

FOSTER CARE  
CHILDRENS CODE STUDY

T A B L E O F C O N T E N T S

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## I. INTRODUCTION

This Study treats the foster care segment of the Children's Code Study. It is attempted in this Report to briefly define foster care and the different types of foster care. Once defined, foster care is examined to show the instances in which different types of foster care are used, the extent to which foster care is used in Iowa, the manner in which the various foster care programs in Iowa are financed, and very briefly to consider the foster care programs of other states.

The primary emphasis is directed toward foster care programs as they relate to dependent and neglected children in institutional and foster family home care. This emphasis is used, not because other aspects of foster care are considered less important, but because it is in this area that people most often connect with the concept "foster care", and because presently most of the foster care activity in Iowa which is taking place is within this aspect of foster care.

### What Is Foster Care?

Foster care is a term which is subject to numerous definitions and interpretations. In the broadest sense foster care is a generic term for any care given a child outside the home of his natural parents. In the main there are three types of foster care:

1. Adoption.
2. Institutions.
3. Foster Family Homes

Since adoption represents a separate area of the Children's Code Study, this Report will concern itself with institutional and foster family care.

Institutional care, as the term indicates, is care for a large number of children in a single place. Institutional care is care given to children by professional, salaried persons employed by the institution. Under the classification of

institutional care there are various types of children's institutions. There are institutions for:

- Handicapped children.
- Mentally retarded children.
- Blind and deaf children.
- Dependent and neglected children.
- Delinquent children.

The above is not a complete list of the various types of children's institutions. In institutions for abnormal children, there are special facilities and staff to care for the special needs of a particular type child which are not available in the child's own home. The institutions for dependent and neglected children, and to a lesser degree delinquent children, care for children who are, with some exceptions, normal healthy children who are in the institution because they either have no parents or because their parents are unable or unwilling to care for even a normal child.

Foster family care is that type of care <sup>given</sup> where a child is placed in a nonrelated family home after being removed from or unable to remain in his natural home, until such time as he may return to his parents, be placed for adoption or is able to maintain himself. →

There are three types of foster family homes:

- The free home.
- The work home.
- The paid home.

Free homes are those where the foster parents support the child and neither the agency who places the child nor <sup>natural</sup> the parents contribute toward the child's support. Work homes are homes where the child is expected to perform duties around the home or farm to earn his support, which is provided by the foster parents. If the child has considerable duties he may be paid a small wage in addition to his support. The latter is known as a work-wage home. Paid homes are those where the foster parents are subsidized by the agency which placed the child an amount sufficient to pay the added cost to the family budget for care and maintenance of the foster child.

Somewhere between the concepts of the institution and the foster family home and partaking of both is what is known as a group care facility. A group care facility is a facility in which care is given to a smaller number of children than are cared for in an institution but a somewhat larger number of children than could be cared for in the average family home. Group care facilities are used for children who for some reason cannot adjust to or be cared for in family homes and yet do not require institutionalization. The group care facility is used most often for delinquents being released from institutions to bridge the gap back into society and for certain retarded or handicapped children.

## II. WHEN FOSTER CARE IS NECESSARY

Foster care of some type is needed whenever it is necessary for a child to live apart from his natural parents. Among circumstances which can require a child to live apart from his parents are the following:

1. Death, illness, or absence of a parent.
2. Deterioration of the parent-child relationship.
3. Inadequacy of the parent in providing a suitable home.
4. Inability of the child to accept guidance of the parents.
5. Inability of the child's parents to meet special medical or emotional needs of the child."<sup>1</sup>

In some instances the time for which the foster child is cared is relatively short; i.e., illness of parent, and other times the child will have to be in foster care until he becomes an adult.

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<sup>1</sup>Iowa State Department of Social Welfare, Child Welfare Division, Child Welfare in Iowa--prepared for Iowa Study Committee for Children, Fall, 1961.

As one means of obtaining information for this study a questionnaire survey was sent to <sup>count</sup> directors of social welfare, probation officers, juvenile judges, overseers of the poor, and private child-placing agencies throughout the state. One question asked in the survey was that each agency give an estimate of the average length of stay for children placed in foster family care by the agency. The answers were as follows:

Average Stay	County Social Welfare Departments	Probation Officers	Overseers of the Poor	Private Agencies
0 - 6 months	3	4	0	0
6 Mo. - 1 yr.	8	3	1	2
1 - 2 years	9	7	0	2
2 - 4 years	6	2	3	3
Over 4 years	3	1	0	3
Total No. Answering	29	17	4	10

The superintendents of the state juvenile homes at Davenport and Toledo report the average stay in those institutions as: Davenport - children under 8 years of age, 3 to 6 months; over 8 years of age, 2 to 3 years; Toledo - one year or less.

It should be kept in mind that only a very small percentage of the total child population ever needs foster care. The 1960 <sup>federal</sup> census indicates Iowa has a total population under the age of 18 years of 987,268. According to the Legislative Research Bureau's survey, on December 31, 1961 there were ~~3923~~ <sup>5,000</sup> children in all types of foster care in the state, or two-fifths of one percent of 987,268.

