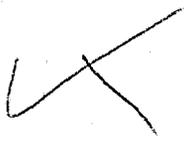


Residential Care Facilities for Delinquent Youth

Guidelines and Standards for Missouri

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council



**Residential Care Facilities for
Delinquent Youth**

Guidlines and Standards for Missouri

**MISSOURI LAW ENFORCEMENT ASSISTANCE COUNCIL
621 EAST CAPITOL AVENUE
P. O. BOX 1041
JEFFERSON CITY, MISSOURI 65101
AREA CODE: 314 - TELEPHONE: 751-3432**

PREFACE

The Missouri Law Enforcement Assistance Council was established in 1968 by Executive Order of Governor Warren E. Hearnes to administer the Omnibus Crime Control and Safe Streets Act of 1968. In January, 1969, MLEAC was further designated by the Governor to administer and implement the provisions of the Juvenile Delinquency Prevention and Control Act of 1968.

Responsibility of the MLEAC in the area of juvenile delinquency was for the development of a comprehensive state plan for the prevention and control of juvenile delinquency and to assist in the creation of resources and programs to implement said plan.

At its conception, the MLEAC staff reviewed various studies and surveys that had been conducted in Missouri and also conferred with numerous juvenile court personnel. Findings indicated that the growing number of children and youth in the general population was showing a corresponding growth in juvenile court caseloads. With this increase in caseload came a recognition of a serious imbalance between the number of children requiring care outside their own home and the number and varieties of resources available to the juvenile courts to meet these needs.

In the early stages of the planning effort, it became apparent that one of the most obvious needs was the development of a system of treatment alternatives available to the juvenile courts. Throughout the United States, new types and patterns of foster family care and institutional care have evolved. Emerging from this trend has been a renewed interest in the concept of "community-based treatment" and the subsequent development of group care facilities located within the communities of the children they are designed to serve.

The MLEAC provides technical assistance and grants-in-aid to judicial or governmental agencies and to not-for-profit organizations for the development of community-based residential care facilities for delinquent youth.

Because of the interest shown by diverse groups in the development of these "out-of-home" placement resources for the delinquent youth, a need has become apparent for organizational guidelines to insure that a high quality of care is being provided.

Staff of the Missouri Law Enforcement Assistance Council prepared the original draft of guidelines and standards.

It was the belief of the MLEAC that the final standards would be more appropriate to the Missouri scene if formulated on the basis of review and revision by a group of project directors or representatives of a variety of residential care facilities for delinquent youth. Accordingly, a committee to develop guidelines and standards was established consisting of fourteen persons. Appreciation is extended to these individuals and to the Missouri Division of Welfare for their assistance.

These minimum standards for the operation of residential facilities receiving funds from the MLEAC are not intended to replace or be in conflict with existing standards of the Missouri Division of Welfare. They are to provide a standard basis from which to plan, organize, and administer an "out of home" treatment resource for juvenile offenders as well as to provide a base for evaluating the performance and effectiveness of such a home. These standards outline requirements for subsidized foster family group care and group home care, and list the documentary material necessary for submission of a completed proposal.

It is hoped that the high standards of child care demonstrated through the utilization of differential treatment resources for juvenile offenders will lead to widespread public acceptance and the necessary legislative support to develop a truly outstanding system of community-based residential care services in the State of Missouri.

Robert C. Gruensfelder
Executive Director

Guidelines and Standards for Residential Care Facilities for Delinquent Youth

COMMITTEE MEMBERS

Charles S. Ackerson	Group Home Supervisor 22nd Judicial Circuit Chairman,
Joel R. Ambelang	Juvenile Officer 11th Judicial Circuit
Robert T. Butterfield	Executive Director Butterfield Youth Services
Donald Cline	Director of Juvenile Court Services 19th Judicial Circuit
Robert J. Edlen	Executive Director Missouri Juvenile Officers Association
Greg A. Goldberg	Associate Director for Juvenile Services, Region I — Missouri Law Enforcement Assistance Council
William Minnis	Director of Treatment Presbyterian Home for Children
Robert L. Perry	Director of Court Services 13th Judicial Circuit
Joseph Rulo	Director of Special Services St. Louis County Juvenile Court
Joseph Ryan	Executive Director Providence Inner City Corporation
Robert Taylor	Program Analyst — Region V Missouri Law Enforcement Assistance Council
Ab Tehrani	Group Home Coordinator Jackson County Juvenile Court
Nan E. White	Executive Director Annie Malone Children's Home
Mark E. Whiteaker	Juvenile Officer 3rd Judicial Circuit

CONSULTANT

Shirley Hickman	Consultant, Institutions and Agencies Missouri Division of Welfare
-----------------	---

STAFF

Mary Schaefer	Program Analyst Missouri Law Enforcement Assistance Council
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INTRODUCTION

A statewide system of community-based subsidized foster family group care homes and group homes for adolescent boys and girls is being developed due to the realization that not all delinquent children can or should be provided care in traditional foster family homes or institutions. Also, there is growing discontent with the lack of resources presently available to provide the individualized treatment needed. It is generally recognized that differential approaches to the treatment of juvenile offenders are necessary to effectively reduce delinquent behavior.

In an attempt to deal with a youth's individual problems and needs as a way of preventing further delinquent acts, it is the current belief that most children can best be served within the context of the community to which he must return. The nationwide trend to establish treatment resources in the community in which the youth resides is due to the increasing evidence that not only was isolating or institutionalizing costly and sometimes destructive, it was ineffective as a means of reducing recidivism and treating the problems of many youth needing residential care.

In Missouri, surveys have indicated that a large proportion of juveniles were being committed to the State Board of Training Schools simply because of the lack of alternative placement resources available to the juvenile courts. Some studies suggest that, nationwide, up to 50% of the children being committed to institutions could be provided more effective and less costly treatment within their own community.

Also lacking, particularly in the non-urban areas of Missouri, were adequate detention facilities for children. A number of juvenile courts throughout the State reported they were releasing many "high risk" delinquency prone children into the community because if taken into custody, they would have had to be detained in jail, as alternative resources were not available for their care pending proper disposition of their cases.

Those child-caring institutions and group homes, under private auspices, presently providing residential treatment for delinquent youth operate at near capacity and stringent admission policies of many of the facilities prevent certain children (generally the ones who need it most such as the "over 14," severe behavior problems, "special" problem children, and the Black youth) from

receiving care. Cost of care in these facilities frequently makes for high boarding rates which the juvenile courts cannot pay. State general revenue resources for the purchase of care for delinquent children are limited to the State Board of Training Schools. A judicial circuit must rely on revenue from county courts or federal grant programs to develop treatment alternatives for those delinquent children within their jurisdiction who do not require institutional care or secure custody. Also, the general provisions of the Missouri Division of Welfare limits their service to dependent and neglected children. Therefore, in most cases, adjudicated delinquents and children accused of crime are not presently eligible for admission to the family foster homes administered by the Division of Welfare.

Group homes are not a new idea. Over 300 group homes of various kinds have been established throughout the United States. Some of these homes are variations of traditional foster family care and some are variations of institutional care. Most of the homes have been developed by voluntary agencies but more recently, State Departments of Public Welfare and organizations concerned with delinquency are establishing group homes. No two group homes seem exactly alike. Various aspects of group home care have been analyzed to see if this treatment resource can be truly differentiated from traditional foster care and institutional care. The literature indicates a general consensus that group homes can be defined and used differently and do provide an additional treatment resource between the small foster home and the large institution. However, group homes cannot replace foster home care or institutional care if we are truly striving for a system of residential services providing different combinations of treatment factors and various levels of security or control for different types of delinquent youth.

Since 1970, MLEAC has awarded LEAA and HEW funds to local communities to enable them to develop residential care facilities for children who cannot be cared for in their own homes. The result has been the establishment of 36 group homes and subsidized foster family group care homes which are geographically distributed throughout the State of Missouri. It is estimated that these homes have the potential of serving 250 to 300 children daily and during the course of the year can provide care to as many as 1,000 children. These resources are fulfilling a variety of needs within the communities they serve.

Terminology and Format of the Guidelines and Standards

Guidelines, as presented in the following pages, represent an orderly sequence for developing a residential care facility within a community.

The sections on standards categorize desirable levels of quality in the operation of a residential care facility. Three levels can be identified by observation of the force of the sentence stating the standard. The use of 'shall' indicates the standard is minimum requirement which must be met to obtain funding. "It is recommended" refers to a realistic objective that is within the achievement capabilities of existing homes. The final level of quality is the ideal goal characterized by the phrase "it is desirable." This level may not be attainable for all homes but will provide direction for a particular home's effort. Where appropriate, explanatory or interpretative material follow the standards for the purpose of clarifying the meaning.

Effect of the Standards

These guidelines and standards were developed to fulfill the State Council's special condition which states, "Funds shall be used for the establishment and operation of residential care facilities for juveniles only when the subgrantee agrees to submit a data card on each placement and when the project conforms with standards promulgated by the MLEAC staff."

Compliance with the minimum standards will be required of all residential care facilities receiving LEAA or HEW funds administered by the MLEAC. All new applicants shall have complied with the requirements as outlined prior to receipt of any funds or will have submitted a plan or timetable by which the standards shall be met.

To be eligible to receive 1975 funds, all residential care facilities presently receiving funds from the MLEAC are required to be in full compliance with minimum standards, or will have submitted with their 1975 application a timetable for compliance within the first six months of the 1975 subgrant period.

If the subgrantee finds that he is unable to fulfill selected requirements and it is shown clearly that compliance will result in undue hardship to the program's goals and services, specific exceptions may be granted in writing by this agency.

Appeal Procedure

Any subgrantee whose project has been denied funding on the basis of failing to comply with the minimum standards or whose grant has been suspended or revoked for failure to comply shall have the right to appeal such a decision.

The MLEAC Task Force on Juvenile Delinquency shall grant the right for such subgrantee to submit a written statement of those conditions or situations that would justify the approval or reinstatement of the project. The Task Force shall also grant the right for such subgrantee to appear before them and present such information as the subgrantee feels should be considered by the Task Force in its deliberations.

CHAPTER I

DEFINITIONS AND TYPES OF PLACEMENTS

Community-Based Residential Care Facilities are designed as alternatives to incarceration or institutional care providing for full participation in conventional community living experiences. Community-based treatment allows the youth to deal with his problems within the environment to which he will return. Treatment must include the youth, his peers, his family, his school, and the community. Community resources which are in existence such as education, vocational training, recreation and employment are utilized rather than providing built in services within the home. Controls for the youth's behavior are through the facility's treatment program itself, and not through bricks and mortar, bars and locks. The youth in a community-based "open" setting must deal with reality, not an artificial world.

Residential care facilities for delinquent youth, which are being developed in Missouri, are of two basic types: Subsidized Foster Family Group Home Care and Group Home Care. Traditionally, foster family homes have been developed for the care of dependent, neglected or abused children. While foster family care is often cited as one of the most desirable placements for a youth who cannot remain in his own home, this resource is seldom available for the teenager. The development of the concept "subsidized foster family group home care" was an attempt to provide an incentive to families to serve the teenager in need of an "out of home" placement and one that would provide him with a "family model."

The group home concept was developed to provide for another level or approach to treatment for those adolescents requiring a more structured living situation than what is available in the foster family home. A group home is considered to be the placement of choice for adolescents who often cannot tolerate the intimacy or close family relationships which prevail in a foster home. The group home program is to help the youngsters relate better and more intensively with their peers and with adult authority figures in accordance with a diagnostic assessment of what is needed for them.¹

Subsidized Foster Family Group Home Care is provided in private homes of couples who volunteer to use their home to care for youth in a family setting. By contract, the couple is paid a monthly subsidy to keep their home available on a twenty-four hours per day, seven days a week basis; to have adequate facilities to care for a minimum of four youths and a maximum of six (optimum of 4); and to accept by prior agreement the decision of the juvenile court as to the youth referred, regardless of age, sex, race or problem which determined his need for placement.

In addition to the subsidy, the court pays a reasonable per diem allowance (not less than two dollars) for each youth's maintenance, food, laundry, etc. The local jurisdiction also provides for necessary clothing, medical, and dental expenses. All homes should be capable of fulfilling the requirements for licensure set by the Missouri Division of Welfare as well as local standard setting bodies such as zoning, fire, and sanitation.

Community-based subsidized foster family group care homes may be used for the following purposes: 1) as an alternative to detention for those children who for some reason must be removed from their own home pending a dispositional hearing, but who do not require secure custody; 2) for placement pending the resolution of a crisis situation in their own home which would then permit the return of the youth; 3) to provide emergency temporary care for dependent, neglected or physically abused children until the Division of Welfare can locate another placement; 4) to serve as an observational setting in which the individual needs and problems of a youth might be determined thereby providing a more accurate diagnosis for the dispositional hearing regarding treatment or placement plans; 5) for care during the interim period between a court hearing and placement in another treatment facility or resource; and 6) as a treatment alternative.

