments of social welfare subsequent to the approval of the joint statement by the board of control and board of social welfare.

The division has participated during the current fiscal year, 1967 in a program financed by a grant to the Glenwood School providing a manpower development and training project for older mentally retarded youth. The institution provides a residential training period of possibly six months in a number of trade areas including restaurants and food service aid, laundry aid, filling station attendant aid and nurse's aid which would be below a licensed practical nurse. County departments of social welfare, by arrangement, have been responsible for coordinating community plans and working out residence arrangements for the trainees upon the completion of their course at Glenwood and the vocational rehabilitation counselor was given responsibility for developing a job opportunity within the area of training and skill of those trainees returning to their district.

4) Woodward State Hospital School, Woodward, Iowa

Scope of Program. According to statute, "the Woodward State Hospital School shall be maintained for the purpose of providing

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treatment, training, instruction, care habilitation, and support of mentally retarded persons in this state". (Section 222.1, Code of Iowa) The Woodward State School also provides residential care for convulsive patients.

There were just under 1,000 residents at Woodward State Hospital School as of May 30, 1967 with an additional 200 on leave. It is anticipated that the population will be further reduced and will total in both categories as an optimum population.

There has been an improvement in the program of the Woodward State Hospital School similar to that of the Glenwood institution with an emphasis on specialized training, treatment and care. A program meeting the needs of the blind retardates has been especially funded as well as a program of adult education under OEO.

In the medical area two additional grants made it possible to undertake an inservice training program in the nursing department and diagnostic evaluative brief care programs.

The social service program is carried out by a staff of eight full time social workers to carry the same functions and duties as those outlined above for the Glenwood State Hospital Schools.

The relationship of the department of social welfare with the staff of the Woodward Institution has been essentially the same as that developed with the personnel at Glenwood and the joint statement between the two administrative boards covers both schools equally.

Both institutions have given considerable attention to the intra-mural training of various groups at the community level such as county officials, ministers, public health nurses, etc.

5) Iowa Training Schools for Boys, Eldora, Iowa

Scope of Program According to statute, "the state training school at Eldora shall be known as the 'Iowa Training School for Boys'". (Code of Iowa, Section 242.1) The scope of the program of the institution is outlined in the same chapter of the Code and gives the superintendent responsibility to "discipline, govern, instruct, employ, and use his best endeavors to reform the pupils in his care so that, while preserving their health, he may promote as far as possible, moral religious and industrious habits."

The program has been updated under the Division of Corrections of the board of control with progressive concepts of rehabilitation and training for the youth committed to the Boy's Training School. The scope of vocational training has been enriched to include a variety of trades and technical skills and the entire period of institutional residence is considered a phase in the total plan for the youths.

The superintendent describes the program in the biennial report, 6-30-67: "Today's program is based on careful study and analysis of the motivation of human behavior wherein the disciplines of education, casework, group work, psychology, psychiatry, medicine, nursing, vocational education and religion are integrated to adopt a treatment program according to the individual needs of the adolescent boys under our care."

The training school maintains an active interest in the development of related programs at the local level and its staff devote considerable time to the interpretation of modern concepts of juvenile correction services.

The normal capacity of the Iowa State Training School for Boys is 290 and is kept in control by reduction in the length of stay of boys who have shown sufficient improvement to be returned to their home or another community which the average stay at the present time is under five months. The population on 7-1-67 was 315.

The social service program. With the upgrading of the institution, there has been a marked strengthening of the social services and related programs under the supervision of trained personnel. The intake procedures, diagnostic studies, treatment plans are carefully developed for each youth and related to his needs and the progress he makes in the program that has been developed for him.

The social work staff within the school consist of a supervisor, assistant supervisor, and eight social workers as of the end of the biennial period 6-30-66. This staff is part of a ~~clinical~~ team which includes psychiatric and psychological personnel as well.

The juvenile parole service under the direction of the chief of field service serves both training schools. This service is organized into three districts each supervised by a trained social worker. There are 16 juvenile parole agents working from these regional offices. While the juvenile is committed to the training school until age 21, the average length of time he is on parole is one year. Youth are returned to their own homes, to foster homes and to group homes.

Relations with the Division of Family & Children's Services

Because the two training schools have maintained parole officers and have increased the number of such personnel, there has been a tendency over the years to operate the parole program for juveniles committed to the two training schools rather independently of the services that could be provided through county departments of social welfare. County directors and their staff are frequently asked to provide social studies for youth committed and may be involved in the initial workup of a case for consideration by the juvenile court especially if the youth and his family have been known to the county department of social welfare. Social services are provided through county staff to the two training schools upon request.

With the strong movement toward a reorganization of the state government which would combine the board of control and the department of social welfare, there has been added emphasis placed upon a closer relationship between the two departments in relation to planning and serving the needs of children and youth. The two boards acted in April, 1967 established a policy of developing single regional offices for the staffs of both departments as a first step in closer coordination of local services. It is anticipated that there will be further integration of staff services whether or not there is an official reorganization of the two departments.

6) Iowa State Training School for Girls, Mitchellville, Iowa

Scope of Program. The statute providing for a state training school at Mitchellville known as the "Iowa Training School for Girls" provides for the same scope of program as that defined above for the training school for boys.

While there has been an upgrading of program at the training school for girls during the past decade this has not been as marked or as significant as that reported for the boy's training school. The population of the girl's training school remains relatively small so there has not been the same pressure for early release of those committed on parole as there has been for the boy's training school.

The normal capacity of the Iowa Training School for Girls is 120 however, the population remains below capacity.

The social service program. Along with an upgrading of the overall program of the training school for girls has been a strengthening of the social service program by the employment of a full time social worker (and anticipation of a full staff of three social workers). The program provides for individual counseling, diagnostic evaluation, staffing and family interviews. Girls ready for release are placed by the juvenile parole service described above.

Relations with the Division of Family & Children's Services
The discussion given above in respect to the relations with the training school for boys applies to both training schools.

d. Child-care Institutions under the direct supervision of the board of regents

The board of regents has by statute been given responsibility for the following institutions providing diagnostic and treatment facilities for children and youth who have special needs.

1. Iowa Braille and Sight-Saving School, Vinton, Iowa

Scope of Program. The Iowa Braille and Sight-Saving School is an educational institution which offers complete educational opportunity to the visually handicapped boys and girls from kindergarten through high school.

The admission policy of the school is outlined in Chapter 269, "Iowa Braille and Sight-Saving School", Code of Iowa.

"269.1 Admission. All blind persons and persons whose vision is so defective that they cannot be properly instructed in the common schools, who are residents of the state and of suitable age and capacity, shall be entitled to an education in the Iowa braille and sight-saving school at the expense of the state. Non-residents also may be admitted to the Iowa braille and sight-saving school if their presence would not be prejudicial to the interests of residents, upon such terms as may be fixed by the state board of regents."

Student Enrollment. Total enrollment has been averaging about 151 children and youth between kindergarten and twelfth grade.

Content of the Schools' Program. The primary purpose of the school is to provide an academic program for its students. The annual report for the biennial year 1964 states "the high quality of the program is insured by maintaining a well trained staff of teachers, houseparents and other personnel; by maintaining small classes where each child can receive adequate individual attention; by maintaining an attractive and functional physical plant; by maintaining an adequate supply of equipment, books, and supplies; and by maintaining an up to date and comprehensive curriculum... Since some of the students have enough sight to read large print all text books used are available in both braille and large type. An extensive supply of related material is also available to students on Talking Book Records and on tape recording. Such special devices as braille writers

slate and styli, relief maps and globes, large magnifiers and various types of tactual models are used throughout the school."

In addition to the academic program there are opportunities for classroom and individual music instruction, physical education, industrial education including home economics courses at the junior and high school levels, craft courses for younger students and industrial education in such areas as woodworking, metal working, plastics, ceramics, home mechanics, drafting, auto mechanics, painting and piano tuning. In addition, a comprehensive program of business education is provided. There is a specialized course in the area of "orientation and mobility", this being one of the new developments in training for the blind since the World War II.

An effort is made to develop social skills and a variety of activities at the school and attention is given to insure good health and proper eye care of the students. Students and parents are encouraged to maintain strong homes and family relationships and as a result, it is stated that 50% of the student body go home each weekend.

Relations with the Division of Family & Children's Services

While the Iowa Braille and Sight-Saving School is one of the real resources to be utilized by county departments in working with blind children and their parents, there is only limited contact between personnel of the division and the administration of the school. The board of regents has had a field representative for many years who has maintained contacts as the representative of the school with parents in home communities.

The expansion and development of local programs for the blind under the stimulation of the division of special pupil personnel services has lessened to a considerable extent the need for and utilization of a specialized school for the blind.

2. School for the Deaf, Council Bluffs, Iowa

Scope of Program. "The object of the Iowa School for the Deaf is to promote a thorough education for children between the ages of five and nineteen who are too deaf to be properly instructed in the public schools of the state". (Report of State Board of Regents, 1964)

Chapter 270, "School for the Deaf", Code of Iowa, enunciates the admission policy of the school:

"270.3 Admission. Every resident of the state who is not less than five nor more than twenty-one years of age, who is deaf and dumb, or so deaf as to be unable to acquire an education in the common schools, and every such person who is over twenty-one and under thirty-five years of age who has the consent of the state board of regents, shall be

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entitled to receive an education in the institution at the expense of the state. Nonresidents similarly situated may be entitled to an education therein upon such terms as may be fixed by the state board of regents. Nonresidents who are both deaf and blind shall be considered as nonresidents for the purposes of this chapter, when less than two years residence has been completed by the applicants for admission. The fee for nonresidents shall be not less than the average expense of resident pupils and shall be paid in advance."

Student Enrollment. The total number of students enrolled for the academic year 1963-1964 was 325.

Content of School's Program. At the primary level, instruction is provided largely in speech and language so that upon entering the school program, the children are able to take first grade work or better.