#### Merits of Institutional Foster Care

With institutional care there is available:

Trained staff.

Facilities not available in a private home.

A group of children the child's own age.

A situation where few personal demands are made of the child.

An opportunity for several children from the same family are able to live together.

Institutional care is recommended by social workers, and others in the field of child welfare to meet the needs of children with special problems. For instance, the persons in charge of the state hospital-schools for the mentally retarded (Woodward-Glenwood) think in terms of a child coming into these institutions for a specific length of time and receiving a specific service and then being returned to his own home, or if this is not possible a foster home.<sup>2</sup>

Dr. Peter Peffer, Superintendent of the Glenwood and Woodward state hospital-schools, estimates that one out of every four patients who are admitted to the hospital-schools can at the end of a training period go out and live in the community, either in their own homes, a custodial home such as a county home, or a foster family home. Dr. Peffer believes that a broader statewide foster care program would be helpful in enabling the hospital-schools to meet the needs of all applicants for admission.<sup>3</sup>

The Reverend Thomas Rhomberg, Director of Catholic Charities for the Archdiocese of Dubuque, stated to the Children's Code Legislative Advisory Committee that "Catholic Charities (of Dubuque) uses institutional care as a specialized type of care for treating those who could not be placed in (foster) family care."<sup>4</sup>

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<sup>2</sup> Geo. Meintel, Supervisor of Social Services, State Board of Control, Children's Code Legislative Advisory Committee hearings, March 30, 1962, ~~Des Moines~~.

<sup>3</sup> Interview with Dr. Peter A. Peffer, Superintendent of State Institutions for the Mentally Retarded, April 3, 1962, ~~Woodward, Iowa~~.

<sup>4</sup> Children's Code Legislative Advisory Committee hearings, March 30, 1962, ~~Des Moines~~.

Mrs. Elizabeth Palmer, Director of Children's Division, State Board of Control, expressed the view that "too many children are referred to the institutions (for dependent and neglected children) not in relation to what the child needs but in terms of what services the community has available. We (the state juvenile homes) have the children no one else wants, those who have run the gauntlet of other institutions, are emotionally disturbed or handicapped. It is our philosophy to try and get all children out of the institutions if possible. Many children have come to us because they could not be cared for by other agencies."<sup>5</sup>

Institutional care has no substitute for the child who needs it. The Child Welfare League of America in its 1960 publication Standards for Foster Care Service states that such children include:

"The child whose emotional problems are so disturbing or whose feelings toward his natural parents are so disturbed that he cannot respond to substitute parents.

The child who requires a regulated environment coupled with casework and/or psychiatric treatment because of severe emotional disturbance.

Some mentally retarded children who require living and education facilities designed for special care and training."<sup>6</sup>

Social welfare directors, probation officers, juvenile court judges, and overseers of the poor were asked by the Bureau's questionnaires whether they had any children committed to state institutions whose interests they felt could be better served if

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<sup>5</sup> Children's Code Legislative Advisory Committee ~~Hearings~~,  
March 30, 1962, ~~Des Moines~~.

<sup>6</sup> Child Welfare League of America, Standards for Foster Care Service (1960), cited in Lutheran Welfare Society & Iowa Children's Home Society, Statement prepared for Children's Code Advisory Committee, Des Moines, Iowa, March 30, 1962.

the children were in foster family homes. Answers received were as follows:

	<u>Yes</u>	<u>No</u>
Social Welfare Directors	24	35
Probation Officers	9	23
Juvenile Court Judges	20	31
Overseers of Poor	4	8

The Superintendent of the Juvenile Home at Toledo estimated that 50% of the children in that institution could be cared for as well or better in foster family homes. The Superintendent of the Annie Wittenmyer Home at Davenport estimated that 75% of the children in that institution could be cared for as well or better in foster family homes.

#### Merits of Foster Family Care

Mr. Lawrence Scales, Jr., Director of Iowa Children's Home Society, posed the question, "If any person were asked, 'If you had a child who for some reason could not live with you, would you rather have him grow up in an institution or a family home?' how many people would answer, 'an institution?'"<sup>7</sup> Judges, social workers, probation officers, directors of relief and others working in the field of foster care who were contacted during this Study, as well as legislators on the Children's Code Committee, agreed almost without exception that the family setting is preferable to the institution for the normal child.

The Reverend Paul Connelly, Director of Catholic Charities of Des Moines, in a statement to the Children's Code Legislative Advisory Committee observed that the basic unit of our society is the family group, and that this provides the best environment for raising a child. "The need to be loved by others and to be important to others can be achieved most readily through the intimate relationship of a family."<sup>8</sup>

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<sup>7</sup> Interview with Lawrence Scales, Jr., Executive Director, Iowa Children's Home Society, March 5, 1962.