This type of care is usually considered short-term (temporary) in that it does not exceed a four months' duration. The subsidized foster family home serves children from birth to age 17. The foster parents are the only staff persons who live with the children, and the children are usually expected to fit into the mode of living already established by the foster family.

Group Home Care varies in the nature of management and operation and few people or agencies agree on terms or definitions. Even though group home care is an old concept, it is a relatively new resource or treatment alternative for juveniles in the State of

Missouri. Group care is based on the premise that an individual treatment plan for each youth together with a group living model will have a decisive influence on the youth's behavior.

The trend toward group homes has been generated in part by the difficulty in recruiting foster parents who are both interested and have the ability to work with teenagers, as well as having a suitable home that will accommodate the boy or girl for whom placement is being sought. Child care staff are employed and viewed as counselors, youth supervisors or houseparents rather than as foster parents. In this model, the principle administrative body, be it the Court, other agency, or board has active responsibility for the youth. They determine what the basic mode of living will be, and the houseparents are expected to adapt to the needs of the individual youth and the group. By contrast, in a subsidized foster family group care home, the youth is usually expected to fit into the mode of living already established by the foster family.² The administrative body makes the major decisions about admissions and discharges from the home. The development of a treatment program based on a group model provides assurance and some personal security to the youths, even if houseparents leave.

As stated earlier, group homes vary in the nature of management, operation, and programming. Further variations are found in regard to the ownership of the physical structure, types and numbers of staff, nature of financial reimbursement, administrative responsibilities; and admission and release procedures. However, some common characteristics of group homes are that they provide placement for up to 12 children with a common age range of 12 through 17. At maximum, a three year age span within a home is suggested. They provide 24-hour residential care. Length of stay is considered to be more long term than in the subsidized foster family group care home and is usually from four months up to one or two years. Based on our experiences, the average length of stay is generally seven to nine months.

Despite the lack of hard and fast rules for achieving an optimum capacity, it is recommended that group homes limit the number of children in residence at any one time to eight. While having a smaller capacity does add to the per capita cost of the group home, a larger capacity places additional demands on the houseparents which cannot be met without the availability of support staff.

The MLEAC has classified four broad categories of community-based group homes by the auspices under which the homes are

presently being developed in Missouri.

1. **Court-operated Group Home.** This type of group home is usually a single dwelling owned, rented, or leased by the Court. Houseparents are employed by the Court. In addition to salary; they may also receive free room and board. The Court maintains administrative, supervisory, and service responsibility for the group home. The Court also retains control over intake and release procedures and generally has total responsibility for the development of a treatment program within the home.

2. **Contractual Group Home.** A juvenile court may enter into a legal contract for residential group care for a specific number of adolescent boys or girls from an established "parent" institution (public or private) which has set up a community-based group home. This group home is viewed as an adjunct to an institution and may or may not be on the institution's campus. The "parent" institution employs all staff for the home. The group home director and the appropriate committee may have complete control over admissions and releases dependent on contract content. They also have responsibility for the administration, supervision, and services provided to the children. The treatment philosophy of the "parent" institution is usually carried out in the group home's daily living experiences, with the juvenile court providing counsel and guidance.

3. **Board-operated Group Home.** A juvenile court may enter into a legal contract for group care from a home operated by a voluntary board (nonprofit organization incorporated under the laws of the State of Missouri) composed of persons representative of the community served by the group home, and who have been chosen for their knowledge, interest, and concern for children. The Board of Directors is responsible for the establishment of by-laws, policies and procedures, financing, and general management of the home. An executive director or an administrator is hired whose responsibility it is to carry out the programs and policies adopted by the Board.

Either houseparents, youth supervisors or counselors, are employed in the facility which is owned, rented, or leased by the Board. In addition to salary, they may also receive free room and board. Dependent upon the number of youth residing in the facility, there are usually some supplemental housekeeping and cooking staff, and relief houseparents.

Combinations of the above three categories are possible. For example, a court-operated home may be developed under the auspices of a not-for-profit board which serves in an advisory capacity.

Group homes alone will not offer a community a solution to all its problems regarding delinquent children. Both group home care and subsidized foster family group care should be given recognition as extremely important treatment approaches but they should be developed only after careful planning. The types and numbers of children presently served by the juvenile court, an assessment of the types of programs needed to serve these children, and a statement of the treatment goals of the principle administrative and referral agencies (if different) should be the initial information collected to determine if a group home is feasible in your community. Planning will be discussed further in Chapter II.

**RESIDENTIAL CARE FACILITIES FOR
DELINQUENT YOUTH***

Capacity	Staffing Pattern	Treatment Model	Ages of Children Served
6 or less	Foster Parents or Houseparents and Relief Staff	Family Living	Wide Age Range
less than twelve	Administrator or Director Houseparents Youth Counselors Cook Clerical Maintenance	Peer Groups	3 Year Age Span

Subsidized Foster Family Group Care

**Group Home Care

*Variations of the two models presented in this document are possible. The Guidelines for development and standards for operation are applicable to these variations.

**In some instances, residential care is provided through a crisis intervention unit or as a component of a community counseling program. These units fall under the general category of group homes but are distinguished from group homes due to the short term residence (usual stay 72 hours) and placement is not necessarily through the court.

CHAPTER II

**GUIDELINES FOR THE
DEVELOPMENT OF RESIDENTIAL
CARE FACILITIES FOR
DELINQUENT YOUTH**

The following outline is suggested as a logical sequence in the planning and development of an "out-of-home" placement for youthful offenders.

A. Determine Need and Define Problem Area

Basic to planning is the collection of "hard data" which establishes a need for a certain program. One must first touch base with local offices and agencies that come in contact with the delinquent youth. This would include the juvenile court, the schools, social service agencies, mental health facilities and law enforcement agencies. What do these people see as being the need in the community? Also, what types of youth now being sent to training schools and other institutions are returning to the community and what happens on their return? Having become generally oriented and knowledgeable regarding the needs of the delinquent youth in the community, the collection of "hard data" may be accomplished by: 1) a study of juvenile court referrals over the past five years and projected number of referrals; 2) behavioral or social problems represented by the referrals; 3) number of children placed outside their own home; 4) number of children determined, diagnostically, as needing placement for which there is no resource available; 5) number of children placed in jail or detention that did not require secure custody; 6) number of children "inappropriately" referred to the State Board of Training Schools simply because no other alternative was available; 7) a study of present placement resources available to the court staff, the type and adequacy of care they provide and the projected expansion of these, if any; 8) evaluation of the court's ability to utilize present placement resources in terms of the financial cost of care, treatment program provided, intake policies, capacity, etc; and 9) evaluation of local financial resources to provide the needed "out-of-home" placement resources.

The activities undertaken above should produce a specific target

group of children to be served to include: 1) behavioral or social problem causing referrals to be made, 2) degree of behavioral or management difficulty, 3) age range, and 4) sex. The evaluation of local resources to meet the needs of these children then identifies the gaps in service resources available within the community. A decision to develop a home should be withheld until this portion of the process has been completed and a definite need for an "out-of-home" placement resource(s) has been established.

B. Enlist Community Support

Group home care and subsidized foster family group care are community-based programs. As such, they must be community integrated, involved and responsive to the concerns, fears, and anxieties in their neighborhoods. Community support is essential to the program's success and if a group home chooses not to establish close and effective community relations, they may expect suspicion, misunderstanding of the purpose of the home and possible opposition to its development. There are many advantages to be gained from open, regular and responsive community relations. Therefore, a careful assessment should be made of a community's probable reaction to the program. Deliberate and time-consuming planning is necessary to develop pre-program community support.

Often the difficulty in enlisting community support lies in easing the anxieties of the least informed but potentially most vocal community groups.

A suggested sequence in establishing and enlisting community support is:

Identification of the community power structure. This includes both the formal power structure portrayed by civic leaders, political leaders, businessmen, organized labor and the press; and the informal power structure of persons who occupy no official position in an agency or organization.

Develop resource potentials by using the media to let the community know what you hope to achieve. The timing of newsworthy features is important and the program goals should be explained in a sequence of articles, not all at once. Clearly state your objectives and for the home using facts and statistical data.

Recruit volunteers or interested citizens by personal contact and through the media. Develop a following but be careful not to overload with representatives of the power structure who only lend their name, not labor. Persistence is important in securing individuals who will truly work for the project, spread the word and become advocates for community-based alternatives.

Have both agency representatives and volunteers make presentations of the proposed program to civic organizations, public and private agencies, church groups, neighborhood groups, law enforcement and school authorities.

Form a committee composed of a cross section of interested groups and individuals to permit recognition and assurance of their mutual interest and support for the program.

Explain the program honestly. Discuss all its ramifications, difficulties and problems expected, as well as benefits and advantages.

Regularly scheduled meetings should be held both during the planning stages and after the program opens (i.e., open houses).

Prepare for community involvement at all times. The residential care facility should provide some reciprocal measure of service to the community (i.e., community projects, meeting facilities, etc.). Most importantly, do not overlook any potential sources of support within the community just because they have not been involved in any prior activities or their usual projects are of a different nature.

C. Program Development

Upon determining the target population to be served and having acquired community support of the plan, the next step is to formalize your thinking on the specific purposes and goals of the facility, the type of treatment program and the organizational structure which would best meet the needs of the youth to be served. Visits to existing homes to study their physical facilities, treatment program, and general operation may be very helpful.

D. Obtaining Local Financial Support

As stated earlier, judicial circuits must rely on revenue from their county courts or federal grant programs to develop residential treatment alternatives for those delinquent children who do not require institutional care or secure custody. The majority of the residential treatment resources for delinquent children are in metropolitan areas because the tax base is broader and more funds are available from other resources. In contrast, juvenile courts in non-urban areas generally have less funds to develop community-based treatment resources and rely heavily on the training school facilities. In order to assist in the development of these residential treatment resources in all areas of the State, federal grants-in-aid have been made available. However, as all federal grant programs must be viewed as "seed money," it is extremely important that from the outset of planning for a group home or subsidized foster family group home potential sources of local funding be located. Concurrent with plans for developing the treatment program to be provided, plans for placing the home on a sound financial basis to continue operation after federal funds are no longer available is also necessary. Local sources of funds which could possibly be utilized are county court revenues, Division of Welfare board payments, United Fund or Community Chest, Revenue Sharing, City or municipal revenues, private contributions, private foundations, endowments, civic groups or organizations. This list may not represent all potential local sources available. Each community's resources must be explored to seek out other funding sources.

E. Site Selection and Physical Facility

Finding the proper site for a group home is an extremely important and time consuming task as ideal locations may not be readily attainable. Zoning regulations must be taken into consideration. Another important factor is locating a facility that takes a minimum amount of renovation to meet fire and safety requirements and yet provide adequate space. Please pay special attention to Chapter III, Section E.

CHAPTER III

STANDARD: COMMUNITY BASED GROUP HOMES FOR DELINQUENT YOUTH

Community-based group homes are designed to serve children who require placement outside of their natural homes, who do not require institutional placement, and who, for special reasons, the court deems substitute placement in foster family care or with a relative is not appropriate. The group home is also used as a "halfway out" facility for youths who have been incarcerated and are unable to return home. We encourage the development of a wide range of types of facilities, designed to meet the special needs of children. Regardless of the type of youth served, the facility must provide a program of maximal community involvement, individual treatment and a structured and guided group program as the goal of the group care program is the rehabilitation of the juvenile offender. This goal may be realized by assisting and enabling a youth to return to his own home, prepare for substitute family care, or achieve independent living.

A. ORGANIZATION AND ADMINISTRATION

A.1) A group home shall have a governing body constituted through an agency of state government, a unit of local government or a not-for-profit corporation (incorporated under the laws of the State of Missouri). Such governing body is to be set forth as a matter of official record in the facility's charter, constitution or other appropriate official document.

One of several administrative patterns may be selected depending on the type of youth to be receiving care, what agencies will be making referrals, and what agency or group has the capability of providing a total treatment program for the group home. The guiding principle of the MLEAC program is that crime is a local problem and should be dealt with on a local level. Therefore, planning for a group home should be conducted by or closely coordinated with the local judicial circuits. The court should play a major role in determining the type of home needed to meet the needs

of the children within their community.

Several juvenile courts have preferred that the group home be administered directly by their staff. This decision was based on the court's experience that the further a resource is removed from the court's control, the less the court can control the intake. Current admission policies in several privately operated residential facilities hinder courts from taking advantage of the services provided.

Other courts prefer not to take on this responsibility or simply do not have the staff capabilities to permit them to devote the great amount of time necessary to develop and supervise a group home. From our experience, it has become evident that only those courts which are able to provide the necessary administrative and supervisory staff to develop a total treatment program should undertake such a project.