At the high school level, instruction is provided both orally and in writing. In addition, there is use of finger spelling and a few manual alphabet classes are provided as required. The program "embraces a full elementary and secondary training with considerable emphasis on industrial arts training". In addition, attention is given to opportunities for social life and for athletics.

Vocational training, according to the superintendent, contributes to the needs of the school's community with classes in baking, shoe repair, book bindery and printing. There are advanced classes in cabinet making, a general shop in leather craft, woodworking and metal work. There are also courses in homemaking and it is possible for students to take extra vocational training if they do not intend to go on to college.

Relationship with the Division of Family & Children's Services

The comment given above for the Iowa Braille and Sight-Saving School is appropriate in relation to the Iowa School for the Deaf. A field agent for this school also serves the communities and tends to reduce the direct relationship with local child welfare services programs.

3. Hospital School for the Severely Handicapped, Iowa City

Scope of Program. Code of Iowa, Chapter 263.9 - .11, "Hospital-School for Handicapped", enunciates the program of the Hospital-School and its admission policy as follows:

"263.9 Establishment and Objectives. The state board of regents is hereby authorized to establish and maintain in reasonable proximity to Iowa City and in conjunction

with the State University of Iowa and the University Hospital, a hospital-school having as its objects the education and treatment of severely handicapped children. Such hospital-schools shall be conducted in conjunction with the activities of the University of Iowa children's hospital. Insofar as is practicable, the facilities of the university children's hospital shall be utilized."

Persons under the age of twenty-one who are severely handicapped and unable to acquire an education in the local schools and persons beyond the age of twenty-one by special arrangements are entitled to "receive an education, care and training in the institution". Nonresidents may also be admitted under special arrangements as may persons under the care of the Board of Control who are severely handicapped are eligible for transfer to the school again under special arrangements.

"Severely handicapped" is defined as a person who is educable but severely physically and educationally handicapped as a result of a variety of physical limitations and who are not eligible for admission to state schools which are already established and have been described above.

The hospital school conducts the following two program areas under the supervision of the director:

1. Children's rehabilitation section

This section provides treatment, education and training for up to 55 physically handicapped children and youth who are in residence. The resources of the school's inter-disciplinary staff as well as the resources of the university, especially those of the medical complex are utilized in carrying out the school's program.

2. Preschool section

A day school program for 100 educable retarded children from the Iowa City Community School District provides a program of training for the preschool through the elementary grades. It is anticipated the program may be extended to include a class of trainable retarded children from Johnson County.

Two additional units are housed in the hospital school but these are under the supervision of the head of the department of pediatrics. They are:

3. Child development clinic

This clinic provides diagnostic evaluation and counseling services for parents as well as staff training and research in the area of mental retardation.

4. Children's research unit

This unit conducts research in the broader field of pediatrics and has four residential beds within the hospital school program.

Relations with the Division of Family & Children's Services

The child welfare services program of the state and county departments include services to handicapped children. The hospital school constitutes one of the important resources utilized in providing such services. Regional staff interpret the program to the school and county departments are involved in referral procedures in providing services to parents while the child is in the school and in helping to work out financial problems.

From time to time, the staff of the school have provided training sessions for state staff with respect to the needs of handicapped children and the staff of both agencies participate in joint planning for handicapped persons as members of state coordinating committees.

4. The Child Psychiatry Service, Psychopathic Hospital, State University of Iowa, Iowa City

Scope of Program. The 58th General Assembly in 1959 appropriated funds for the construction and equipment of facilities for:

- a. The observation, diagnosis, care and treatment of emotionally disturbed children.
- b. A program of research, study and training of professional workers in respect to the care, treatment and training of disturbed children.

The child psychiatry service operates the following programs:

- a. An out-patient diagnostic and treatment service for disturbed children and youth up to age 16 from over the state. Parents must be willing to become involved in the treatment process.
- b. A 21-bed in-patient hospital for disturbed children and youth offering "short term" intensive treatment.

Referrals are received from clinics, physicians, juvenile courts, county workers from over the state and many youth and their parents are referred back to community resources for therapy.

Relations with the Division of Family & Children's Services

The child psychiatry service provides a centralized state resource for the diagnosis and treatment of a limited number of emotionally

disturbed children and youth from over the state along with the children's units in the four mental health units under the board of control and the several local mental health clinics. County departments use this resource in evaluating and planning services for disturbed children.

5. Pediatrics Department, Medical School, State University of Iowa, Iowa City

Scope of Program. As a part of the complex of the University Hospitals with its broad program of services to the people of Iowa, the Department of Pediatrics serves children and youth throughout the state providing a wide spectrum of medical, diagnostic and treatment services. (Chapter 255, Code of Iowa)

In addition to the pediatrics program, the Department of Obstetrics provides services to unwed mothers who are sent through the issuance of hospital papers or clinical pay papers from county departments for a brief period of pre-natal, delivery and post-natal care.

Relations with the Division of Family & Children's Services

Over the years, a close relationship has developed between the various clinics and departments of the university of Iowa with respect to the referral of children and youth for diagnostic and treatment services. The several social service departments affiliated with various clinics have an inter-mural organization and there are periodic meetings between the representatives of the several clinics and representatives of the division.

Special orientation sessions have been held for regional staff with representatives of the several clinics in order to keep abreast of program developments and to facilitate the referral of children and youth through the various clinics for the services they provide.

6. State Services for Crippled Children, University of Iowa, Iowa City, Iowa

Scope of Program. The state services for crippled children which is located in the hospital-school in the medical complex of the state university of Iowa, carries out a broad range of diagnostic services through field clinics and provides medical therapy through the facilities of the University Hospital complex, particularly the department of pediatrics as a part of a federal-state program of services to crippled children.

Relations with the Division of Family & Children's Services

For a period of years, the department furnished psychological services to the mobile clinics until the department gave up its psychological staff. The county director in the host county for the mobile clinic provide services at intake and lend such

assistance as may be requested on the days that the clinic is held in their county. Referrals are made to the clinic from counties within the region. Follow-up services are provided in cooperation with the field staff of the state services for crippled children.

Over the years, there have been close relationships between the director of state services for crippled children and the administrative staff of the division of family & children's services. Staffs of both agencies participate in statewide planning committees and specific arrangements have been made from time to time for uniting the resources of both agencies in terms of program planning.

The director of state services participated actively in legislation leading to the enactment of an abused child statute and the director of the division of family & children's services participated on numerous occasions in legislation relating to various aspects of child health care at the university including many of the services utilized by the state services for crippled children.

7. Mental Health Authority, State University of Iowa, Iowa City

Scope of Program. The Iowa Mental Health Authority was authorized by Chapter 225B, Code of Iowa and is located in the medical complex of the university of Iowa, Iowa City. The director of the Psychopathic Hospital is also director of the Mental Health Authority. Very limited state funds are used in carrying out the program except as these relate to the payment of salaries for persons who participate in the program while engaged in other activities financed by state funds such as the director. Local funds constitute the bulk of resources for the operation of 20 Iowa community mental health centers as of May 1, 1967 located generally in the eastern half of the state although new clinics have been spreading into the southwest and northwest sections of the state in recent years.

The mental health clinics vary somewhat in program since they are primarily under the direction of a local voluntary board but most of the clinics provide diagnostic and therapy services to both adults and children. The Des Moines Child Guidance Center financed in part by mental health authority funds has provided services to children and their parents only.

Relations with the Division of Family & Children's Services

Because there has been a tendency to relate primarily to local needs, there was relatively little emphasis placed on statewide planning and coordination. The division of family & children's services has not developed close ties with the state mental health authority or the local mental health clinics.

However, at the county level, much closer ties have developed in terms of participation in the referral of children and youth and their parents, the obtaining of diagnostic studies and the utilization of staff in the

mental health clinics in training local staff members in the field of mental health. In many instances, county boards of supervisors have made a lump sum payment to the mental health clinic in their own or in a neighboring county and in return have contacted for services for the local public welfare agency.

2. Voluntary Agencies

Traditionally in Iowa, there has been a close working relationship between public and voluntary agencies. This has been facilitated by mutual activities in the child care division of the Iowa Welfare Association which was the successor to the Iowa Association of Children's Agencies and Institutions. In addition, the executives and board members of private agencies have participated in the development of rules and regulations governing the licensing of children's facilities, and have joined with the staff of the department in many study committees leading to legislative change or to program development and coordination.

With the advent of specific funds for foster care being appropriated for the first time by the 62nd General Assembly, there has been an expression of concern that there might be an overuse of both public and voluntary foster care services rather than emphasizing the extension and strengthening of basic child welfare services to children in their own homes. This emphasis remains as a primary concern of both the department and the voluntary agencies. The private agencies have contributed frequently to an interpretation of the need for a strong public child welfare service and have lent their support to this conviction in many ways by interpreting this to their own boards, to public bodies and to the legislature.

For the past five to ten years, there has been an excess of institutional space for dependent and neglected children resulting from a strengthening of both services to children in their own home and local foster family services. Many of the voluntary agencies have converted their programs of "custodial care" to programs of treatment of emotionally disturbed children. Several residential facilities have been closed, others that provided dormitory care have changed such care to group care in smaller units even placing partitions in the dormitories and employing more houseparent staff on a full or part time basis to provide for small group relationships.

With a few exceptions, private agencies and institutions tend to be located in the larger urban centers. Several provide statewide services and there continues to be the provision of services by several secular groups primarily, the Catholic, Lutheran and Methodist denominations. These secular organizations provide services beyond the limits of their own religious constituency and endeavor to contribute to overall state planning and the coordination of services.

The department has attempted to discourage the expansion of institutional facilities for dependent and neglected children and has encouraged the development of group home activities and the development of specialized institutional care for the emotionally disturbed, mentally retarded and severely handicapped. While the department has tried to discourage the establishment of additional institutional programs, it has not felt it could prohibit any group from developing a program that met licensing requirements.