A.2) The governing body of the group home shall establish an organizational structure designed to implement the group home's objectives.

A.3) Responsibility for the implementation of the governing body's policies shall be vested in an administrator or project director.

A.4) The administrator or project director shall establish a timetable for the implementation of the facility's program.

A.5) The governing body of the group home shall develop a procedural manual or its equivalent to include the following:

- a) Operating procedures such as intake, release and day to day operations of the home. (See pages 29-38.)
- b) Job descriptions and responsibilities of all staff. (See pages 25-29.)
- c) Personnel policies which include administrative action to be taken regarding hiring, suspension, termination, and any appeal procedures available.
- d) Accounting procedures. (See pages 16-18.)

It is recommended that the project director have administrative experience and ability to work with and relate to youth as indicated by previous work experience.

If the group home is governed by a body other than a juvenile court, or a public agency, it is recommended that contractual arrangements be made with the court under whose guidance the home is operating.

Examples of various administrative structures can be found in Chapter I. Definitions and Types of Placements. For information on the Development of Boards and establishment of by-laws, please refer to *Guide for Board Organization and Administrative Structure* published by the Child Welfare League of America, Inc.

Additional administrative responsibilities include: 1) the development of resident selection criteria, referral procedures, and treatment planning activities; 2) fiscal management; 3) fund raising; 4) records and reports, and other management information; 5) site location and equipping the home; 6) staff recruitment, screening and training; 7) coordination of existing community resources to be utilized by the facility; 8) development of needed resources; 9) selection of residents; and 10) evaluation of total project.

Regardless of the auspices under which a residential care facility is administered, the organization must maintain a high quality of professional supervision in order to use the home in a differential and effective manner. Poor supervision can result in a substandard group care facility, with questionable effects on the children served.³

Missouri's laws protect the rights and welfare of children who are in need of substitute care. Therefore, group homes in which children are placed by the court will need to meet licensure requirements set by the Missouri Division of Welfare. The Division of Welfare licenses all foster family homes for dependent, neglected and for abused children. This agency also licenses all subsidized foster family group care homes and those contractual and board operated group homes which fall under the licensing statute. These standards are not intended to conflict with any licensing procedures of the Division of Welfare and in no way relieves an applicant from the statutory licensure requirements.

The Juvenile Court has the responsibility for insuring that the youth who is placed in a residential care facility will receive the necessary protection and care. In turn, the facility has the responsibility to provide twenty-four hour care in the form of whatever individual, specialized needs the youth may have such as food, sleep, shelter, clothing, work, recreation, socialization, education, clinical, mental or physical health, or religious services. Responsibilities and expectations between court personnel and facility personnel should be clearly defined and observed by both parties. In some instances, especially in rural Missouri, both juvenile courts and the Division of Welfare may be placing and supervising children in the same group home. In light of this, definite understanding and working agreements between Court and Division of Welfare personnel will be necessary in order to coordinate the services to be provided in these homes in an effective and appropriate manner. Otherwise, it will be extremely confusing to both the houseparent and to the youth placed when considering the number of persons with whom they may have contact.

B. PURPOSE AND GOALS

B.1) The purpose and goals of the group home shall be clearly defined in measurable terms to include the specific needs of the youth served, the services offered and the objectives sought on behalf of the youth served.

The identification of the purpose and goals of the residential care facility serves as the basis for program development. The statement of purpose and goals should include: 1) specific characteristics of youth to be served; 2) a description of the problem for which services will be provided; 3) age range and sex of youth to be served; 4) numbers of youth to be served; 5) geographic area for which the facility is designed to provide service; and 6) desired outcomes or the measurable change in behavior which determines release.

B.2) The purpose shall be set forth as a matter of official record in the group home's charter or constitution where such charter is required.

It is recommended that the purpose and goals of the group home be explained in publications for distribution to group home staff juvenile court personnel, youth served and their families.

As group homes are defined and utilized differentially, specific goals vary within each setting. These goals, generally, include one or more of the following:

Short Range Goals

1. Reduce juvenile detention in jails;
2. Reduce inappropriate "holding" in secure detention facilities;
3. Provide a placement resource for children pending resolution of a crisis situation in the home;
4. Provide a conducive atmosphere for the obtaining of diagnostic information to insure the development of a proper treatment plan or appropriate placement plan;
5. Reduce inappropriate commitments to the State Board of Training Schools and provide an alternative to institutionalization for youth adjudicated delinquent;
6. Enable a youth, if possible, to continue his educational or training program;
7. Provide a period of stabilization and personal security to the youth so behavior can be brought under control;
8. Deter or eliminate delinquent behavior of children while in residence;
9. Provide a more appropriate daily living and treatment circumstance than could have been provided in any existing available alternative;
10. Reduce the cost for residential care from the per capita cost incurred in an institution; and
11. Demonstrate the ability of a program to utilize community resources in an effective manner.

Long Range Goals

1. Deter a youths delinquency pattern following release;
2. Improve peer adjustment;
3. Improve opinion of self and own ability;
4. Improve social skills (ability to get along with others, follow rules, etc.)
5. Provide for more mature functioning and acceptance of responsibilities;
6. Strengthen a youth's view of family life and his involvement in it;
7. Provide necessary skills so a youth may function independently or be integrated back into his family unit; and
8. Demonstrate the effectiveness of a community dealing with its delinquency problems.

C. RECORDS AND REPORTS

C.1) A record shall be prepared and maintained in the group home for each youth placed showing the youth's name, date of birth, pertinent medical information (if available), who is to be contacted in an emergency and other information necessary for the identification, supervision and treatment of the youth in the home. Provision shall be made to insure the confidentiality of this information.

C.2) Progress reports or diagnostic summaries shall be prepared on a regular basis for each youth.

C.3) A written summary shall be prepared at the time of discharge or request for relief of custody including significant adjustments during placement, school adjustment, ancillary services provided, reasons for requesting relief of custody or discharge and recommendations for further placement.

C.4) Group homes operated by other than the juvenile court or a public agency shall forward the progress reports or diagnostic summaries and the discharge summary to the court having jurisdiction.

It is recommended that a record indicating violations of home rules, misconduct, disciplinary problems and resultant disciplinary action as well as progress reports indicating major occurrences and personal observations be maintained.

It is desirable to maintain reports of additional follow-up or after-care contacts indicating individual adjustment (positive or negative) following release from the home.

C.5) Administrative records shall be maintained and shall include the following:

a) Central cumulative record indicating youth placed, date of birth, reason for referral, date of admission, date of release, and destination upon release.

b) Personnel records to include personnel application forms, job descriptions, personnel qualifications, and time sheets.

c) Fiscal records and reports.

d) Inspection reports.

It is recommended that the administrative records also include statistical records.

It is desirable for administrative records to include minutes of board meetings when appropriate.

C.6) The standardized MLEAC Group Home Statistical Card (GH1a and GH1b) shall be completed on each youth placed and released from the facility.

C.7) MLEAC Fiscal and Narrative Reports (forms D1 and D2) shall be completed on a quarterly basis (March 31, June 30, September 30, and December 31) and are due in the regional office within five days following the close of the quarter.

D. FISCAL MANAGEMENT

D.1) The governing body of the group home shall establish written policies for the administration of funds.

It is important that a procedure be developed which outlines (staff responsibilities for depositing funds, approving expenditures, issuing checks, proper documentation for distribution of funds, inventory control, maintenance of payroll record, proper maintenance and payment of all taxes imposed by the Federal and State governments (i.e., FICA, Income tax).

D.2) Fiscal guidelines as set forth in the MLEAC Applicant and Subgrantee Handbook shall be followed and special attention should be given to the following items:

a) An annual budget to include all anticipated expenditures from federal and other funding sources shall be prepared.

b) If LEAA funds are to be expended for personnel, a system shall be established which includes a wage and salary schedule and employee time records verified by the director or administrator.

c) Purchasing policies shall conform to minimal requirements as stated in the Handbook.

d) A formal system of inventory control shall be established as stated in the Handbook.

It is recommended that provision be made for adequate liability, theft and fire coverage for the group home, and purchased through competitive bidding procedures.

It is recommended that the project director and the fiscal officer be bonded in an amount equal to the maximum funds on hand at any given time.

It is recommended that a balance sheet and operating statement be reviewed by the governing body at least quarterly.

It is desirable for an agency to provide for an outside audit on an annual basis.

E. PHYSICAL FACILITY

The presence of an adequate physical facility is of considerable importance. This refers to both total amount of space and to the manner in which that space is utilized. A report entitled, *Comparative Plan Analysis* which illustrates a comparison of the structural plan and program function can be made available for review by contacting the MLEAC office.

Mode of ownership

A decision to lease, buy, or build a group home will depend on the circumstances confronting the particular agency. Some considerations are:

Lease — is least demanding financially, and provides the greatest flexibility to change. However, it provides the least predictability or continuity. A lease arrangement is being encouraged unless there is a sound financial plan for the continuation of a group home should federal funding no longer be available. It is also recommended until the agency experience dictates actual space and structural needs.

Purchase — requires a greater initial investment of funds, and more responsibility for maintenance and repair. Also, there is

some difficulty in finding a facility which is adequate without some renovation. This alternative does provide more continuity and stability for program.

Construction — allows more flexibility in planning structure facilitate program design. However, there are many complications in financing such a project.

Site Selection

The home should be located in an area where community resources and regular treatment resources are readily available and can be utilized. The home should not be located in an area which is socially and economically far above what the youth to be placed are accustomed. The area should accept members of any minority group whom the agency plans to place in the home.

If the home is to serve adolescent boys and/or girls who attend school, it will be advantageous to be near schools. If the home is to serve older children who will be working, then it should be located near public transportation facilities which will provide accessibility to employment. Closeness to public transportation facilities for both groups of youth should be considered because of frequent visits to hospitals, clinics, churches, theaters, stores, and recreational facilities.

In planning a regional group home facility, thought should be given to locating in an area which can provide a majority of the above mentioned resources. It will be quite important to choose a neighborhood which is familiar with children and youth, and one which will not be frightened by the idea of a "group facility for delinquent youth." Once a tentative site has been selected, careful interpretation of the nature of the home and its program to the appropriate city officials, neighborhood organizations, schools, and churches, may be beneficial in helping to enlist their support. Some resistance from the neighborhood can be expected but overcome. It is important that contacts be made and meetings be held so that citizen's fears can be heard and addressed.

Local zoning regulations vary in each community. Some group homes have been defined as "family dwellings" and have been accepted in residential areas. In other instances they are defined as boarding houses and must locate in areas zoned for "multi-family dwellings."

Rural settings do not usually present problems of this kind, but they may create other problems such as sanitation, fire and safety protection. However, the location should be related to the proposed function of the particular home. A rural setting may be more appropriate for adolescent boys who need less pressure from neighbors because of aggressive and "acting out" behaviors. In any event, there should be enough ground to provide sufficient outdoor space for recreation purposes. The actual amount should be determined by the number and ages of the youth to be served.

Structural Requirements

E.1) The group home shall be in compliance with all applicable local regulations, ordinances, zoning laws, licenses, public health and building requirements.

Local building and zoning codes should be examined before property is obtained in order to avoid conflicts or obstacles and possible financial loss. Group Homes have been established in large one family homes or in apartments which are combined. Older homes have also been renovated and made attractive, warm and inviting through the use of color in paint, draperies and carpeting. Furnishings should be functional and sturdy, but attractive. The home should be large enough to house the anticipated number of youth and houseparents comfortably, and with some degree of privacy. A minimum of 80 square feet of bedroom space per resident is suggested.

The youth need each other but they also often need privacy. Likewise, houseparents need occasional privacy to minimize resentments and reactions against the youth. Some youth, such as those with poor sleeping habits, severe bedwetters, or children in a highly anxious state, frequently require separate bedrooms in the early stages of placement.

Each youth in the home should have a separate bed, and adequate space for storage of personal items. Opportunities should be provided for individual decorations. There should be separate sleeping quarters for boys and girls, with the rooms so located that adequate supervision can be maintained at all times. No unfinished attic, basement, or stair hall may be used for sleeping purposes. Separate and adequate bathroom facilities for houseparents, boys and girls are a basic consideration. Separate and comfortable living quarters for the staff or houseparents in residence in a group

home facility and a bedroom for a relief worker should be provided. Living quarters for houseparents should not be above the sleeping areas of any of the youth for supervision and safety reasons. If the youths' sleeping area is on a different floor than the houseparents, night supervision should be made available. In no instance should youth be locked into sleeping quarters at night.

The indoor living area must have proper lighting, heating, ventilation, and plumbing. A recreation room has many uses and advantages for teenagers, such as for noisy games, organized sports and dances, and should be available to the youth during their leisure hours. Consideration should also be given to the dining facilities which can be made attractive, cheerful and pleasant. The kitchen should have adequate space and ventilation and should maintain a high standard of cleanliness and sanitation. Storage facilities are an important consideration.

During the summer months, screens for doors and windows will be necessary to provide protection against insects. If possible, it is recommended that the group home be equipped with such labor saving devices as a washer and dryer.

Fire and Safety Protection

E.2) All group homes shall comply with applicable local and state fire and safety requirements. The home should be structurally sound, in good repair, so arranged and maintained that a reasonable degree of safety will be provided for all occupants. Adult supervision is needed 24-hours of every day to assist in the evacuation of the home in case of fire or other emergency. Each home shall have a written plan available to staff and youth in case of fire or other emergency requiring evacuation. A telephone shall be provided with emergency instructions posted nearby for police, fire, ambulance, and medical assistance.

General State Fire and Safety Requirements for Group Homes as set out by the State Fire Marshall are:

a) At least two exits from each floor level are required. If the building is of new construction, the doors must open outward. All second level doors must open outward. If this is an older home housing a maximum of 8 children, most lower level doors can open inward. Many situations have to be assessed individually and adaptations made.

b) Any two-story building, brick or frame, should have a fire escape, unless there are already two exits from each level. The fire escape can be of wood if the wood is 2 inches in thickness. Metal fire escapes are recommended. Depending on the individual facility and class of residents, a metal ladder rather than a fire escape can be used in some instances.

c) An exit sign must be over each door, six inches in height, with lettering of 1 inch. The sign does not have to be electric.

Depending on the individual facility, a tall window can sometimes be used as an exit instead of a door. If a window is to be used, it must be hinged to open outward, and it must be identified as an exit by an exit sign. The Missouri State Fire and Safety Inspector, Jefferson City, has signs available which are lettered in reflective type paint.

d) In two-story houses a solid core door at first or second floor level is required to keep down hazards of fire and smoke. Doors ordinarily should remain in a closed position. If this creates a heating problem, the doors can be left in an open position if there is an automatic closing device on the door which can be activated by smoke or heat.

Covered baseboard electric heaters are allowable if these are equipped with a thermostat control.

e) Some type of partial coverage fire alarm system is required. This system must be Underwriter Laboratory listed and approved.

Wind-up type individual alarms can be used, costing approximately \$45. In a one-story house there should be one in the kitchen area and one in a hallway, to take care of two or three bedrooms. If a two-story house, one should also be at the top of the basement steps, which would take care of the furnace area, and at the top of the stairway to the second floor.

f) There must be fire extinguishers for each floor, including basement level; type A for living areas; class BC for kitchen areas. These are usually good for a 2,500 square foot area.

g) If propane gas is used for cooking and heating, the tank needs to be enclosed by a fence so no contact can be made by residents.

h) Each facility must have an evacuation plan, preferably writ-

ten. Fire and evacuation drills should be held at least four times a year. Adults, or child care staff in particular, need the drills and training. If the adults panic, the kids will also.

Evacuation Drill forms are available through the Missouri State Fire and Safety Inspector, Jefferson City, Missouri.

i) A telephone must be provided. Emergency instructions should be posted nearby for police, fire, ambulance, medical assistance, and the agency responsible for each child.

j) The facility must also comply with local fire and safety regulation.

E.3) All necessary steps shall be taken to determine and to eliminate all fire and safety hazards. Each facility shall have a first aid kit that is easily accessible and adequately supplied. Prescribed medication shall be kept in locked storage facilities at all times.

F. STAFF

Staffing Pattern

F.1) Provision shall be made for at least one adult to be on duty at all times.

Adequate supervision must be provided for the youth in group home care. Staffing patterns vary and depend on the needs of the youth to be served, the number to be provided care and program requirements. The ratio of full time staff to the number of youth in residence is directly related to the intensity or level of treatment provided within the home.⁴

F.2) Provision shall be made for a staff-child ratio of 1:4 (equivalent of 3 full time staff to twelve youths in residence if the home operates at full capacity).

It is recommended, however, that provision be made for a staff-child ration of 1:3 (i.e., equivalent of 4 full time staff to 12 youth in residence if the home operates at full capacity).

The Child Welfare League of America recommends that the ratio of child care workers to children be at least one adult, with no other major responsibilities, for each six children. Within the MLEAC funded group homes the capacity of each home is gen-

erally limited to 12 residents. The literature and selected experiences in Missouri suggest that the most effective staffing pattern includes a Director-Administrator, a social worker or group worker, two houseparents, two relief houseparents, a cook, a relief cook, support staff in terms of maintenance, bookkeeping and secretarial services, and additional youth leaders or treatment counselors. This provides a staff to resident ratio of 1:2 in some instances. (6 full time staff to 12 children in residence.) The recommended requirement for group home staffing as set out above three: includes a Director or Administrator, two houseparents, 1.5 relief houseparents, one youth counselor or social worker, and a part time cook.

Staff whose primary function is the care and supervision of the residents may also serve as cook and perform maintenance duties provided that adequate care and supervision of the residents is maintained.

It is desirable to have sufficient relief personnel to enable houseparents and/or staff appropriate free time, days off, vacations, and to provide coverage in the event of an emergency.

A regular program of relief is an absolute must in the group home. Patterns of relief vary from houseparents receiving every week-end off to two nights a week off and a complete weekend every third week.

In employing houseparents, agencies have followed two patterns: employing a married couple with one or both partners devoting full time to the group home or employing two or more adults, unrelated to each other (shifts). Opinions vary regarding these patterns. Houseparents provide a more family like atmosphere and also provide more consistency in handling situations. This is difficult to emulate with a "shift" arrangement. However, it is no easy task to obtain good houseparents and then retain them. Demands on staff in a group home are great and being a houseparent is a tough job. When houseparents leave, much of the program leaves with them and children feel rejected. In some cases, the shift concept is used very successfully, to provide a model for adult-child relationship for the older adolescent (over 14) who does not have the emotional freedom to relate to the marital model. Generally, it is felt that houseparents are preferable to shifts, providing the right couple can be found.

It is suggested that during peak hours or high-sensitivity periods (waking hour, after school, and early evening), more than one adult should be available. Again, each home should have sufficient staff to assure that one person is in the home at all times and to allow for a scheduled "time off."

Qualifications

F.3) Standards of qualifications for all group home staff, professional and paraprofessional, shall be established and maintained.

F.4) All child care staff, prior to employment and annually thereafter, shall have a medical examination to insure they are free from contagious disease.

In the final analysis, the success or failure of a program depends upon the personal qualities and capabilities of the staff involved. The demands on people working in group homes are often greater than upon those working in institutional settings because group home staff are more isolated and must develop their own solutions to problems as they arise without the constant benefit of consultation or supervision. The selection, training, and supervision of houseparents or group home staff should be carried out by a person with experience in residential care programs. This person should have knowledge of the desirable qualities of houseparents, and an understanding of the duties and demands placed on houseparents.

Opinions vary regarding desirable age, educational background and previous experience of houseparents or group home staff. However, there is general consensus that regardless of the above cited considerations, houseparents should have: 1) a capacity to tolerate and understand a wide-range of aggressive and demanding behavior; 2) maturity and a demonstrated emotional stability; 3) a very strong sense of commitment to helping problem youth; 4) a capacity to give of themselves emotionally and mentally without expecting or demanding the same response from the youth; 5) a capacity to work and confer with professionals, consultants, parents and community groups; 6) an ability to cooperate in the development of a plan for the youth; 7) a willingness to support rather than undermine the efforts of other staff; 8) be in good health and have no disqualifying physical or mental handicaps; and 9) their personal or financial situation presents no problem likely to

be harmful to the interest of the youth to be cared for in the home. Again, qualifications which seem important are the ability to understand the underlying meaning or reason for certain behaviors, the ability to cope with vacillating attitudes and behaviors of children and the ability to exercise authority in a constructive manner. Group home parents must genuinely like children. This is an essential, and not merely a desirable or ideal feature.

Selection and screening of houseparents is a difficult process but it can be very rewarding when the proper choice is made. In screening houseparents, the first step is the formal application and listing of several references. Interviews are held to determine the applicants' motivation for applying, collecting of social history information relative to the development of their present attitudes toward treatment and control of delinquent behavior, and their practical experience with children. From the information gathered through personal interviews and references, an assessment is made of the personality characteristics and abilities of the person or couple as they relate to the qualifications you have set as desirable.

Several studies have been conducted in an attempt to determine what criteria makes for a "successful" out of home placement for a given youth. Results of these studies have led to conflicting opinions on the issue of "matching" children and houseparents. One study, however, selected criteria other than the personality characteristics of the houseparents to determine the basis for a successful placement. The study found that a significant number of children showed greater tendency to accept the placement if the foster mother was 46 years of age or older; more than four children resided in the home at any one time and the foster parents motivation for providing care was because they were "generally interested" in helping the child or because they knew a specific child (as opposed to wanting a companion for their own child or wanting to satisfy their own emotional needs).⁵ Still another study found that in those foster homes where the foster parent's biological children were the same age as children placed for care, many difficulties developed. Problems were especially evident when both the foster parents biological children and the children placed were in the seven to thirteen age bracket.⁶

Experience has indicated that it is unwise to have group home parents with several young children of their own. The demand on them to care for eight to ten problem youth leaves little time or energy to devote to other responsibilities.

Recruitment

Few juvenile courts have the advantage of a home-finding unit within their own agency and must often request the assistance of personnel from a Division of Welfare County office or other child-placing agency in their recruitment efforts. Foster parents themselves are often a good recruitment source. They may be interested in providing group home care or have a friend or relative who might be interested. Present employees in detention facilities or institutions may also be a resource. Once these potential resources have been exhausted, it may be necessary to develop planned recruitment publicity which includes:

a) *Speeches* at women's and men's service clubs and groups (such as PTA, Mother's Clubs, Veteran organizations, Extension Clubs, Labor Union groups, Lions, Rotary, Optimists, Jaycees, Church groups, Lodges).

b) *Newspaper* Articles and Advertisements.

c) *Television* Publicity on special educational or women's programs.

d) *Feature Stories* in newspapers, neighborhood publication and church bulletins.

e) *Radio* programs and/or spot announcements.

Responsibilities

It is desirable for job responsibilities to be set forth in an employee handbook, and verbally discussed with all new employees with subsequent changes set forth in writing.

The houseparent has responsibility for providing the proper physical care of the children in placement, as well as discipline and supervision. Daily living tasks and events are an important component of a child's treatment plan and the houseparent and/or group home staff plays a very significant role in seeing that the program is carried out as planned. Responsibilities may include working with the youths individually and as a group; assignment of household duties; direct in-house activities (physical maintenance, assist in budgeting, meal planning and preparation, purchase of clothing, coordination of recreational activities); record keeping; assisting in the development and re-evaluation of a

child's treatment plan; and making recommendations for a child's release from the home.

Again, these duties and responsibilities may vary according to the administrative structure under which the houseparent is employed.

Training

It is recommended that provision be made for pre-service training and professional growth and development for all group home care staff through inservice training and/or encouraged participation in educational and training programs outside the residential care facility.

Group home houseparents are an integral part of the treatment program for each youth and for this reason it is important that care be taken in their recruitment and selection. Every effort should be made to make prospective houseparents aware of the demands of the job. Some adults who may be able to provide care for an individual youngster may not be able to handle several, particularly when these child-care demands are accompanied by treatment expectations. Examples of situations they may encounter should be discussed in some detail and, if possible, provide them with actual "on the job" experience for a brief period before any permanent employment commitment is made. Should the willingness to participate in training be a criteria for employee selection, the governing body will need to budget for training expenses.

Once a commitment is made, it is important to increase the chances of retaining the houseparents by providing them with a proper orientation and on-going training and supervision. Pre-service training should be of an extensive nature and include: 1) orientation to the court, its functions, operation, and procedure; 2) communication skills; 3) understanding of adolescent development; and 4) techniques of working with groups.

Once the houseparents begin their employment, they should not be assigned a home with ten to twelve adolescents in residence. Houseparents require time to develop a sense of confidence and understanding of their responsibilities and, therefore, should be initially charged with the care of six or less children. During this initial period they should be given intensive support services by the administrator. Emotional support, reassurance, frequent contacts, and aid with the respect to the purchasing of supplies are

necessary tasks for the administrator to perform. In-service training experiences may consist of attendance at selected workshops or seminars; consultations with psychiatrists or other treatment staff on specific problems; or group meetings with other houseparents to discuss mutual problems and find solutions.

It is recommended that procedures be established for a periodic review and evaluation of the work performance of each employee.

A review process serves two primary purposes. First, it is a management tool which can contribute significantly to overall program effectiveness. Secondly, it provides the employee with feedback on his level of performance, i.e., he knows what is expected of him and how he measures up.