County departments refer many children and youth to child caring and child placing agencies especially the latter since the department discourages county departments from participating in adoptive placements. Since the amount of institutional space available for the treatment of disturbed children is limited it is necessary for many counties to "shop around", among the agencies and institutions in order to secure an institutional opening for a child needing such care. The lack of skill, at times, on the part of the public welfare worker has allowed a situation to become a crisis before the agencies have been asked to assist. If state funds are appropriated which can be used to pay part of the cost of county supervised foster family care, it is probable that there will be a reduction of the need for institutional care of many children who had been referred in the past to voluntary agencies.

Representatives of the voluntary agencies have been participating actively as members of the study committee and sub-committees on Long Range Child Welfare Needs as interpreted in the next section. In addition, there has been some participation by voluntary agencies in the activities of the Iowa Commission on Children and Youth which continues to meet regularly although the participation of the voluntary agencies has been much less active subsequent to the 1960 White House Conference.

R. Long Range Plan for a Comprehensive and Sound Child Welfare Program and Specifically, for the Achievement for the 1975 Goals

At the request of the state board of social welfare, the Iowa Commission on Children and Youth organized the Study Committee on Long Range Child Welfare Needs in July, 1966. The Committee has met monthly since September, 1966 and approved a study plan which is contained in Appendix C of this plan. During the first several meetings, the Committee became familiar with Iowa's Child Welfare Services Program and reviewed on a preliminary basis the following areas:

1. A projection of child population in selected counties in Iowa.
2. A report on institutional care in the state.
3. A report on the care of dependent and neglected children.
4. A report on foster care services.
5. A report from a sub-committee on legislative issues.
6. A report on day care and homemaker services.
7. A report on services to unmarried mothers.
8. A report on interstate movement of children.

Twelve sub-committees were appointed and asked to prepare reports to be presented to meetings of the study committee during the remainder of 1967 with all committees reporting on or before December of that year. The following sub-committees were appointed with a chairman and with a membership of persons who had a particular interest in the area of study.

1. Services to Children and Youth in Their Own Home
2. Foster Family Care Services
3. Adoptive Home Care
4. Institutional Care
5. Services to Unmarried Parents
6. Coordination with School Social Work
7. Consultation and Supervision
8. Staff Development
9. Recruitment
10. Research and Statistical Reports
11. Public Information
12. Innovative Social Work Services

The scope of each committee's assigned area was defined in the study plan as well as a "model plan for the analysis of data by each committee" was suggested as the basis for each committee's operation. Staff services were to be provided by the Division of Family & Children's Services.

Each committee was asked to review four topics in its area of study, namely - 1) programming, 2) staffing, 3) funding, 4) legislation and to establish a priority for recommended activity with respect to each of these topics for the next five biennial periods running from fiscal 1968 through 1975.

The text of the study plan as well as the membership of the committee and the chairmen of the sub-committees is contained in Appendix B. This plan constitutes Iowa's plan for the progressive extension of child welfare services with a view to making them available by July 1, 1975, in all political sub-divisions of the state and for all children in need thereof.

The plan provides that each sub-committee shall assess the adequacy of the base of child welfare services in relation to the area of the committee's study including: laws, financing, staffing, and evaluation of the present state of development of the program area studied; and an analysis of gaps and limitations. The "plan" provides for an annual assessment of progress made in achieving the goals established for 1975 and provision has been made to incorporate these goals into the annual plan and budget each year.

It is anticipated that the state department of social welfare will incorporate the recommended action for each fiscal year coming from the twelve sub-committees into the annual budget for Iowa's child welfare services program as submitted to the state board and the Children's Bureau for approval. The study plan provides a design for evaluating the progress made in implementing the long range plan.

S. Other Segments of the Basic Plan Dealing with Merit System and Non-Discrimination

1. Personnel administration on a merit basis

The merit system provisions under which all employees of the state and county departments of social welfare are employed, have been submitted to the Children's Bureau. These provisions continue to be the basis for employment practices of the department. These are outlined in the following sections of the Employees' Manual which is currently on file with the regional representative and kept up to date by the submittal of any changes of material.

- a) Merit system regulations (Section II, Chapter 1)
- b) Classification plan (Section II, Chapter 2)
- c) Compensation plan (Section II, Chapter 3)
- d) Employee's evaluation (Section II, Chapter 4)
- e) Leave regulations (Section II, Chapter 5)

The state department of social welfare has adopted the joint submittal of material relating to the merit system personnel administration as the procedural basis under which the merit system director of the Iowa joint merit system council transmits to the department of health, education and welfare all material relating to the merit system personnel administration which is required by law, rules or regulations to be submitted by the department to the federal agency.

2. Nondiscrimination in Federally Assisted Programs Under Title VI, Civil Rights Act of 1964

Iowa has submitted the necessary compliance material covering non-discrimination as defined by the department of health, education and welfare jointly to the Bureau of Family Services and the Children's Bureau.

The policy and procedure of the department with respect to county child welfare services provides for non-discrimination of such services in relation to race, color, national origin, financial and social status as well as residence status.

Children's agencies, institutions and day care facilities licensed by the state department or used by the county departments for the placement of children and youth were notified to comply by a "Notice to Child Placing Agencies, Child Caring Institutions and Day Care Centers Regarding Civil Rights Act of 1964", CW-3801-3. This notice has been sent out with each new or renewed license since June 11, 1965.

3. Reports

The department, through its division of research and statistics will make reports with respect to any phase of its child welfare services in such form and containing such information as the Bureau may require. It will comply with such provisions as may be necessary to assure the correctness of the data reported.

Part II - Local Child Welfare Program

A. Local Agency or Office

The direct services of the child welfare program are carried out through the county department of social welfare. There are 99 county departments and each is responsible for the provision of child welfare services in their respective county. The child welfare program is established by state law. (Chapter 235, "Child Welfare", Code of Iowa)

The state department of social welfare is given basic responsibility for the administration of the child welfare program and this responsibility is delegated largely through administrative policy to the county department.

B. Local Boards of Social Welfare

The county board of social welfare is the title of the governing body of the county department of social welfare. The statutory provisions governing the appointment and listing the duties of the county board of social welfare are found in Chapter 234 and Chapter 235 of the Code of Iowa in the sections listed below:

- 234.9 County Board of Social Welfare
- 234.10 Compensation of County Board Members
- 234.11 Duties of County Board
- 234.12 County Board Employees
- 234.13 Compensation of County Board Employees
- 235.4 Duties of the County Departments (with respect to the Child Welfare Act)

The county department is charged with the duty of cooperating with the state department in carrying out the provisions in Chapter 235 of the Iowa Code which establishes a child welfare program. Since each county does have a policy-advisory board established for the categorical assistance programs, these boards are used to help establish local child welfare policy within the guidelines provided by the state department. These boards also serve an advisory function of helping the county department develop resources to meet child welfare needs of a particular county; such as, securing county funds to pay for foster care.

Members of the county board are appointed to one-year terms by the local county board of supervisors. This is a part-time position with most boards meeting one day per month. Members are paid three dollars per day plus expenses on days that the board meets. In counties of less than 33,000 population three board members are appointed and in counties of over 33,000 population five board members are appointed.

C. Executive Head of Local Agency

The executive head of the county department of social welfare is known as the county director.

D. Advisory Committee to the Local Agency

Local advisory committees have not been utilized in conjunction with the child welfare program. To date the county board of social welfare has served in this role. Occasional ad hoc committees may be formed around a particular problem, but these committees have not had any consistent influence on the child welfare program.

E. Organization and Responsibilities of the Local Agency

The predominant type of organization through which child welfare services are rendered in the county is the "integrated" county department of public welfare. These agencies have responsibility for the operation of the public assistance programs; ADC, OAA, AB, AD, MAA, WEP, and where applicable GR. In the "non-integrated" counties the county department of social welfare continues to have responsibility for all the same programs except general relief, which is a 100% county financed program and in the non-integrated counties under the direction of the director of relief (county overseer of the poor). However, in all counties whether integrated or non-integrated, the county director of the county department of social welfare has direct administrative responsibility for the child welfare services rendered in his county.

Child welfare services are considered an integral part of each county's social welfare program. Because of the range in size of the various county agencies, there are two separate administrative patterns used to provide services. One of these is the separate child welfare unit containing full-time child welfare caseworkers under the immediate supervision of the county director or designated child welfare supervisor. (There were 45 such counties in April, 1967.) In the other, child welfare services are provided by designated public assistance workers (in extremely small counties this may be the county director) who devote a portion of their time to the program.

F. Child Welfare Responsibilities and Staffing of the Local Child Welfare Program

The county department of social welfare is delegated a broad range of responsibilities for local child welfare services. The areas of service included are: services to the child in his own home; protective services to children including services to the physically abused child; services to the child outside his natural home through some form of foster care; services in selected adoptive situations; services to handicapped children; services to unmarried parents; services to children in day care; and homemaker services.

1. Program Direction and Supervision

The county departments of social welfare carry out their child welfare program within the framework of policies and procedures established by the department of social welfare. These policies determine the type of child welfare services to be offered in each county and give specific guidelines as to appropriate methods for providing the services. Using these policy guidelines, administrative supervision for the child welfare units and for the program carried on by designated child welfare workers has been delegated to the county directors of social welfare. The regional staff of the bureau of local administration carries responsibility for technical supervision of the program at the local level and assists the bureau of staff development in helping both the full-time child welfare workers and the designated workers develop the requisite skills needed in carrying out adequate child welfare services. Regional staff is available to assist in developing the administrative structure for child welfare and in seeing that local programs are adequately planned.