A suggested process is one which identifies objectives based on the job description with an assessment of the employees activity based on actual achievement. Together, problem areas are identified and discussion centers around measures for improvement. This review and evaluation process should occur on a quarterly basis.

G. PROGRAMMING

G.1) The treatment program and services to be offered by the group home shall be clearly stated in writing.

G.2) A description of the treatment program shall include:

- a) Therapeutic approach or theoretical base;
- b) Process or stages such as intake, treatment, discharge;
- c) Techniques to be utilized such as individual and/or group counseling;
- d) Staff functions and role;
- e) Tasks the youth are expected to carry out and any responsibilities of the youth;
- f) Means of measuring progress; criteria for release; persons to be involved other than the youth and staff

(i.e., family, volunteers, other agencies) are examples of important factors to be described in the treatment program.

The method of treatment should be selected prior to the opening of the home so a determination may be made on qualifications and the selection of persons capable of attaining the desired skills. The treatment approach selected will then enable training of staff before the facility accepts youth for placement.

Several well developed treatment designs are evident within group home programs in Missouri. These "behavioral management" or "treatment techniques" range from the traditional individual and group counseling to behavior modification approaches (various point systems, token reward systems, etc.), Guided Group Interaction, Positive Peer Culture, Reality Therapy, Differential Treatment and Transactional Analysis.

G.3) Intake policies and procedures for group home care shall be established in writing and should include acceptable referral sources, admission criteria, and other forms or reports necessary before a youth is to be considered for placement.

Admission policies and procedures are developed by the administrative authority or governing body of the facility. Admission criteria takes into consideration a number of factors which include: (1) a youth's emotional needs, characteristic behavior, desire and ability to use the home constructively, age and sex; (2) parents' attitudes about child's placement (this effects treatment but as many youth are committed it should not serve to reject a particular youth); (3) the facility's appraisal of its staff's ability to work with a certain child and to provide the necessary ancillary services (psychiatric, psychological, etc.); (4) overall goals for the facility and whether the youth can be served successfully; (5) nature of the group in residence; and (6) potential resources or limitations within the neighborhood such as the local school system, job or training opportunities and recreational facilities.

Admission policies are subject to revision as other factors change, such as additions or deletions in staff, and so they must be continually reviewed. If a juvenile court contracts for care from an established agency or from a board-operated home; the amount of control the court will assume over intake policy should be negotiated at the time the contract is drafted.

G.4) a) Criteria for admission to a group care facility shall include the following:

- a) Must be of the appropriate age for the facility in question;
- b) May be either pre-trial or post-trial (and in selected instances post-institutionalization);
- c) Must be able to benefit from and contribute to a group living experience;
- d) Must be able to attend school, or be employed, or be enrolled in a vocational training program or any combination of the above;
- e) Must have some tolerance for authority;
- f) Must be able to move about in the community freely with a minimum of supervision;
- g) Must exhibit some degree of motivation to improve themselves;
- h) Must exhibit a willingness to cooperate in this type of setting; and
- i) Must have the ability to relate to peers in a constructive manner.

G.4) b) Group home care for delinquent youth is contraindicated when:

- a) A youth is severely emotionally disturbed or physically handicapped;
- b) A youth has a severe drug or sexual problem;
- c) A youth is severely mentally retarded;
- d) A youth is not able to function within the "freedom" provided in a group home.

It is recommended that the following additional forms or reports be requested prior to admission to a group home:

- a) *Social investigation or case history;*
- b) *Medical information including a recent physical examination report;*
- c) *Psychological examination reports, if any;*
- d) *School report; and*
- e) *Parent or guardians consent for emergency medical care.*

G.5 All juveniles committed to a group home shall be committed by a court order.

This in no way abridges the right of a private group home to accept voluntary placements.

A custody order authorizes the group home director to administer care and supervision. In those instances when group homes are used as halfway houses for children on release from an institution, the youth can generally be placed without the issuance of a new order. However, clarification from the committing court is desirable. It is recommended that the committing court be notified in all instances.

G.6 There shall be no screening of residents with regard to race or religion.

It is recommended that a committee be established to review referrals for admission.

Within the group home administrative structure, a Placement Review Committee is sometimes established to review applications for admission. This Committee most often consists of the Director of the group home, a houseparent, and selected treatment staff. In some instances, "House Councils" have been formed as a screening committee and several of the group home residents participate in the intake review.

Treatment

G.7) Within the group treatment program, emphasis shall be placed on the preparation of a plan of action or treatment program for each youth accepted into the group home. This shall occur either at the time of the admission inter-

view, or at a subsequent staffing and is to be established by the referring agency in consultation with the group home director, the youth, and the youth's parents when feasible.

The plan should take into consideration the diagnosis of the youth's problem as outlined in social history material, available community resources and the capabilities of the group home to carry out the plan. The treatment plan should contain specific objectives and goals for the youth. Pre-placement visits in the group home facility should be allowed, if possible, to relieve the youth's anxieties by experiencing the life style within the group home and to also provide the staff with an opportunity to assess the youth's attitude.

Houseparents should be given as clear a picture as possible of the youth's personality, family circumstances, legal status, school placement, special problem areas, estimated length of stay, and reason for placement.

Discharge or release plans should be built in from the time the youth enters the home. Release should occur whenever the objectives or goals for the youth have been reached or when another treatment plan might be indicated.

Special emphasis should be placed on the family as a unit and as an integral part of the child's treatment program. It should be recognized that the problem of any one member of the family is the problem of the whole family. When there is such a direct intervention as the removal of a child from the family unit, the treatment plan must also focus on the social functioning of the child's entire family.

Counseling to the parents or guardian of the youth prior to placement will provide an opportunity to involve the parents in the placement and increase the youth's chance of success in adjusting to this new environment. The parents or guardian should be informed of their legal rights and responsibilities to a youth in placement. These include visitation, financial assistance, and planning for the future of their child.

Group Living Program

Program refers to the composite of services, activities and experiences required by the youth during their normal developmental process. To the basic food, shelter, and clothing foundation up-

on which an "out-of-home" placement service is built a number of other elements must be added. The purpose of a residential care facility is to provide an environment that will afford each youth the opportunity to realize his potential; to overcome his disabling emotional problems; to work out a more constructive relationship with his family and to become an individual who can take his place in society as a useful citizen.

However, there is no one way of providing care for children of a given age group or a given diagnostic category. The wide range of problems presented by youth under care makes it necessary to continually examine each individual situation and try to provide the best possible care at the time it is needed.⁸ Therefore, it is not possible to outline one specific program to be offered within a facility as it will be determined by the needs of the youth, by the availability of ancillary services in each of the communities and by projected length of stay (short-term, long-term) of the youth in placement. The task of selecting youngsters for the group home requires careful planning. It is recommended procedure not to begin a home with the total capacity, but to fill more gradually.

In general, a span in ages of youth in a group home of more than three years should be avoided. A wider age distribution than this may make for additional problems concerning differences in curfew, bedtime, and responsibilities in the home.

The composition of the group should be purposefully planned and periodically evaluated, taking into consideration such matters as interaction between and among children in the group, possible effect a particular youth may have in the group, and the degree and kind of group focus generated by the nature and size of any group.

Placement of children in a co-educational group home program should be determined by the personality problems and emotional level of the children in question, as well as the architectural capabilities of the group home facility. These programs should be carefully planned in relation to physical facilities and quality of supervision available.

G.8) Rules and regulations shall be established in writing and include standards for personal hygiene and cleanliness of the group home facility. A copy of the rules and regulations shall be available.

It is recommended that rules and regulations include: a) participation in counseling, training, school and other program activities; b) use of a sign-out, sign-in register; and c) curfew times.

The foundation on which the group home program rests is the structure on which it is planned. Programming provides a manageable environment in which both houseparents, treatment staff, and children in placement can come to anticipate certain consistencies in expectations and behavior. Establishing rules and regulations, daily routines and responsibilities are all components of structure.

At the commencement of a group home program, houseparents and other staff should draft a tentative set of rules and regulations and nature of penalties for infractions. Later, the group in placement may be given the responsibility for negotiating a new set of rules and assuming some responsibility for their enforcement by the members themselves. One type of treatment program often developed, based on a behavior modification model, is a point system which provides numerical grading based on compliance with house rules the number of points then determines the amount of activities or individual decision-making in which a youth may participate.

Whatever the group treatment program, group living should be used in a planned, purposeful way to help the youth develop meaningful relationships with adults and with their peers; to form constructive patterns of handling time, money, care of belongings, and use of community resources.

It is recommended that formal group counseling be provided to the youth in the group home.

Group process is important as it is the theoretical foundation on which the group home concept rests. Formalized group meetings of the youth and houseparents or treatment staff should be held once a week to open lines of communication, in addition it will allow the youths to play a more open and responsible part in problem solving required with day-to-day living arrangements as well as numerous related issues within the home.

It is recommended that daily and weekly behavior reports be kept for each youth in a group home.

A daily record of significant events is useful. Weekly behavior reports concerning each youth should be completed for the youth's file.

G.9) Case work services shall be provided for youth in a group home.

These services should be available during the intake process while the youth is in placement and during the release phase. During the intake phase, the caseworker should review relevant material and assist in reaching a decision regarding the appropriate specialized treatment plan for the child. Work should begin with parents and information given them regarding the home, its policies and procedures, the legal aspects of placement and what is involved with their youngster being placed in a group home. On-going supervision, treatment, and contact with all auxiliary resources providing services for group home youth is necessary.

G.10) Provision shall be made for psychological and psychiatric services.

A proper diagnosis and evaluation are essential in the development of an individualized treatment program for each youth. These services can also be utilized to provide counseling on an individual or group basis, to provide consultation on program content and admission screening, and to assist group home staff to better understand the meaning of behaviors exhibited by the youth.

It is desirable for aftercare services to be provided to each youth released from group home custody.

Education and Vocational Training

G.11) Youth in the group home shall be encouraged to participate in educational and vocational training opportunities in the community.

An emphasis on flexibility and a high degree of individualization is basic in developing an effective combination of academic, vocational, and work activities. Each child in a group home should be involved in at least one of these activities. Major emphasis should be placed on the utilization of local school systems for academic training with remedial and tutorial programs developed within the group home program. Vocational training programs (V.R., NYC, etc.) should be utilized to the extent available.

Recreation, Athletics and Leisure Time

G.12) The group care facility shall provide for planned activities, athletics and leisure time programs.

Maximum use should be made of community resources and provision made for in-house programs.

Community Participation — a limited use of selected volunteers with special skills in areas of recreation, music, art, crafts, and tutoring is quite appropriate. Volunteers provide continuity in community support, but they should be carefully selected, properly trained and supervised.

Visitation

G.13) The group care facility shall establish a written visitation policy which is flexible enough to allow for visits from parents and other individuals important to the youth.

Religion

G.14) Opportunity shall be made available for the youth to practice the religious faith of their choosing or as recommended by their natural parents.

Allowance and Employment

It is recommended that every youth have an opportunity to earn an allowance.

This is suggested as a way for a youth to experience possession and handling of money. Older youths should be given the opportunity to earn additional money. However, each child should be given daily or weekly chores, assigned in accordance with age and maturity. These duties should be clearly differentiated from those jobs they may be given for which they receive payment. Some youth may attend school and work part-time. In these instances, a youth should learn the value of money and self-support and be encouraged to place a portion of the earnings in a savings account. Allowing a youth to work full-time should be carefully considered in terms of its effect on other group home residents who may be attending school.

Medical and Dental

G.15) Provision shall be made for medical and dental care for each youth in accordance with his needs.

It is recommended that each group care facility or network of homes have a physician who can be contacted in time of emergency.

It is desirable for the procedural manual to provide directions regarding policies relative to medical care and the dispensing of medication by houseparents or other staff.

It is desirable for houseparents to receive first aid training.

Discipline

G.16) Corporal punishment shall not be used as a method of disciplining any youth.

H. LICENSURE

H.1) Where appropriate, the group home shall meet requirements for licensure as set forth by the Missouri Division of Welfare.

The Laws of the State of Missouri, 1956, Section 210.211, makes it unlawful for any person to establish or operate a boarding home for children without having in full force and effect a written license granted by the Missouri Division of Welfare. Subsections one through six of the above statute lists the six exceptions to licensure. One of these is any institution or agency maintained or operated by the state, city or county.

By policy all facilities requiring licensure who care for six children or less are licensed by the local county welfare offices. These are the foster family homes. A home caring for more than six children is known as a group home and is licensed by the State Licensing Consultant. The number specified for a group home is 7 to 15.

The Missouri Legislature invested the Division of Welfare with the legal authority to act for the protection of children in terms of licensing. The rules, regulations and standards which amplify the

statute must be observed by those who wish to engage in providing substitute care to children so that users of the service (court, child, natural parent) will be protected against substandard care. Neither the court nor the parent can watch closely over a child in each facility.

Any organization or person desiring to develop a group home or a subsidized foster home should apply for a license to do so with the Division of Welfare. After determination of a need for such a facility, it is suggested that new agencies wishing to offer "out of home" care to children discuss their plans with the person responsible for licensing in order to be fully informed of the requirements for licensure.

Following the application is a thorough review of the physical facility, the program and staff. A Department of Health representative and the local fire inspector review the home. Recommendations for fire and safety protection must be met before a license can be issued. If the facility is outside an incorporated area, a representative from a district office of the State Department of Health must also inspect for sanitation purposes. If within a city, a facility must be in compliance with local zoning and other city ordinances.

A license shall be issued only after all licensing requirements have been met. These documents were set forth in the following publications: *Laws of the State of Missouri, Rules and Regulations Governing Child Caring Agencies Offering Institutional Care & Standards for these Agencies* (for group homes) and *Laws of the State of Missouri, Rules and Regulations Governing Regulations & Standards for the Licensed Boarding Homes for Children* (foster family homes). The terms of the license are for one year. After a facility has been licensed, the license will be re-issued each year as long as the agency continues to meet minimum standards. Ongoing supervision and consultation related to the program, staff, or facility is provided.

I. EVALUATION

I.1) Methods and procedures for evaluating the effectiveness of the program in fulfilling the stated purpose and objectives shall be established.

1.2) Methods and procedures for evaluating the progress of each youth in relation to his treatment plan shall be established and provisions made for a quarterly review.

The purpose of an evaluation is to measure whether the treatment program being provided is meeting the needs of the children placed and that stated objectives are being obtained. It is also essential to measure staff performance and their ability to meet stated goals, adequacy of physical facility, appropriate utilization of community resources, organizational structure, admission criteria, procedures, and budget.

Evaluation is an on-going process and the results should be reviewed periodically. The facility should be prepared to make the necessary adjustments indicated by the evaluation to meet the changing needs of the children and the community.

From a programmatic point of view, the evaluation design and methodology should provide for the collection of specific and quantifiable data which is directly related to the stated objectives or goals for which the facility was originally established.

A basic approach to the collection of evaluative data is to: 1) specify the problems of the population to be served; 2) specify what will constitute successful treatment or rehabilitation; 3) determine the means by which the treatment goals may be achieved; 4) develop an information system (i.e., daily log, weekly reports, monthly diagnostic summaries, service referrals, counseling sessions) capable of documenting activities and accumulating service data for purposes of management and evaluation; and 5) design a method of tracing the activity of a youth following his release from the program. The development of formal procedures for implementing and documenting services provided to each individual youth helps to provide useful data.

Collection of data on the nature and frequency of juvenile court and police referrals on each youth before, during, and at a specified time following placement would provide some data on effectiveness of the program.

Also, information on each child's adjustment (home, school and community) during and for a specified period of time following placement provides valuable evaluative material. Case records, diagnostic summaries, personal interviews and behavioral rating

scales or inventories are frequently used to measure adjustment factors.

The number of youth who received care in the group home or subsidized foster family group care home, the total number of child care days provided, the average length of stay and the per capita cost of care are measurable quantities that lend themselves to comparative analysis and evaluative research.

Attempting to assess attitudinal change that can be attributed to an experience in a group care facility is a complex affair. If two different treatment approaches are being compared, it is crucial that the populations be quite similar. Long term comparative studies are needed. Youth may possess or exhibit different problems at different stages of development. Therefore, these developmental levels must be taken into consideration when attempting to evaluate the effectiveness of the facility in deterring delinquent patterns of behavior through attitudinal change. However, qualitative research on the effectiveness of the program is necessary as a basis for sound programmatic judgments. As a program is planned and implemented, a research design should also be developed by qualified personnel.

In an effort to obtain statewide standardized data on the group homes and subsidized foster family group care homes, the Missouri Law Enforcement Assistance Council has developed a group home statistical card to be completed on each youth placed in an MLEAC or HEW funded home. A copy of this material is an attachment to this document (Appendix C).

CHAPTER IV

STANDARDS: SUBSIDIZED FOSTER FAMILY GROUP HOMES FOR DELINQUENT YOUTH

A subsidized foster family group care home requires less staff time and administrative detail. It appears to best meet the needs and capabilities of those courts who have a limited number of personnel available to assume such a responsibility.

Subsidized foster family group care homes will need to meet licensure requirements set by the Missouri Division of Welfare. These standards are not intended to conflict with any licensing procedures of the Division of Welfare and in no way relieves an applicant from the statutory licensure requirements.

A. ORGANIZATION AND ADMINISTRATION

A.1) The governing body of a subsidized foster family group home shall be the judicial circuit in whose jurisdiction the facility is located.

A.2) The authorizing official of the judicial circuit shall appoint a person to be responsible for the administration of the home as required in Section 211.331, Missouri Juvenile Code.

A.3) The project director or home administrator, in consultation with the governing body or administrative board, shall be responsible for policy making, admission control and program development.

In some instances, especially in rural Missouri, both juvenile courts and the Division of Welfare may be placing and supervising children in the same subsidized foster family group home. A definite understanding and a working agreement between the Court and Division of Welfare personnel will be necessary in order to coordinate the services to be provided in an effective and appropriate manner.

B. PURPOSE AND GOALS

B.1) The purpose and goals of the subsidized foster fami-

ly group home shall be clearly defined in measurable terms to include the specific needs of the children and youth to be served, the services offered and the objectives sought on behalf of the children and youth served.

The statement of purpose and goals should include: 1) a description of the problem for which services will be provided; 2) age range and sex of children and youth to be served; 3) number of children or youth to be served (capacity of home and projected number to be served during a year's time); 4) geographic area to be served; and, 5) desired outcome or changes in circumstances which determine release.

C. RECORDS AND REPORTS

C.1) A record shall be prepared and maintained in the home for each youth placed showing the youth's name, date of birth, pertinent medical information (if available), who is to be contacted in an emergency, and other information necessary for the identification, supervision and treatment of the youth in the home. Provision shall be made to insure the confidentiality of this information.

C.2) Administrative records shall be maintained and shall include the following:

a) Central cumulative records indicating youth placed, date of birth, reason for referral, date of admission, date of release, and destination upon release.

b) Copies of inspection reports where appropriate.

It is recommended that administrative records also include statistical records.

C.3) The standardized MLEAC Group Home Statistical Card (GH1a and GH1b) shall be completed on each youth placed and released from the facility.

C.4) MLEAC Fiscal and Narrative Reports (Forms D1 and D2) shall be completed on a quarterly basis (March 31, June 30, September 30, and December 31) and are due in the regional office within 5 days following the close of the quarter.

D. FISCAL MANAGEMENT

D.1) Fiscal Guidelines as set forth in the MLEAC Applicant and Subgrantee Handbook shall be followed and special attention should be given to the following items:

- a) An annual budget to include all anticipated expenditures from federal and other funding sources shall be prepared;
- b) A system of fiscal controls with verification of all income and expenditures recorded and a procedure for handling cash shall be established;
- c) If LEAA Funds are to be expended for personnel, a system shall be established which includes a wage and salary schedule and employee time records verified by the director or administrator;
- d) Purchasing policies shall conform to minimal requirements as stated in the Handbook;
- e) A formal system of inventory control shall be established as stated in the Handbook.

E. PHYSICAL FACILITY

E.1) The subsidized foster family group home shall be in compliance with all applicable local regulations, ordinances, zoning laws, licenses, public health and building requirements.

The home should be located in an area which is free of physical hazards. The home shall be clean and have sufficient space to care for the youth. Each child should have a separate bed and adequate space for storage of personal items. There should be separate sleeping quarters for boys and girls, with the rooms so located that adequate supervision can be maintained at all times. No unfinished attic, basement, or stair hall may be used for sleeping purposes. Sleeping quarters for the foster parents should not be above the sleeping areas of any of the children for supervision and safety reasons. In no instance should children be locked in sleeping quarters at night.

E.2) All subsidized foster family group homes shall comply with applicable local fire and safety requirements. The home should be structurally sound, in good repair, so arranged and maintained that a reasonable degree of safety will be provided for all occupants. Adult supervision is needed 24-hours of every day to assist in the evacuation of the home in case of fire or other emergency. Each home shall have a written plan available to staff and youth in case of fire or other emergency requiring evacuation. A telephone shall be provided with emergency instructions posted nearby for police, fire, ambulance, and medical assistance.

F. STAFF

Staffing Pattern

F.1) Provision shall be made for at least one adult to be on duty at all times.

It is recommended that arrangements be made to enable the foster parents appropriate vacations and coverage in the event of an emergency.

In the subsidized foster family group home, the usual staffing pattern consists of the foster parents and an agency representative who supervises the children or youth in placement. However, relief staff is not often included and as a result the foster parents "burn out" due to lack of strong supportive services. In addition, it is often difficult to provide for relief staff because of the problem of bringing unrelated staff into a home owned by the foster parents. Therefore, other arrangements should be made to provide the foster parents with free time such as: 1) locating a relative or close friend of the foster parents who can take over on some weekends; 2) arrange for the youths to return to their own homes for a weekend visit; or 3) plan to provide for a one to two week vacation for the foster parents.

Qualifications

F.2) Standards of qualifications for subsidized foster family group care parents shall be established and maintained.

For further details, please refer to page 25 and 26.

Recruitment

For further details, please refer to page 27.

Responsibilities

F.3) The foster parents responsibilities shall be clearly outlined in a written contract or its equivalent.

Training

It is recommended that provision be made for pre-service training and professional growth and development through in-service training for all subsidized foster family group care parents.

G. PROGRAMMING

G.1) The services to be offered by the subsidized foster family group home shall be clearly stated in writing.

G.2) Intake policies and procedures shall be established in writing and should include referral sources, admission criteria, and other forms or reports necessary before a youth is to be placed.

Because of the short term, emergency care nature of the subsidized foster family group care home, little background or current information on the child or youth may be available. To provide for the safety and well-being of the youth to be placed as well as for other children in the foster home, it is a good practice that the youth receive a physical examination prior to placement, if at all possible.

G.3) All juveniles committed to a subsidized foster family group care home shall be committed by court order.

G.4) There shall be no screening of residents with regard to race or religion.

Treatment

G.5) An individual treatment plan shall be developed for each youth placed in a subsidized foster family group care home.

In the subsidized foster family group care program, placement is often by temporary order of the court. The foster parent should be given as much information as is available regarding the youth's circumstances. Discharge or release plans are developed as soon as the youth's situation has been evaluated.

G.6) Rules and regulations shall be established in writing by the foster parents in consultation with the administrator.

G.7) Supervision and counseling services shall be provided for youth placed.

G.8) Provision shall be made for psychological and psychiatric services.

It is recommended that daily and weekly behavior reports be kept for each youth.

Education and Vocational Training

G.9) Youth in a subsidized foster family group care home shall be encouraged to participate in educational or vocational training opportunities in the community when feasible.

Recreation, Athletics and Leisure Time

G.10) The subsidized foster family group care home shall provide for planned activities, athletics and leisure time programs.

Religion

G.11) Opportunity shall be available for the youth to practice the religious faith of their choosing or their natural parents.

Medical and Dental

G.12) Provision shall be made for medical and dental care for each youth in accordance with his needs.

H. LICENSURE

H.1) The subsidized foster family group care home shall meet requirements for licensure as set forth by the Missouri Division of Welfare.

I. EVALUATION

I.1) Methods and procedures for evaluating the effectiveness of the program in fulfilling the stated purpose and objectives shall be established.

I.2) Methods and procedures for evaluating the progress of each youth in relation to his treatment plan shall be established and provisions made for a quarterly review.