In each county the full-time child welfare worker or the designated child welfare worker is considered an integral part of the staff of the county department. The referral of children's cases from the categorical caseload to child welfare for specialized service is kept primarily at the level of consultation. The local caseworker assigned to the ADC program is expected to provide the same range of child welfare services to the children in his caseload as does the child welfare worker. The only exception to this is when the designated child welfare worker or the full-time child welfare worker has developed special skills in the areas of foster family placement, adoption, licensing of foster family homes, or interstate correspondence, in such situations the child welfare worker may carry the casework responsibility. Within this guideline the actual referral process is the responsibility of the supervisory staff of the county department. The time the designated child welfare workers spend in providing services to the categorical assistance programs is charged to the respective program and not to child welfare.

Administrative Expense

The county board of supervisors provide through the poor fund clerical services, office space, office supplies, and office equipment necessary to carry on the local child welfare services program.

Personnel Expense for Professional Staff

All the professional personnel expense incurred in connection with the local child welfare programs have been paid since 1948 from state or federal child welfare funds. During the past year when state and federal funds for child welfare staff were exhausted, it became necessary to ask the county board of supervisors in several counties to pay the cost of additional staff from county poor funds. Like all personnel, these extra workers were appointed from merit system registers, followed the personnel policies of the department, but their salary was charged back for county reimbursement.

Child welfare services performed by the overseer, juvenile probation officer, and other local personnel are paid from county funds.

Foster Care Expense

Payment for foster care, be it foster family care, foster family day care, group home care, or institutional care, comes from a variety of sources:

- a. Poor relief - this fund, as provided for in Chapter 252, Code of Iowa, is administered by the county board of supervisors and may provide for needy children who meet eligibility requirements which include ability of parents or guardian to provide support, property liability, legal settlement, etc.
- b. Soldier's relief - this fund, as provided for in Chapter 250, Code of Iowa, is administered by a county soldier's relief commission and may provide assistance to indigent children of veterans under 18 years of age.
- c. State institution fund - the provisions of Chapter 444.12, Code of Iowa, provides that county funds can be used to pay the cost of foster family care for children being returned either from one of the two state schools for the mentally retarded or from one of the two state institutions for dependent and neglected children.
- d. State child welfare funds - a portion of the state child welfare appropriation is for the specific purpose of the state department of social welfare partially sharing with the local county departments of social welfare the cost of foster care.

The integration of plans for children needing foster care has been complicated by these various sources of funds for their support and the availability of funds has frequently determined the plan rather than the needs of the children involved.

Conference Expenses

With the approval of the state board, state and federal funds may be used in the payment of the cost of county child welfare staff or county administrative staff who carry child welfare responsibilities to attend in-state conferences. Such costs include registration, tuition, travel and maintenance.

Payment for such personnel to attend out-of-state conferences is made out of local county funds and then a percentage of the cost is reimbursed by the state department of social welfare through its sharing in county administrative expense.

Supervision

While in most county departments the county director has responsibility for program direction and supervision, in the larger urban counties this is delegated to the supervisor of the child welfare unit. This supervisor then assumes responsibility for the development of and the operation of the child welfare program within the county.

For the caseworker there are two predominant methods of providing supervision within the county. In the larger counties where there is a sufficient number of child welfare workers, supervision is provided by a supervisor assigned specifically to the child welfare staff. In the smaller counties supervision is provided by the person who has responsibility for supervising the entire casework staff. The ratio of supervisors to casework staff is 1 to 5. Consultative supervision is provided to individual county departments on child welfare problems by the regional supervisor of services.

Demonstration of Regional Design for Child Welfare Services

The state board approved the development of a regional demonstration of child welfare services during the fiscal year 1968. One of the primary objectives of such a design is to improve the content of case supervision in child welfare.

2. Services and Care of Children and Unmarried Mothers

Staffing

All full-time and designated child welfare workers in the county department are employed through the Iowa State Merit System. The

number of child welfare caseworker positions in any given county must be approved by the state department using the number of children to be served as a basic criteria. In individual counties special situations can also be given consideration. In county departments that have not had a child welfare worker or a child welfare caseload, a new child welfare worker may be added on the strength of a potential caseload.

Specific selection in the assignment of a child welfare worker is a joint process in which the state personnel officer, the chief of the bureau of local administration, the supervisor of services, the regional representative, and the county director participate. Such factors as the personality of the worker, his experience, his willingness to accept the appointment to a specific county, and the needs of that county are evaluated in planning the assignment of staff. The state department, in conjunction with the federal Department of Health, Education, and Welfare, is responsible for the determination of the merit qualifications for local child welfare workers. All appointments are made by the state board of social welfare at the request of the personnel officer.

Designated part-time child welfare workers are selected by county directors of social welfare subject to the approval of the regional supervisor of services and the regional representative. Usually the director designates those county staff members who have had more extensive experience or have particular interests in the children's program.

a. Services to Children in Their Own Homes

The county department of social welfare has been delegated, as mandatory, the responsibility of providing services to children in their own homes. In those counties having a full-time child welfare worker or a designated part-time child welfare worker, this person is responsible for case work services to the child and his family with the goal of strengthening family functioning. The child welfare workers also have as their responsibility helping families find and use other appropriate community resources, such as, the local health center or the state operated services for crippled children. The child welfare worker may only have to prepare a social history for the other agency or some time may have to be spent helping the family accept the need of and the use of these other resources. Frequently, the caseworker spends most of his time with the parent trying to strengthen and support his role as a parent.

This service is provided to children and families with a wide range of needs. These can encompass services to unwed parents, mentally retarded children, emotionally disturbed children, school dropouts, children truant from school, physically handicapped

children, children with behavior problems, etc. These services are available to any family within the community regardless of income, race, or religion. The only requirement is that the service must be provided with the goal of helping some child. A child is defined as any person between conception and the age of 21. Unmarried parents may be served regardless of age.

b. Protective Services

The state department of social welfare has delegated to the county departments of social welfare the responsibility for evaluating all reported cases of neglect and abuse. These services encompass services to children in present danger because of physical abuse or deprived because of continued money mismanagement, disorganized family life, or lack of supervision and guidance.

In protective services, the county department is delegated a quasi-authoritative role since the agency initiates the service with the family, cannot withdraw service because the parent refuses and may have to ask the assistance of the court or local law enforcement officials.

The county agency makes at least an initial evaluation promptly after the complaint is received. (In the case of reported child abuse this evaluation must be completed and submitted to the court within 96 hours.) The goal is to protect the child, but in doing so the rights of the parents are also protected and promoted. The constant goal is to prevent separation of families and to rebuild deteriorating home situations.

In those situations requiring removal of a child from his home, the county does not have the authority to do so except with parental permission. When removal is indicated, the child welfare worker turns to the county juvenile court for assistance. Once a child has been removed, the child welfare worker still has a responsibility to work with the family and the child toward reunion. If parental rights have been permanently severed, the child welfare worker has a responsibility to work with the court in terms of planning for the child's future. (There is further discussion of this area in F-5.)

The county department has been given very specific responsibilities in Chapter 235A.4 and 235A.5, Code of Iowa, "Abuse of Children", in regard to investigating reports of abused children. Any health practitioner who examines, treats, or attends a child who he believes to have been abused is to make, as soon as possible, both an oral and a written report to the county department. If the initial report is received by any other community agency first, then that agency is to forward the report to the county department as soon as possible.

Upon receipt of either the oral or written report the county department is to commence an investigation of the reported abuse which will include a visit to the child's home. The county department has 96 hours in which to complete its report and submit it to the local juvenile court. Follow-up services to the family depend upon the findings of the court and its directions to the county department. In addition to submitting a report to the juvenile court the county department also submits a copy of the report to the state department.

The county director has basic responsibility to see that the local child welfare worker provides adequate and appropriate protective services. Consultative supervision of the program is provided by the regional supervisor of services and the regional representative.

c. Day Care

County departments are encouraged to try and develop an effective day care program through the purchase of service from either public or private day care resources. (The use of a day care program is optional on the part of the county department.) The use of either family day care homes or day care centers by county departments is only now in a beginning phase. Payment for such care comes from local funds with only a few county boards of supervisors being willing to expend funds for this type of care. A few additional counties were encouraged to use this type of care through the department's program of reimbursing on a percentage of the local funds spent for day care.

The state department has delegated to the county departments its authority in the area of licensing private foster family day care homes (Chapter 237, Code of Iowa). In the eight largest counties one of the child welfare worker positions authorized is for a person to work full time in the area of licensing private foster family day care homes. This person seeks out and works toward licensing those persons in the community providing private foster family day care. In any situation where the day care given is less than adequate, this child welfare worker has the responsibility of either helping the day care operator improve her program to meet minimum standards or seeing that the operator discontinues the care of children. The licensing procedure for private foster family day care homes is the same as that for foster family homes described in F-2e.

County departments have a responsibility to initially screen any day care center (caring for six or more children) coming to their attention, but licensing and ongoing consultation is the responsibility of day care consultants of the state department.

The state department financed during the fiscal year 1966-1967, three county-operated day care centers as a demonstration. Each of these programs was enthusiastically endorsed by local officials and community leaders, but the state board felt it was not justified in financing these programs in only three counties but adopted the purchase of care policy on a state-wide basis instead. One or more of the centers may continue under local sponsorship.

The department has asked county departments to work closely with local groups sponsoring day care services in relation to the "head start" and community action program of the Office of Economic Opportunity.

d. Homemaker Services

The state homemaker program is in a developmental stage. The county department of social welfare may provide care for individuals and families through homemaker service to meet the family care needs of children, adults, and families. As of April, 1967, there was only one agency providing this service due to the limited funds available from the state. However, a cooperative arrangement has been developed with the local community action committees in three counties to provide a service similar in design to the one used by the county welfare department.