CHAPTER V

SUMMARY OF STANDARDS

COMMUNITY BASED GROUP HOMES FOR DELINQUENT YOUTH

A.1) A group home shall have a governing body constituted through an agency of state government, a unit of local government or a not-for-profit corporation (incorporated under the laws of the state of Missouri). Such governing body is to be set forth as a matter of official record in the facility's charter, constitution or other appropriate official document. (p. 11)

A.2) The governing body of the group home shall establish an organizational structure designed to implement the group homes objectives. (p. 12)

A.3) Responsibility for the implementation of the governing body's policies shall be vested in an administrator or project director. (p. 12)

A.4) The administrator or project director shall establish a timetable for the implementation of the facility's program. (p. 12)

A.5) The governing body of the group home shall develop a procedural manual or its equivalent to include the following:

a) Operating procedure such as intake, release, and day to day operations of the home.

b) Job descriptions and responsibilities of all staff.

c) Personnel policies which include administrative action to be taken regarding hiring, suspension, termination and appeal procedures available.

d) Accounting Procedures (p. 12)

B.1) The purpose and goals of the group home shall be clearly defined in measurable terms to include the specific

needs of the youth served, the services offered and the objectives sought on behalf of the youth served. (p. 14)

B.2) The purpose shall be set forth as a matter of official record in the group home's charter or constitution where such charter is required. (p. 14)

C.1) A record shall be prepared and maintained in the group home for each youth placed showing the youth's name, date of birth, pertinent medical information (if available) who is to be contacted in an emergency and other information necessary for the identification, supervision and treatment of the youth in the home. Provision shall be made to insure the confidentiality of this information. (p. 16)

C.2) Progress reports on diagnostic summaries shall be prepared on a regular basis for each youth. (p. 16)

C.3) A written summary shall be prepared at the time of discharge or request for relief of custody including significant adjustments during placement, school adjustment, ancillary services provided, reasons for requesting relief of custody or discharge and recommendations for further placement. (p. 16)

C.4) Group homes operated by other than the juvenile court or a public agency shall forward the progress reports or diagnostic summaries and the discharge summary to the court having jurisdiction. (p. 16)

C.5) Administrative records shall be maintained and shall include the following:

a) Central cumulative record indicating youth placed, date of birth, reason for referral, date of admission, date of release, and destination upon release.

b) Personnel records to include personnel application forms, job descriptions, personnel qualifications, and time sheets.

c) Fiscal records and reports.

d) Inspection reports. (p. 16)

C.6) The standardized MLEAC Group Home Statistical

Card (GH1a and GH1b) shall be completed on each youth placed and released from the facility. (p. 17)

C.7) MLEAC Fiscal and Narrative Reports (Forms D1 and D2) shall be completed on a quarterly basis (March 31, June 30, September 30, and December 31) and are due in the regional office within five days following the close of the quarter. (p. 17)

D.1) The governing body of the group home shall establish written policies for the administration of funds. (p. 17)

D.2) Fiscal Guidelines as set forth in the MLEAC Applicant and Subgrantee Handbook shall be followed and special attention should be given to the following items:

a) An annual budget to include all anticipated expenditures from federal and other funding sources shall be prepared.

b) If LEAA Funds are to be expended for personnel, a system shall be established which includes a wage and salary schedule and employee time records verified by the director or administrator.

c) Purchasing policies shall conform to minimal requirements as stated in the Handbook.

d) A formal system of inventory control shall be established as stated in the Handbook. (p. 17)

E.1) The group home shall be in compliance with all applicable local regulations, ordinances, zoning laws, licenses, public health and building requirements. (p. 20)

E.2) All group homes shall comply with applicable local and state fire and safety requirements. The home should be structurally sound, in good repair, so arranged and maintained that a reasonable degree of safety will be provided for all occupants. Adult supervision is needed 24-hours of every day to assist in the evacuation of the home in case of fire or other emergency. Each home shall have a written plan available to staff and youth in case of fire or other emergency requiring evacuation. A telephone shall

be provided with emergency instructions posted nearby for police, fire, ambulance and medical assistance. (p. 21)

E.3) All necessary steps shall be taken to determine and to eliminate all fire and safety hazards. Each facility shall have a first aid kit that is easily accessible and adequately supplied. Prescribed medication shall be kept in locked storage facilities at all times. (p. 23)

F.1) Provision shall be made for at least one adult to be on duty at all times. (p. 23)

F.2) Provision shall be made for a staff-child ratio of 1:4. (p. 23)

F.3) Standards of qualifications for all group home staff, professional and paraprofessional, shall be established and maintained. (p. 25)

F.4) All child care staff, prior to employment and annually thereafter, shall have a medical examination to insure they are free from contagious disease. (p. 25)

G.1) The treatment program and services to be offered by the group home shall be clearly stated in writing. (p. 29)

G.2) A description of the treatment program shall include:

- a) A therapeutic approach or theoretical base;
- b) Process or stages such as intake, treatment, discharge;
- c) Techniques to be utilized such as individual, and/or group counseling;
- d) Staff functions and role;
- e) Tasks the youth are expected to carry out and any responsibilities of the youth;
- f) Means of measuring progress; criteria for release; persons to be involved other than the youth and staff (i.e., family, volunteers, and other agencies) are exam-

ples of important factors to be described in the treatment program. (p. 29)

G.3) Intake policies and procedures for group home care shall be established in writing and include acceptable referral sources, admission criteria, and other forms or reports necessary before a youth is to be considered for placement. (p. 30)

G.4a) Criteria for admission to a group care facility shall include the following:

- a) Must be of the appropriate age for the facility in question;
- b) May be either pre-trial or post-trial (and in selected instances post-institutionalization);
- c) Must be able to benefit from and contribute to a group living experience;
- d) Must be able to attend school, or be employed, or be enrolled in a vocational training program or any combination of the above;
- e) Must have some tolerance for authority;
- f) Must be able to move about in the community freely with a minimum of supervision;
- g) Must exhibit some degree of motivation to improve themselves;
- h) Must exhibit a willingness to cooperate in this type of setting; and
- i) Must have the ability to relate to peers in a constructive manner. (p. 31)

G.4b) Group home care for delinquent youth is contraindicated when:

- a) A youth is severely emotionally disturbed or physically handicapped;

b) A youth has a severe drug or sexual problem;

c) A youth is severely mentally retarded;

d) A youth is not able to function within the "freedom" provided in a group home. (p. 31)

G.5) All juveniles committed to a group home shall be committed by a court order. (p. 32)

G.6) There shall be no screening of residents with regard to race or religion. (p. 32)

G.7) Within the group treatment program, emphasis shall be placed on the preparation of a plan of action or treatment program for each youth accepted into the group home. This shall occur either at the time of the admission interview or at a subsequent staffing and is to be established by the referring agency in consultation with the group home director, the youth, and the youth's parents when feasible. (p. 32)

G.8) Rules and regulations shall be established in writing and include standards for personal hygiene and cleanliness of the group home facility. A copy of the rules and regulations shall be available. (p. 34)

G.9) Casework services shall be provided for youth in a group home. (p. 36)

G.10) Provision shall be made for psychological and psychiatric services. (p. 36)

G.11) Youth in the group home shall be encouraged to participate in educational and vocational opportunities in the community. (p. 36)

G.12) The group home facility shall provide for planned activities, athletics, and leisure time programs. (p. 37)

G.13) The group care facility shall establish a written visitation policy which is flexible enough to allow for visits from parents and other individuals important to the youth. (p. 37)

G.14) Opportunity shall be made available for the youth to practice the religious faith of their choosing or as recommended by their natural parents. (p. 37)

G.15) Provision shall be made for medical and dental care for each youth in accordance with his needs. (p. 38)

G.16) Corporal punishment shall not be used as a method of disciplining any youth. (p. 38)

H.1) Where appropriate, the group home shall meet requirements for licensure as set forth by the Missouri Division of Welfare. (p. 38)

I.1) Methods and procedures for evaluating the effectiveness of the program in fulfilling the stated purpose and objectives shall be established. (p. 39)

I.2) Method and procedures for evaluating the progress of each youth in relation to his treatment plan shall be established and provisions made for a quarterly review. (p. 40)

**SUBSIDIZED FOSTER FAMILY GROUP HOMES
FOR DELINQUENT YOUTH.**

A.1) The governing body of a subsidized foster family group home shall be the judicial circuit in whose jurisdiction the facility is located. (p. 42)

A.2) The authorizing official of the judicial circuit shall appoint a person to be responsible for the administration of the home as required in Section 211.331, Missouri Juvenile Code. (p. 42)

A.3) The project director or home administrator, in consultation with the governing body or administrative board, shall be responsible for policy making, admission control, and program development. (p. 42)

B.1) The purpose and goals of the subsidized foster family group home shall be clearly defined in measurable terms to include the specific needs of the children and youth to be served. The services offered and the objectives sought on behalf of the children and youth served. (p. 42)

C.1) A record shall be prepared and maintained in the home for each youth placed showing the youth's name, date of birth, pertinent medical information (if available), who is to be contacted in an emergency and other information necessary for the identification, supervision, and treatment of the youth in the home. Provision shall be made to insure the confidentiality of this information. (p. 43)

C.2) Administrative records shall be maintained and shall include the following:

a) Central cumulative records indicating youth placed, date of birth, reason for referral, date of admission, date of release and destination upon release.

b) Copies of inspection reports where appropriate. (p. 43)

C.3) The standardized MLEAC Group Home Statistical Card (GH1a and GH1b) shall be completed on each youth placed and released from the facility. (p. 43)

C.4) MLEAC Fiscal and Narrative Reports, (Forms D1 and D2) shall be completed on a quarterly basis (March 31, June 30, September 30, and December 31) and are due in the regional office within five days following the close of the quarter. (p. 43)

D.1) Fiscal Guidelines as set forth in the MLEAC Applicant and Subgrantee Handbook shall be followed and special attention should be given to the following items:

a) An annual budget to include all anticipated expenditures from federal and other funding sources shall be prepared.

b) A system of fiscal controls with verification of all income and expenditures recorded and a procedure for handling cash shall be established.

c) If LEAA Funds are to be expended for personnel, a system shall be established which includes a wage and salary schedule and employee time records verified by the director or administrator.

d) Purchasing policies shall conform to minimal requirements as stated in the Handbook.

e) A formal system of inventory control shall be established as stated in the Handbook. (p. 44)

E.1) The subsidized foster family group home shall be in compliance with all applicable local regulations, ordinances, zoning laws, licenses, public health and building requirements. (p. 44)

E.2) All subsidized foster family group homes shall comply with applicable local fire and safety requirements. The home should be structurally sound, in good repair, so arranged and maintained that a reasonable degree of safety will be provided for all occupants. Adult supervision is needed 24-hours of every day to assist in the evacuation of the homes in cases of fire or other emergency. Each home shall have a written plan available to staff and youth in case of fire or other emergency requiring evacuation. A telephone shall be provided with emergency instructions

posted nearby for police, fire, ambulance, and medical assistance. (p. 45)

F.1) Provision shall be made for at least one adult to be on duty at all times. (p. 45)

F.2) Standards of qualifications for subsidized foster family group care parents shall be established and maintained. (p. 45)

F.3) The foster parents responsibilities shall be clearly outlined in a written contract or its equivalent. (p. 46)

G.1) The services to be offered by the subsidized foster family group home shall be clearly stated in writing. (p. 46)

G.2) Intake policies and procedures shall be established in writing and should include referral sources, admission criteria, and other forms or reports necessary before a youth is to be placed. (p. 46)

G.3) All juveniles committed to a subsidized foster family group care home shall be committed by court order. (p. 46)

G.4) There shall be no screening of residents with regard to race or religion. (p. 46)

G.5) An individual treatment plan shall be developed for each youth placed in a subsidized foster family group care home. (p. 46)

G.6) Rules and regulations shall be established in writing by the foster parents in consultation with the administrator. (p. 47)

G.7) Supervision and counseling services shall be provided for youth placed. (p. 47)

G.8) Provision shall be made for psychological and psychiatric services. (p. 47)

G.9) Youth in a subsidized foster family group care home shall be encouraged to participate in educational or vocational training opportunities in the community when feasible. (p. 47)

G.10) The subsidized foster family group care home shall provide for planned activities, athletics and leisure time programs. (p. 47)

G.11) Opportunity shall be available for the youth to practice the religious faith of their choosing or their natural parents. (p. 47)

G.12) Provision shall be made for medical and dental care for each youth in accordance with his needs. (p. 47)

H.1) The subsidized foster family group care home shall meet requirements for licensure as set forth by the Missouri Division of Welfare. (p. 48)

I.1) Methods and procedures for evaluating the effectiveness of the program in fulfilling the stated purpose and objectives shall be established. (p. 48)

I.2) Methods and procedures for evaluating the progress of each youth in relation to his treatment plan shall be established and provisions for a quarterly review. (p. 48)

FOOTNOTES

- ¹ Herstein, Norman, "What is a Group Home", *Group Homes in Perspective*, Child Welfare League of America, Inc. (1967), p. 13.
- ² Greinburg, Arthur, "Agency owned and operated Group Foster Homes for Adolescents." *Child Welfare* Vol. II (1963), p. 175.
- ³ Gula, Martin, *Agency Operated Group Homes: A Specialized Resource for Serving Children and Youth*. U. S. Department Healthm Education, and Welfare 1964, page 7.
- ⁴ Ibid, p. 17.
- ⁵ Kraus, Jonathan, "Predicting Success of Foster Placements for School Age Children". *Social Work* Vol. 16, No. 1, January, 1971, pp 63-72.
- ⁶ Ellis, Lillian, "Sharing Parents with Strangers: the Role of the Group Homes Foster Family's Own Children". *Child Welfare*, Vol. LI, #3 March, 1972, pp 165-170.
- ⁷ Gula, Martin, *Agency Operated Group Homes: A Specialized Resource for Serving Children and Youth*. U. S. Department of Health, Education, and Welfare 1964, pg. 7.
- ⁸ Rabinow, Irving, "Agency-Operated Group Home". *Group Homes in Perspective*. Child Welfare League of America, Inc. 1967, p. 27.