The county homemaker supervisor directs the operation of local homemaker program which is an integral part of the services of the county department of social welfare. The supervisor is a member of a staff team which includes the child welfare worker and the homemaker. The child welfare worker evaluates the need for the service, plans and makes any changes necessary in the casework plan. The homemaker implements the casework plan meeting appropriately the needs of the family that are beyond the immediate capabilities of the family to handle. These needs require a wide range of services including the management of the home, child care, limited health care under the direction of a medical practitioner, and the teaching of home management skills to inadequate mothers.

e. Foster Care

(1) Foster Family Care

The foster family care program has been expanded so that now practically every county in the state has at least the beginnings of a program. The county departments have been able to help the county boards of social welfare and the county boards of supervisors see the value of foster family care for a large number of children being removed from their own homes

instead of placing such children in institutions. This interpretation has facilitated the growth of foster family programs together with the encouragement provided by partial reimbursement from state funds.

The basic guidelines for the selection and evaluation of foster family homes are established by the state department. The county department then follows these guidelines in the selection of homes to be used. All foster family homes must be licensed in accordance with Chapter 237, Code of Iowa, by the state department. The county department is responsible for finding and evaluating all foster homes. To obtain a license the county department must complete several forms which are submitted to the state department for review, then on the basis of the information submitted the state department issues the license. County departments must use only licensed homes for the care of children.

Once a home is licensed the county department also has the responsibility of selecting the appropriate home for an individual child and then supervising the child during placement again, following basic guidelines established by the state department. The child welfare worker has a threefold responsibility. First, is to spend time helping the foster parents understand the child, his problems, and their role as a foster parent. Secondly, he is also to spend time with the child helping him to understand why he is in foster care, how he is to relate to his foster parents, how he is to relate to his natural parents, and planning for his future. Thirdly, he is to spend time with the natural parents helping them rebuild their home so the child can be returned or helping the parent develop a supportive role to the child if long-term foster care is indicated.

Foster family care is used for children with a wide range of problems; disrupted homes due to death, divorce, desertion; emotional problems; mental retardation; physical handicaps; etc. The foster family care offered by county departments does not generally include caring for moderately or seriously disturbed children. These children are cared for by private agencies specializing in such care.

All foster family care is the responsibility of the child welfare worker or designated child welfare worker within the county. The only exception to this is in the case of ADC foster care. Since ADC foster care is more clearly defined as short-term care, the ADC worker is expected to maintain responsibility for providing services to the case with consultation from the child welfare worker. Only in the largest

counties is there any specialization within the local child welfare staff in regard to foster family care. In the majority of counties the child welfare worker must carry the full range of child welfare services.

(2) Foster Group Homes

The local county departments do not operate any foster group homes. There are no guidelines from the state department for the operation of such a home, so the county departments have not developed this service.

(3) Agency's Own Institutions

The local county departments do not operate any child-caring institutions.

(4) Private Children's Institutions

The local county departments generally make good use of the private children's institutions within the state as described in F-4. With the growth of the foster family care program, the use of other agencies is becoming more selective with children being referred for more specialized services.

The purchase of care from maternity homes is handled on an individual county basis since all funds for this type of care come from local funds with some state reimbursement when funds are available. Some counties are willing to pay for such care, some for only part of the care, and some will not pay any part of the cost. The ability of the county department to pay thus depends upon the general community attitude toward unwed motherhood, in general, and often on the attitude toward a specific unwed mother.

f. Adoption Services

The county department of social welfare does not provide a full range of adoptive services as part of its basic child welfare services. Recently, it was made possible for the county department to obtain guardianship of a child which would permit the director to consent to the child's adoption, but the policy of the department is to discourage adoptive placements by county staffs. Any child they may have available for adoptive placement is referred to one of the licensed adoption agencies for placement in an adoptive home.

The local child welfare worker does make adoptive home evaluations and recommendations for other agencies. The local district court may appoint the county department to evaluate independent adoptive placements made within the county. In such situations the child is already in the home and the child welfare worker submits his evaluation and recommendations to the court. Any decision as to the child remaining in the home or being removed is the responsibility of the court.

The county department is also given the responsibility of evaluating adoptive homes where application has been made for a foreign or out-of-state adoption placement. The evaluations are made for International Social Service; Holt Adoption Program Inc.; the Child Welfare League Indian Adoption Project; and several out-of-state adoption agencies. Such studies are made before the child is placed and placement is contingent upon positive approval of the home by the county department. The Holt Adoption Program Inc. is the one exception since some children have been placed before approval of the plan. Actual placement of the child is the responsibility of the other agency although the county department may assist.

Once an adoptive placement is made through any of the above situations, the county department will provide follow-up supervision and reports if requested by the placing agency.

The county departments are not recognized as adoption agencies, but do have the above responsibilities to assist other agencies when requested.

g. Licensing

The only licensing authority delegated to the county department is in the area of licensing foster family homes or foster day care homes. The state department establishes the standards by which such homes are to be evaluated and the county departments apply these standards in their individual counties. The actual issuance of the license is a responsibility maintained by the state department, but licenses are issued only on the recommendation of the county department.

The child welfare worker has the responsibility of visiting each foster home at the time of initial application and periodically thereafter to ascertain whether the home complies with the physical and social standards as outlined by the state department. When the child welfare worker is satisfied that the home meets the requirements, then the appropriate information is submitted to the state department with a recommendation as to licensure. If the child welfare worker does not believe the foster home meets

the established requirements and would not be a satisfactory foster home, then the county department works with the foster parents in terms of withdrawing their application. Since the counties have the prerogative of selecting the foster homes they will use, it is not necessary to submit material on rejected homes. The one exception to this is when a family is providing independent foster family care where the children are placed directly by the parents. In such situations the child welfare worker must submit either a recommendation for approval or denial. If an application is denied or a license revoked, the foster parent has the right to appeal to the state board of social welfare and is so advised.

h. Other Activities

There are no other local activities to be described.

3. Use of Volunteers

The use of volunteers has not been outlined as part of agency program and local agencies have not used volunteers on any organized basis.

4. Relationship to Other Agencies

Local agencies use both voluntary and public child-caring agencies, child-placement agencies, and child-treatment agencies on a regular basis. When the needs of a particular child are greater than the skills available in the county department, then other agencies are looked to as a needed resource. The majority of the other children's agencies are found in the larger metropolitan areas of the state and in these areas the county department has generally developed a close working relationship with the other agencies.

a. Private Agencies

The private agencies that serve the entire state find it impossible to establish close working relationships with 99 separate county agencies, but when a particular child is involved then special effort is made to keep both agencies working together.

Several of the private child-caring agencies operate under the concept of "parental force". Under this concept the private agency does not assume the parental role toward the child, but rather a treatment role similar to the relationship that exists between a medical hospital and a patient. The parental role must remain in the home community, preferably provided by the child's parents, but when the parents are not available or are unable to fill this role adequately then the county department is frequently asked to assume this role. In doing so the county department takes on the

responsibility of being a parent to the child. This means visiting, disciplining, planning, and meeting physical and emotional needs. When the staff of the county department assumes this role, they have to maintain a close working relationship with the private agency.

Other private agencies do not require such close involvement and the county department's role is more limited to the payment for services rendered by the private agency and the periodic evaluation of the suitability of the plan for the child or youth.

The county department has no direct administrative responsibilities in regard to these agencies. Licensing of the private agencies is the responsibility of the state department through its staff of agency consultants. These consultants assist in establishing relationships between agencies and the county departments, but this is largely on an individual basis.

b. Public Agencies

When a child is placed in one of the public children's agencies which are operated by the Board of Control of State Institutions, custody of that child is usually placed with the Board of Control and it assumes responsibility for future planning through its own staff of child welfare caseworkers. In individual cases where the child is returned to the community, the county department may again be asked to assume some responsibility for the child. This can range from simply paying for care to supervising the child in a foster home or his own home.

5. Relationship to Courts

In the majority of counties, county departments render considerable assistance to the juvenile courts and the county attorneys with respect to preparing social histories, the evaluation of home situations, and the planning for foster care. The state department has set up some administrative guidelines for the county department to follow in establishing a relationship with the court in order to implement the mandated responsibility expressed in the Child Welfare Act. The actual relationship developed still depends for the most part on the individual county situation. In larger counties, where the court may have a sizable probation staff of its own, the cases referred to the county department may be limited. An effort has been made in larger counties to have the child welfare unit provide for the juvenile court, the services needed in neglect and dependency situations, leaving the delinquency cases for the court staff. In smaller counties where the probation staff is limited or nonexistent the county department may act in the role of the probation staff for the court.

Generally, if a case has been known to the county department prior to referral to the court, then the county department will continue to have responsibility for helping the court plan appropriate action for the child and for providing follow-up services to the child. Chapter 232, Code of Iowa, (Dependent) makes it possible for the court to place guardianship, custody, or protective supervision of a child with the county department. In such instances the county department is responsible to the court for any action taken in respect to the child and makes periodic reports to the court. In cases of abused children, Chapter 235A.5, Code of Iowa, (Abuse of Children) the county department is given very specific responsibilities in terms of providing the court with a report of the situation. Under Chapter 600.2, Code of Iowa, (Adoption) the county department or state department may be appointed by the court to evaluate and submit a recommendation in regard to petitions submitted to the court on independent adoptive situations. The state department, if designated, refers the study to the local county involved.

In general, across the state there is a good working relationship between the county departments and the courts. The actual relationship varies a great deal among the county departments because of the varied availability of child welfare services within the county and because most of the responsibilities created by law are permissive; i.e., the court may appoint the county department or it may appoint someone else to serve as guardian of a child.

Through policy the state department delegates to the child welfare worker or designated child welfare worker within the county department the specific responsibilities of (1) working cooperatively with the juvenile court or its agents, (2) submitting to the court any requested reports and (3) providing service to a court referred child until the age of 21 unless otherwise specified by the court.

6. Community Planning

The county director and his professional staff have the responsibility of actively participating in those community organization projects that are directed toward the attainment of any of the objectives that are consonant with the goals and ideas of the child welfare program.

When it appears there is a service needed by the children of the community and such a service is not available then the county department has the responsibility to initiate such action as may be necessary to establish the required service. Prior to the initiation of any action, the proposal may be discussed with the regional representative and the regional supervisor of services.

In the larger communities any necessary action is taken through appropriate planning organizations while in the smaller communities there may be no formal planning group and the director will take the initiative in establishing a study committee to consider a particular problem. Most county directors are involved in some form of community planning. Since the institution of the Economic Opportunity programs, the county staffs have become especially active in this area by serving on many of the Citizen Action Program committees or by providing consultation to Citizen Action Program committees on specific projects.

Other types of community planning have ranged from planning a community drive for more foster homes to participating in plans leading to a comprehensive community social services center which would encompass all the social agencies in the community. Several counties have been engaged in planning for community day care centers. Because in the vast majority of Iowa counties the county department is the only social agency, the county director plays a primary role in the development of new community programs.

IOWA PLAN FOR CHILD WELFARE SERVICES

PART III
ANNUAL BUDGET FOR FISCAL YEAR 1968
July 1, 1967 - June 30, 1968

Progress at Beginning of Fiscal Year, 1968 Toward Achieving the 1975 Goal

I. Dimension of Services

a. Covering all political sub-divisions

The Department "oversold" or "overextended" its child welfare services program beyond its capacity to finance the activities that were in process reaching a crisis in funding in May, 1966. As a consequence, it has not been possible to add additional full time child welfare personnel beyond the personnel authorized as of the beginning of the fiscal year.

Coverage of all other sub-divisions is provided in the Iowa Plan through the placement of child welfare personnel providing full time (more than half of the worker's hours of employment devoted to child welfare) in fifty counties of the state during the fiscal year and paying for the time charged by "designated public assistance workers" who provided child welfare services in those counties without a full time worker. The policy of the state board requires every county to provide child welfare services. The increase in time spent and in the number of interviews for the past four years is shown in Table 1. A slight reduction in caseload may reflect the "freeze in personnel" which becomes effective in May 1966.

b. Reaching all children in need

While all children in need of child welfare services theoretically may be reached either through "full-time" or "designated" personnel located in each county department of social welfare, the limitation in funding such services during the fiscal year has resulted in either:

- 1) An increase in caseload beyond the limits established by the state board, or
- 2) A restriction of intake.

The annual count of children receiving services from county departments of social welfare as of March, 1967 as compared with the previous year shows a loss of 241 children. However, more interviews were held in the same month this year and more time charged to the child welfare services program as indicated in the following table.

Table 1

PROGRESS OF COUNTIES PROVIDING CHILD WELFARE SERVICES
DURING THE PAST FOUR YEARS. (Data as of March each year)

	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>
Counties with workers giving 10% or more of their time to child welfare.	28	40	50	50
Counties with caseloads of 25 or more children.	34	42	48	56
Counties reporting 25 or more interviews per month. (Last quarter of previous year and first quarter of current year)	40	42	56	68
State child welfare caseload as of March 31.	3,462	5,064	6,212	5,971
Days charged to child welfare	1,518.4	1,848.8	2,275.6	3,236.0
Child welfare interviews reported	6,324	8,173	10,070	11,387

The active interest on the part of many juvenile judges, many boards of supervisors in a majority of the counties attests to the continued interest of those responsible for Iowa's child welfare program in extending services in order to reach all children in need.

c. Providing a wide range of services

The policy of the state board provides for the wide range of services outlined in Parts I and II of Iowa Child Welfare Services Plan including services to children in their own homes, services to children in foster care, services to unwed mothers, services to handicapped children, referral services, community planning, day care services and on a very limited basis, homemaker services with some joint planning for homemaker services with the Office of Economic Opportunity in several additional counties.

d. Improving quality of services

While there has been a gain in the number of persons providing full time services (more than half their time devoted to child welfare) from 81 during the month of March, 1966 to 105 for the same month in 1967, there has not been a significant change in the qualifications of the persons providing such services. The department continues to have a problem in retaining trained personnel primarily at the supervisory level, and there is a question as to whether the department will be successful in recruiting personnel in the number needed if funds are available.

Greater emphasis has been given during the year in the area of staff development with a member of the bureau of staff development devoting full time to the child welfare area of training. This training has been implemented by special training for county supervisors in the area of foster care through workshops conducted by the regional foster care consultant and by additional workshops covering the area of human growth and development.

The regional supervisors of services have been asked during the year to devote a specific amount of time to the evaluation of the child welfare services program in the counties in their region and to undertake studies of specific areas of program during various months of the year as a part of an ongoing design for such field services. These are outlined in the regional handbook and are scheduled in the semi-annual statement of goals for the division of family and children's services which, in turn, are identified with specific monthly objectives. (The goals for the current year are listed in Appendix B)

II. Caseload and Supervisory Load

a. Requirement with respect to caseload

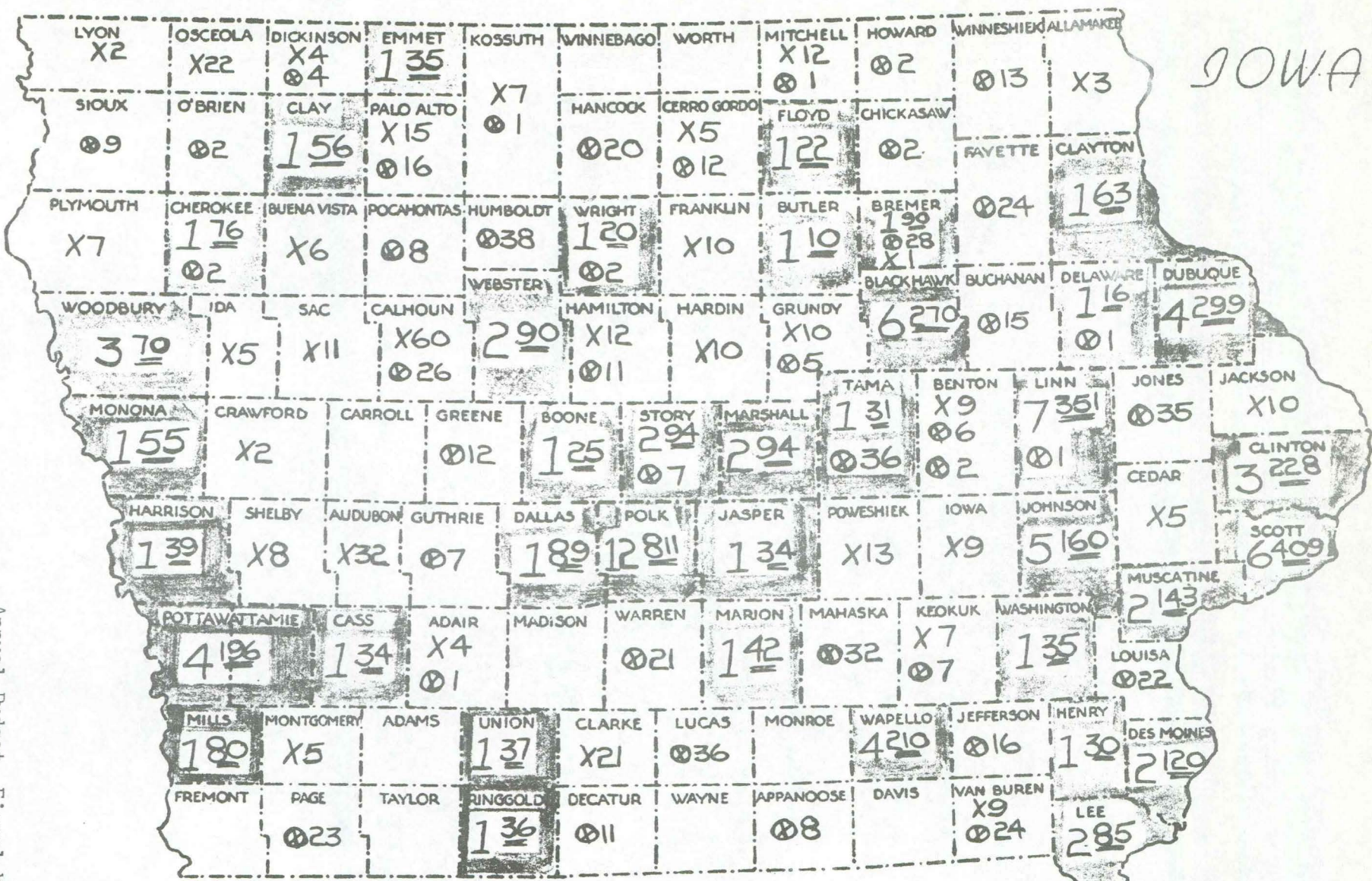
The policy of the state board is to consider fifty children and youth as a caseload for the assignment of staff to county departments in the area of child welfare services. In addition, the state board has allowed the assignment of a half time or full time worker on the basis of a potential caseload in the county.

Because of the severe restriction in funds, it has not been possible to provide the additional staff necessary to meet this requirement. Table II indicates 65 workers had caseloads that fall within this standard and 40 full time workers had caseloads that exceeded the standard and also 32 part-time workers that exceeded the standard. In general the counties with larger populations had more difficulty in maintaining sufficient staff to keep the caseload within the standard. (See Map I)

Annual Budget, Fiscal Year 1968
Effective July 1, 1967
III-p.3

CHILD WELFARE: THE WORKER AND THE CASELOAD
DECEMBER 31, 1966

IOWA



Key:
 Shaded counties represent those counties which had the services of a Child Welfare worker. The larger number being the actual number of Child Welfare Workers within that county; followed by caseload.
 "X" represents a County Director.
 "(X)" represents a Public Assistance worker.
 Child Welfare workers included all caseworkers carrying not more than 10 Public Assistance cases in addition to their Child Welfare caseload.