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APPENDIX A COST OF CARE

Group Care Homes

The cost of operating a group care home varies in relationship to several variables including: 1) number of staff employed; 2) salary levels; 3) extent of treatment services; 4) number and ages of children served; 5) proportion of costs absorbed by the "parent agency" such as administrative services, bookkeeping, and casework services; 6) use of donated services; 7) use of purchased services; and 8) geographic variations in costs.

In addition, it is usually more expensive to operate a group home program during the first year in order to purchase the basic equipment and renovate the physical facility. Total program cost for an on-going group care program is approximately \$18.50 per child per day for a fully staffed treatment oriented program with a child: staff ratio of 4:1.

Based on an analysis of the 1973 budgets of seven MLEAC funded group care homes (3 urban, 4 rural), the following cost guidelines were developed. These should not interpreted as exact costs but as estimates with potential for local variation.

Staff:

Director (usually one-third time)	\$400/month
Social Worker	\$700-\$750/month
Child Care Staff	
Houseparents (married couple)	\$500-\$650/month
or	
Resident Counselors (usually three per home)	\$450-\$500/month
Alternate Child Care Staff	\$150-\$200/month
Cook	\$350-\$400/month

Consultants:

Psychiatric and psychological evaluation and treatment (\$15 to \$30 per hour)	\$1000-\$1500/year
Medical and Dental Service	\$300-\$500/year
Training	\$400-\$500/year

Travel:

Local Travel (varies greatly depending on distance from activities): \$300-\$400/year
 Additional Travel costs for intensive family work and aftercare services \$600-\$700/year

Supplies and Operating Expenses:

Food (approximately \$1.50/day/person) \$450-\$650/month
 Telephone \$40-\$50/month
 Rent \$250-\$300/month
 Utilities (includes natural gas, electricity, and garbage collection) \$90-\$120/month
 Repair and Maintenance \$75-\$100/month
 Insurance (minimum liability & fire) \$400-\$500/year
 Clothing \$10-\$12/month/child
 Personal needs \$3/month/child
 Allowance \$5-\$6/month/child
 School and Recreation \$75-\$90/month
 Audit \$800-\$1500/year
 Household Supplies \$400-\$600/year

Equipment: (first year only) \$500-\$1000/year

Renovation: (first year only) \$4000

MLEAC Guidelines should be reviewed regarding the use of federal funds for renovation or construction.

Family Foster Care Homes

Since family foster care homes usually provide for a capacity of six children in the houseparents' own home, the costs are significantly reduced.

Some basic guidelines for developing a budget for a subsidized family foster care home is as follows:

Houseparents \$300-\$350/month
 Alternate Houseparents \$600-\$1000/year
 Treatment Consultation (\$15-\$30/hour) \$600-\$800/year
 Houseparent Training \$400-\$500/year
 Per Diem (often provided by Missouri Division of Welfare's State-County funds for Foster Home Care) \$2.50-\$3.50/child/day

Appendix B

GROUP HOME REFERRAL FORM

D. J. O. _____

DATE _____ SUPERVISOR'S SIGNATURE _____

 Last Name First Initial Date of Birth Age Case Number

ADDRESS _____ PHONE _____ SEX _____ RACE _____

FATHER _____ OCCUPATION _____

ADDRESS _____ PHONE _____

MOTHER _____ OCCUPATION _____

ADDRESS _____ PHONE _____

SCHOOL _____ GRADE _____ RANK IN FAMILY _____

REFERRED TO GROUP HOME FOR:

COMMITMENT BY COURT _____ (Treatment Alternative)
 PRE-DISPOSITIONAL PLACEMENT _____
 (Temporary Alternative to Detention)

TOTAL NUMBER OF COURT REFERRALS: _____

IN DETENTION: YES _____ NO: _____ SINCE: _____ (Date)

COURT HEARING SCHEDULED: YES: _____ NO: _____ DATE: _____

COURT RM: _____

CURRENT COURT REFERRAL: DATE: _____

NATURE OF OFFENSE: _____

CIRCUMSTANCES (ALONE, WITH OTHERS, EXTENT OF INVOLVEMENT ETC)

*Courtesy of Juvenile Division,
 Circuit Court, Twenty-second
 Circuit of Missouri

PRIOR REFERRALS AND DISPOSITION

DATE	NATURE OF REFERRAL	DISPOSITION

RESIDENCE PRIOR TO LAST REFERRAL:
 WITH PARENTS _____ RELATIVES HOME _____ FOSTER HOME _____
 OTHER GROUP HOME _____ DETENTION FACILITY _____ JAIL _____
 MENTAL HEALTH FACILITY _____ TRAINING SCHOOL _____

GROUP HOME REPORT OF INDIVIDUAL PROGRESS*

GROUP HOME _____
 DATE _____ DIRECTOR/ADMINISTRATOR _____

Last Name First Initial Date of Birth Age Case No.

INDICATIONS OF CHANGE IN BEHAVIOR
 (Refer to Group Home Behavior Observation Check System)

	Initial Observation	Current Observation	
General Appearance	_____	_____	Code: 1. Satisfactory 2. Needs some work 3. Needs a great deal of work 4. Unsatisfactory
Foresight	_____	_____	
Resourcefulness	_____	_____	
Punctuality	_____	_____	
Dependability	_____	_____	
Participation	_____	_____	
Cooperation	_____	_____	
Response to Criticism	_____	_____	

INDICATIONS OF SOCIAL ADJUSTMENT
 (Refer to action plan, objectives, goal agreements, etc.)

	Initial Observation	Current Observation	
In Group Home	_____	_____	Code: 1. Having no difficulty 2. Having some difficulty 3. Having a great deal of difficulty 4. Unable to cope
In Neighborhood	_____	_____	
In School	_____	_____	
In Training	_____	_____	
At Work	_____	_____	
With Family	_____	_____	

COMMENTS:

*Courtesy of Juvenile Division, Circuit Court, Twenty-second Circuit of Missouri

RECOMMENDATION FOR FURTHER PLACEMENT:

(RETURN TO FAMILY, WITH RELATIVE, IN FOSTER HOME WITH OTHER INSTITUTION, RETURN TO COURT, OTHER.)

NAME _____

RELATIONSHIP _____

ADDRESS _____ TELEPHONE _____

AGREED TO BY:

CHILD — YES ___ NO ___ PARENT(S) — YES ___ NO ___

RECOMMENDED PLACEMENT — YES ___ NO ___

D. J. O. (If under supervision) YES ___ NO ___

This form in duplicate must be completed by the Group Home Administrator or Director and filed with the Supervisor of Group Homes at the Circuit Court, Juvenile Division, City of St. Louis (920 North Vandeventer, St. Louis, Missouri zip code 63108) when a request for relief of custody is being made. A copy will be made and forwarded to the proper court officer for final disposition.

An additional copy should be retained by the group home and placed in the child's permanent group home file.

Notice of disposition will be submitted to the group home and the Supervisor of Group Homes when court action is taken. The group home maintains responsibility for youths care and custody unless otherwise advised in writing until officially relieved of custody by the court.

COURT ACTION TAKEN:

Appendix C

MLEAC GH 1A GROUP HOME STATISTICAL CARD —
TO BE COMPLETED UPON ADMISSION

A. Committing Circuit Court Number: _____ 9-10

B. Form completed by: _____

C. Child's Name or Number: _____
(Last) (First) (Middle Initial) (Number)

D. Address of Group Home: _____
(Street number) (City) (County) (Zip code) 11-12

E. Date of birth: _____
(mo.) (day) (year) 13-18

F. Age at time of admission: _____ 19-20

G. Sex: (1) Male
(2) Female
21

H. Race: (1) White (2) Black (3) Indian (4) Other 22

I. Date admitted: _____ L. Why this placement necessary: _____ 30
(mo.) (day) (year) 23-26

J. Supervising Circuit Court Number: _____ 27-28
(1) Hold for Other Jurisdiction

K. Present Legal Status:
(1) Emergency — no petition filed
(2) Petition Filed — pending
(3) Consent decree
(4) Petition sustained
(5) Other (specify) _____
(2) Treatment Alternative
(3) Alternative to Detention
(4) Pending Diagnostic Evaluation
(5) Pending Transfer to Other Facility
(6) Other (specify) _____

_____ 29

M. Reason Referred: (Enter appropriate codes) _____ 31-36

Juvenile and adult offenses:
(excluding traffic)

- (01) Murder & Non-negligent manslaughter
- (02) Manslaughter by negligence
- (03) Forcible rape
- (04) Robbery: Purse snatching
- (05) Robbery: All except purse snatching
- (06) Assault: Aggravated
- (07) Assault: All except aggravated
- (08) Burglary: Breaking or entering
- (09) Auto Theft: Unauthorized use
- (10) Auto Theft: All except unauthorized
- (11) Larceny: Shoplifting
- (12) Larceny: All except shoplifting
- (13) Weapons: Carrying, possessing, etc.
- (14) Sex offenses (except forcible rape)
- (15) Violation of drug laws: Narcotic
- (16) Violation of drug laws: All except narcotic
- (17) Drunkenness
- (18) Disorderly conduct
- (19) Vandalism
- (20) Other (specify) _____

Juvenile offenses: (excluding traffic)

- (31) Running Away
- (32) Truancy
- (33) Violation of curfew
- (34) ungovernable behavior
- (35) Possessing or drinking liquor
- (36) Other (specify) _____

Traffic offenses:

- (41) Driving while intoxicated
- (42) Hit and Run
- (43) Reckless driving
- (44) Driving without a license
- (45) All other traffic (specify) _____

Neglect:

- (51) Abuse
- (52) All other neglect (specify) _____

N. Prior Delinquency Referrals: (excluding year —
a. This calendar year — (0) (1) (2) (3) (4) (5) or more
b. In prior years — (0) (1) (2) (3) (4) (5) or more 37-38

O. Last Residence Immediately Prior to this commitment:
(1) With Parent(s) (4) Other Group Home (6) Jail
(2) Relative Home (7) Mental Health Facility
(3) Foster Home (5) Detention Facility (8) Training School
(9) Other (specify) _____

**MLEAC GH 1B GROUP HOME STATISTICAL CARD —
TO BE COMPLETED UPON RELEASE**

5-8

- A. Committing Circuit Court Number: _____ 9-10
 - B. Form completed by: _____
 - C. Child's Name or Number: _____
(Last) (First) (Middle initial) (Number)
 - D. Address of Group Home: _____
(Street number) (City) (County) (Zip code) 11-12
 - E. Date of birth: _____
(mo.) (day) (year) 13-18
 - F. Age at time of admission: _____ 19-20
 - G. Sex: (1) Male (2) Female 21
 - H. Race: (1) White (2) Black (3) Indian (4) Other 22

 - P. Date Released: _____ 40-43
(mo.) (day) (year)
 - Q. Number of days in Home: _____ 44-46
 - R. Services Provided During Stay:
- | | Yes | No | Needed but not available | |
|--------------------------|-----|-----|--------------------------|----|
| a. M.H. Evaluation | (1) | (5) | (3) | 47 |
| b. M.H. Treatment | (1) | (5) | (3) | |
| c. Medical | (1) | (5) | (3) | |
| d. Casework | (1) | (5) | (3) | |
| e. Group Work | (1) | (5) | (3) | |
| f. Other (specify) _____ | (1) | (5) | (3) | 52 |

S. During placement, did child attend school?

- (1) No
- (2) No, studied lessons at home
- (3) No, tutor or home-bound teacher
- (4) Yes, attended school (public, private, parochial) 53

During placement, was child employed?

- (1) Yes (5) No 54

During placement, was child in training program?

- (1) Yes (5) No 55

T. Supervision Provided by:

- (1) Juvenile Court
- (2) Division of Welfare
- (3) Both
- (4) Other (specify) _____ 56

U. While in placement, was child referred to the Juvenile Court for any further delinquent acts?

- (1) Yes (5) No 57

If yes, how many times was child referred?

- (1) (2) (3) or more 58

V. To what extent did this child's behavior provide difficulties for you:

- (1) Provided no difficulty
- (2) Provided some difficulty
- (3) Provided a great deal of difficulty
- (4) Provided so much difficulty, I had to have child removed 59

W. Destination upon release:

- (1) With parent(s)
- (2) Relative home
- (3) Foster home
- (4) Other group home
- (5) Detention facility
- (6) Mental Health facility
- (7) Training school
- (8) Adult court or facility
- (9) Other (specify) _____ 60

END