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The following table indicates the caseload carried during the month of March, 1967

Table II

CASELOAD RANGES OF STAFF PROVIDING CHILD WELFARE SERVICES

Weighted Range of Caseload*	Workers Giving Full Time to Child Welfare	Workers Giving Part Time to Child Welfare
Less than 30	20	43
30 - 39	17	5
40 - 49	15	15
50 - 60	13	12
Over 60	41	32

As far as possible, an effort will be made to add additional staff so as to meet the caseload standards either by the allocation of state-federal funds or urging the counties to use local funds for this purpose. The State Child Welfare appropriation as voted by the 62nd General Assembly will not be sufficient to provide the state funds necessary for this nor does Iowa's apportionment of federal funds for the fiscal year 1968 provide the additional funds necessary to meet caseload standards.

* For explanation of "weighted caseload", see I-J-p.5

b. Requirements with respect to supervisory load

While the state board has established the standard of five public assistance or child welfare workers as a supervisory load, the application of this standard is complicated by the fact that some supervisors have carried partial caseloads and a number of county directors in addition to their duties as director also carry supervisory loads and in some instances carry a caseload.

The regional staff has been urged during the year to work with counties in having directors discontinue carrying any caseload or eliminating from the supervisor's responsibility for a caseload. In addition, representatives were asked to give attention in July and January to the supervisory load and as far as feasible to transfer workers from overloaded supervisors to those who might be either developing skills in supervision as a worker and therefore carry a worker in supervision or utilize a supervisor from a neighboring county. There has been success as indicated in the following table in carrying out this directive.

Table III indicates that in three counties the supervisory load standard exceeded the supervisors giving full time to the child welfare program. The supervisor in Black Hawk County carried seven workers; Johnson County carried six workers and Scott County carried seven workers. Again, the tightness of the child welfare budget limited the freedom of the Department in adding additional staff or in shifting workers to other supervisors with less skill in the child welfare area.

Table III

WORKER LOAD FOR PERSONS SUPERVISING CHILD WELFARE PERSONNEL
June 1, 1967

Number of Child Welfare and Other Worker Positions Supervised	Budgeted Positions for Supervisors giving Full time to Child Welfare	Budgeted Positions for Supervisors giving Part-Time to Child Welfare
Less than 5 workers	12	95
Five workers	1	-
Over 5 workers	3	-
Total	16	95

A further effort will be made to reduce the supervisory load in the three counties indicated through the transfer of staff or the provision of additional supervisors for the counties who might carry public assistance and child welfare personnel.

3. Number of persons on educational leave in fiscal year, 1967

The state board approved the provision in the child welfare services budget for seven persons to be granted educational leave. Five persons were paid from child welfare funds for educational leave until February 16, 1967, when this was increased by two persons which amounted to seven on educational leave as compared to three for the previous fiscal year.

4. Significant developments

In spite of the overall shortage in funds and the necessity to rely on local funds to pay all of the cost of foster care and the purchase of day care, the following developments are significant with respect to gains in the program.

a. Study committee on long range child welfare needs

The activity of the study committee on long range child welfare needs as reported in Part I, Section R has stimulated a significant interest in the extension and improvement of the child welfare services program.

b. Reorganization in Relation to Child Welfare

The interests developed in governmental reorganization within the legislature, the various governmental boards and agencies, and segments of the public has, among other things, focused attention on the need to integrate services to children and youth. If legislation is enacted to establish a Department of Social Services, this process will be speeded up. If not, then existing departments and their respective boards should give serious consideration to facilitating such integration of services within existing statutory framework. Already plans for joint regional offices with the board of control have been inaugurated.

c. Appropriation for Child Welfare

For the first time, the state board, the Governor, and the joint appropriation sub-committee on welfare accepted and recommended a specific appropriation of state funds for foster care in the amount of \$750,000. It was anticipated that the amount plus an amount for day care would allow the department to reimburse counties for approximately 50% of their foster care costs. However, the day care request was eliminated by the sub-committee and the "ear marking" of funds with a cut in the funds requested by the staff and the state board for administration, leave the department in a difficult if not impossible position with respect to meeting federal requirements for staffing during the next biennium, unless additional federal funds are made available.

d. Legislation relating to child welfare

- 1) Both houses approved the state board's proposal for an amendment to Chapter 238, Code of Iowa, relating to child placing agencies which would incorporate the interstate compact on placement of children in Iowa's Code.
- 2) The board requested an amendment to Chapter 237, Code of Iowa, which would clarify the definitions for a children's boarding home and would remove the ambiguity of the present Chapter with respect to the licensing of day care facilities.
- 3) An attempt was made to abolish Chapter 236, Code of Iowa, requiring the licensing of maternity hospitals by the department since this Chapter became ineffective with the broadening of the hospital licensing act in the late fifties. By agreement with the state department of health, the department has been issuing licenses to maternity homes as a special type of children's boarding home rather than as a hospital.

e. Emphasis on staff development

Progress has been made in establishing and carrying out a program of staff development for child welfare supervisors and workers serving children as explained in previous sections of this plan.

f. Specific planning for mentally retarded youth involved in MDTA programs

The department took specific responsibility for working out with staff members of the board of control, division of vocational rehabilitation, and employment security commission, plans for the community placement of older youth who had participated in MDTA programs of training, especially those trained at the state school for mentally retarded at Glenwood. This has been a further demonstration of the possibilities of coordination of services.

g. Planning with the juvenile courts

During the year, closer ties have been established between the local child welfare unit and the Linn County juvenile court with the specific assignment of staff as available to provide services to dependent and neglected children in that county. A similar development has taken place in Scott County and may well be extended in other counties. Such ties have existed in several counties for a number of years, such as Black Hawk and Wapello counties.

h. Recruitment activities

Iowa was granted, under the provision of Section 1115, funds for a supervisor of recruitment. This supervisor has established closer ties with both the undergraduate colleges and graduate school of social work and has promoted the development of undergraduate curricula in social work education.

i. Dimensions of public welfare

The three universities of higher learning have joined together in carrying out a program of interpretation to the public of the "Dimensions of Public Welfare". This is a three-year project involving the following stages of activity:

- 1966 - 1967 - Research and development of interpretation materials.
- 1967 - 1968 - Conducting of regional discussion meetings for over 1,000 persons representing the "power structure" of the State. Each group may meet in a series of three one-day meetings.
- 1968 - 1969 - Extension of interpretation to many small group discussions carried out on a local or "neighborhood" basis.

• Major Problems, Needs, and Gaps in Programs

1. Staffing

The problem of adequate staffing state, regional, and county offices remains unsolved. This is related to the problem of holding trained staff, recruiting persons for training, and financing additional staff.

2. Integration and Coordination of Children's Services

The implementation of concepts of integrated services to children whether or not there is state government reorganization remains a significant problem, especially with the development of school social work in Iowa, and with the proliferating of OEO projects over the state which have picked up some of the traditional areas of child welfare services.

3. Public Interpretation and Support for Funds

There continues to be a serious need to develop and carry out a better interpretation of the need for funds for staff in order to adequately meet the growing demands for services. There is a need to better identify the child welfare program within the department and to improve the state department's image in providing leadership in the area of services to children.

4. Role of Regional Office and Its Staff

The role of the regional office in extending and strengthening child welfare services throughout the region needs further analysis and evaluation. (This problem area is closely related to the next item.)

5. Level of Services Provided by County Departments

The quality of service in the child welfare services program needs to be strengthened by a clearer administrative position with respect to the department's expectation. The wide variation in both quantity and quality of services provided, from county to county, is a constant source of criticism of the state's child welfare services program. This, together with very limited studies of service in relation to foster care and mental retardation during the past year, has underscored the need for improving the quality of services.

6. Development of Program to Meet Needs of Special Groups

There continues to be a need to extend and strengthen program in several areas to meet the needs of children and youth with special problems. These include the following program areas:

- a. While services to unwed, expectant mothers is an integral part of the child welfare services program, the extent to which both such services and staff help is available varies consider-

ably among the counties and constitutes a continued gap in program activities. More than this, there is a need to strengthen statewide planning for unwed mothers to coordinate services and to establish an updated philosophy of social service.

- b. The day care program in Iowa is understood and supported by the public child welfare services program only to a limited extent and has yet to be incorporated on an operational basis as a basic part of social service planning for children and their parents in each county of the state. Many counties refused to participate in the reimbursement program that was discontinued in May, 1966 with no more than 20 counties having requested such reimbursement.
- c. Limited funds and limited understanding have similarly held back the development of local homemaker services although the growing interest in this program has now been extended to approximately 40 counties. The development of such services will be contingent upon the availability and allocation of OEO funds and such other financial resources as may be made available.
- d. The development of group homes under public auspices has progressed only in relation to the operation of several such homes by the board of control. They have been used primarily as "half way houses" for youth returning to the community from the training schools.
- e. While Chapter 232, Code of Iowa, "Neglected, Dependent and Delinquent Children" places specific responsibility on the state board for the allocation of such funds as the legislature may appropriate for the construction and operation of county and regional juvenile homes, no activity has taken place with respect to state leadership in the development of such homes nor have any funds been appropriated.

C. Plans for Progress for the Fiscal Year, 1968

1. Emphases for the year

The following activities will be given special emphasis during the fiscal year insofar as staff and time allow. These activities represent to some extent an extension of program and in other areas, a strengthening of existing program.

1) Personnel

Of primary importance to the development of the child welfare services program, is the recruitment and appointment of personnel for the bureau of children and youth services beginning with the chief of the bureau. It is hoped that some of the uncertainties that have existed with respect to government reorganization and the inequities involved in the lower salary ranges for the department will have been corrected prior to the beginning of the fiscal year and therefore, will facilitate the recruitment of the required personnel.

The shadow of doubt with respect to the state appropriation and the status of federal funds will also clarify within the next several months so that the problem of meeting staffing goals will require attention and perhaps some innovative plans for coverage if funds from either source are so limited that there can be little expansion of staff.

2) Long Range Study Goals

The study committee on long range child welfare needs hopes to complete the work of the 12 sub-committees by December, 1968. It will then be the obligation of the staff of the division of family and children's services, together with the executive committee of the study committee to develop a long range plan for meeting these needs.

3) Demonstration of Regional Design for Child Welfare Services

The proposal coming from the study committee on long range child welfare needs will need to be implemented in terms of interpretation and staffing during the fiscal year. It is anticipated that the demonstration of the regional design will not only extend services in rural areas in the region but also facilitate a wiser deployment of professional staff.

4) Improvement in Practice

The staff is well aware of the need to improve child welfare casework practice in respect to the various areas of service

through:

- a. A better planned use of county and regional supervision.
- b. An extension of staff training through the resources of the bureau of staff development.

5) Review of Child Caring and Child Placing Statutes

In view of the disagreement that exists between the department and the children's agencies and institutions with respect to modifications and changes in existing statutes requiring license, it is incumbent upon the department to carry out the board's recommendation that a study of the children's boarding home, Chapter 237, the child placing agencies, Chapter 238 and maternity hospitals, Chapter 236 be reviewed by one or more of the special committees appointed by the study committee on long range child welfare needs. These committees should review the existing statutes and make recommendations for changes to be presented to the next session of the legislature.

6) Clarification of Day Care Program

Because of the changes that are taking place with respect to the department's sponsorship of day care services, there is a need to focus attention on the nature and scope of the department's responsibility for day care as well as developing a better concept of the department's role in the overall state day care program.

7) Guidelines for Standards for Licenses

With the simplification of standards and the issuance of revised standards there is an urgent need for the development of more detailed, philosophical and policy guidelines to be made available to the executives and operators of various facilities for the care of children. These guidelines should not only interpret standards but also indicate the nature of the program goals which they seek to achieve.

8) Design for Periodic Review of Services

Although the annual schedule for regional office personnel indicates that the various areas of service in child welfare are to be reviewed periodically, there needs to be a further definition of the responsibility of regional staff with greater clarity as to the nature of the material to be obtained with respect to such evaluations of program as well as the kind of program evaluation that is desired.

9) Coordination of Services to Children and Youth

Whether or not there is a legislative reorganization of the department there continues to be a genuine interest in an improved coordination of

services to children and youth among the various agencies providing such service. The state board has already embarked on a plan for the housing of regional staff jointly with the board of control and it was recognized that this initial step should be implemented by other steps which would eventually lead toward a close coordination if not integration of the work of both departments especially to meeting the needs of children and youth.

2. Description of Activities for Which Federal Funds are Budgeted

The following activities have been budgeted from federal funds for the fiscal year, 1968. (The numbering of the items follows that contained on form CWS-2)

1) Personnel Services

a) Child Welfare Services

Funds have been budgeted to pay that portion of the time spent by the state board and state office administrative staff as well as the staff of the division of family & children's services and the bureau of services to children and youth in child welfare. Funds have also been budgeted for county administrative personnel and for the time spent by full time and designated child welfare personnel in carrying out duties performed in relation to the child welfare services program, and those who devote part-time to the day care services program at the state and county levels of operation.

b) Day Care Services

Funds are budgeted for full time day care personnel involved in the licensing of day care centers at the state, regional and county levels and day care homes at the county level. Four day care consultants at the state and regional level have been approved by the board and up to eight county day care staff members on a full time basis have been authorized.

c) Homemaker Service

Funds have been budgeted on a pro-rated basis for a homemaker supervisor in the state office and for a continuation of the homemaker unit in Dubuque County.

2) Professional Education

Funds have been budgeted for an increase in the number of persons granted educational leave from seven to ten for the 1968 fiscal year if sufficient candidates are recruited who meet qualifications and are approved by the educational leave committee and the state board.

3) Institutes and Conferences

Funds are budgeted for the participation of staff carrying child welfare responsibility in institutes, conferences and short courses. When persons attending authorized conferences or institutes carry other responsibilities the cost is pro-rated to the several programs involved. Out of state institutes or conferences are included and some short courses may be sponsored by the department for staff members and persons actively engaged in public, private or proprietary child welfare activities.

4) Foster Care of Children

Funds have been budgeted for reimbursing a part of the cost of local foster care in family homes and in appropriate private institutions and treatment facilities for children and youth for those persons for whom county departments assume responsibility for developing child welfare plans.

6) Day Care of Children

- a) Funds have been budgeted for the payment of part of the cost of family day care for children for whom county departments have assumed planning responsibility. Such day care may be under public, private or proprietary auspices. Payment of 100% of the costs of migrant children in family day care is included in those instances in which the county has assumed such responsibility.
- b) Funds have been budgeted for participation in a proportion of the cost of day care in day care centers under voluntary, public or proprietary auspices for children for whom the county has assumed planning responsibility.

12) Merit System Costs

Funds have been budgeted to pay the child welfare program's share of the merit system costs of the department.

13) Advisory Committees

Funds have been budgeted to pay the cost of persons participating in advisory committees appointed by the state board and related to the child welfare and day care services program.

14) Membership Fees

Funds have been budgeted to pay a proportionate share of the cost for departmental memberships in national or state organizations which are related to the child welfare services program.

15) Supplies, Equipment, etc.

Funds are budgeted to pay a proportionate share of the child welfare program's use of supplies, equipment and communication.

16) Occupancy and Maintenance Space

Funds are budgeted for the child welfare program's share of occupancy and maintenance of the state and regional offices of the department.

Maintenance of Effort in Day Care

The expenditures for day care as indicated in items 1-b and 6 above for the fiscal year will equal or exceed the expenditures of the department for the year 1966 to provide day care services and to the extent feasible, additional funds shall be used to extend and strengthen such services.

3. Plans for the Extension of Child Welfare Services During the Fiscal Year, 1968

a) Covering all political sub-divisions

With respect to covering all political sub-divisions, the state board has had an established policy of mandatory child welfare services in each of the 99 county departments of social welfare. There has been a constant increase in the demand for services in successive years of the child welfare services program which has outrun the capability of the department to fulfill in terms of staff and funds for personnel.

It has been suggested to the state board that it ask county boards of supervisors to participate in the provision of staff during the fiscal year, 1968 by either paying from local funds a percentage of the cost for such services or by providing an additional worker at county expense in order to fill the gap in funding such staff.

b) Reaching all Children in Need

The proposed regional design is expected to implement on a more specific basis the extension of services at a better level of operation with closer and more able supervision.

The study committee on long range planning is in the process of developing an estimate of gaps and needs for services in accordance with the study outline which is included in Appendix C. The committee's report will be completed during the fiscal year.

While the department has no overall estimate of need, it is recognized that in a number of counties there is an inadequacy of service in terms of quality and quantity provided. While the policy of the state board enunciates the requirements that services be available to any child in every community, funds have not been available to implement this policy on an adequate basis.

c) Expanding the Range of Services

The state board has authorized a closer relationship at the regional level between the staff of the department of social welfare and the staff of the board of control, particularly in reference to children's services by initiating a plan for the establishment of joint regional offices.

A development of a regional design for child welfare services and its implementation constitutes a further effort to improve the services available to children and youth in their home community.

The state consultant on homemaker services has promoted close ties with the office of economic opportunity and the office of aging in developing homemaker services for children and youth and adults in additional counties financed through funds of those two agencies. Cooperative arrangements have also been explored and should be further developed with respect to home-health aide services stimulated and developed through the auspices of the division of chronic diseases of the health department.

The department is re-evaluating its role in day care and the board has authorized employment of an additional day care consultant so as to provide more services as a part of the licensing process for day care centers largely under proprietary auspices.

As far as feasible, plans have been promoted for developing local child welfare services in several urban communities in close cooperation with the juvenile courts with respect to the needs of dependent and neglected children and their parents in those cases brought before the juvenile court.

d) Improving the Quality of Services

The state board looks forward to raising salaries for beginning child welfare workers who have the merit system classification of public welfare worker II or social worker I. An effort is being made to recruit additional personnel for graduate training financed through child welfare services funds. County departments are also being encouraged to consider employing through the use of local funds additional child welfare staff in those instances where such a need exists for such staff.

These gains in the adequacy of number of staff may to an extent offset the difficult financial situation in which the department finds itself with respect to the appropriation for the coming biennium.

4) Progress in Reduction of Caseload Per Worker and Supervisory Load

Further emphasis needs to be placed by the regional staff for continuing to work at the problem of deploying supervisory staff so as to meet the standards established by the state board. Similarly, further effort needs to be made to encourage counties to consider contributing toward the cost of personnel in order to reduce child welfare caseloads to the standard established by the board which is lower than that established by the children's bureau.

An evaluation of staffing in terms of caseload per worker and supervisory load will be made in July and again in January of 1968.

A shifting of the burden for staffing to county departments because of the inadequacy of both federal and state funds with respect to financing administrative costs of child welfare makes it difficult to carry out an effective plan for meeting established standards.

5) Plan for Educational Leave

The study of long range child welfare needs contains for each of the 12 sub-committees a provision for an evaluation of staff needs.

Federal consultation will be sought with respect to the problem of staffing for caseloads and supervisory loads as well as the projection of need for trained staff during the coming fiscal year as an implementation to the work of the study committee on long range child welfare needs.

The demonstration of regional needs for child welfare services may make it possible to anticipate a more realistic deployment of trained staff with respect to untrained staff in extending child welfare services and in providing a better quality of service.

Ten persons are budgeted from child welfare funds for educational leave for fiscal year 1968 if qualified candidates can be recruited for these positions. This is an increase of three over the previous fiscal year for which seven positions were budgeted.

D. Currency of Basic Plan

Inasmuch as Parts I, II and III of Iowa's Child Welfare Services Plan have been completely rewritten effective July 1, 1967, the entire plan is current for the fiscal year, 1968.

If the legislature enacts the reorganization of the state department, it will be necessary to rewrite during the fiscal year most of Part I and probably it will be necessary to amend the budget. Similarly, if the federal congress enacts major legislation which will affect the allocation of federal funds to state agencies, there will be a need to make a revision in the budget.