<sup>8</sup> Children's Code Legislative Advisory Committee Hearings, March 30, 1962, ~~Des Moines~~.

The preference for this type of care was recognized by the first White House Conference on Children, called by Theodore Roosevelt in 1909. A statement of principle from that meeting is: "Home life is the highest and finest product of civilization. . . children should not be deprived of it except for urgent and compelling reasons." During this century the national trend has been away from institutional care for the normal child and toward more foster family homes.<sup>9</sup> Studies have shown that children removed from a natural home which is a poor environment and placed in a foster family home with a good environment develop better and more rapidly mentally than if the child were left in the natural home.<sup>10</sup>

### III. FOSTER CARE IN IOWA

For many years Iowa has used both institutional and foster family care. The state institutions for children are: The Annie Wittenmyer Home at Davenport and the State Juvenile Home at Toledo for the care of dependent and neglected children; The State Training Schools, for boys at Eldora and for girls at Mitchellville, for the care of delinquent children; The Hospital-Schools for the Mentally Retarded at Glenwood and Woodward; and a few children are cared for at each of the four Mental Health Institutes. The hospital-schools, and the mental health institutes ~~for the children who are cared for there~~, are of course institutions for the purpose of and equipped to handle and care for children with special needs. All of the institutions just mentioned are under the jurisdiction of the State Board of Control. The School

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<sup>9</sup> Doyle, Kathleen Cassidy, Homes for Foster Children (Public Affairs Committee, New York, N. Y., 1955) p. 4-5.

<sup>10</sup> "The evidence from this and other studies indicates that the mental level of the child is closely related to the type of home in which he grows up." Skodak, Mariet, "Children in Foster Homes; A Study of Mental Development" University of Iowa Studies in Child Welfare. (Iowa City: University of Iowa, 1939) p. 130.

The Childrens Code Legislative Advisory Committee in April 1962, requested that some typical foster homes be visited and surveyed. To give the Committee members some insight into the makeup and type of homes which care for foster children, as well as to obtain comments and reactions of foster parents to the merits of the program. Pursuant to the Committee's request eleven foster homes were visited in Polk and Wagoner Counties. The Polk County homes had been obtained and the foster children placed by Iowa Children Home Society; the Wagoner County homes by the Child Welfare Division of the Wagoner County Department of Social Welfare. A series of questions on the foster program were prepared for the homes to be interviewed. The answers of the parents were in a high degree of accord on most questions. One exception was financing where there was a degree of disparity in the views expressed.

One foster mother who received \$45.00 per month for her foster child felt the compensation was quite adequate. Another foster mother in the same area felt it was costing her more than the \$65.00 per month she was receiving to care for a foster child, and felt she should be receiving more. Payments in the case of one mentally disturbed Indian girl in one of the homes visited were \$100.00 per month. The foster care mother indicated that she encountered many problems with the girl - ~~much~~ many more than with her two other foster ~~care~~ children for whom she received \$65.00 per month each.

The homes visited varied widely in economic, environmental, social, and physical makeup, as well as area of location. All of the foster parents had one thing in common - a love for children. All were enthusiastic about the foster care program.

The foster parents who had had individual foster children for an appreciable period of time referred to the children as "my boy" or "our girl". Many of the foster children call the foster parents "mom" or "dad". One foster mother exhibited a picture of her "granddaughter", the daughter of a former foster child. All the foster parents stated that there was a need to publicize the foster care program, as many individuals had encountered individuals who would like to be foster parents but did not know the program existed. A summary of the ~~statistical~~ statistical summary of the interviews and comments of the foster parents appear at appendix. F. K.

for the Deaf at Council Bluffs and the School for the Blind at Vinton are schools under the jurisdiction of the Board of Regents. Blind and deaf students live at these schools during the school year. The children's unit of the Psychopathic Hospital at Iowa City give a highly specialized type of care to a limited number of children and is also under the jurisdiction of the Board of Regents. There are also a number of private child care institutions in the state.<sup>11</sup>

Two state agencies operate in the area of foster family care. These are the State Board of Social Welfare together with the County Boards of Social Welfare, and the State Board of Control. In addition the ninety-nine juvenile courts of the state may place children in foster care and many make placements through their juvenile probation officers. As of July 20, 1962 there were eighteen private agencies listed by the State Department of Social Welfare as having a child-placing licenses which may ~~also~~ make foster home placements. Each of the above organizations and their powers and duties regarding foster family care will be considered separately.

#### Department of Social Welfare

Chapter 235 of the Code of Iowa gives the State Board of Social Welfare, and its administrative agency, the State Department of Social Welfare, general powers to provide for the welfare and protection of children. Under Section 235.3, Code of Iowa,<sup>(1962)</sup> the Board is charged with responsibility to "Plan and supervise all public child welfare services and activities within this state as provided within this chapter." Section 238.5, Code of Iowa,<sup>(1962)</sup> requires all child-placing agencies within the state to be licensed by the Board of Social Welfare. The State Department of Social

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<sup>11</sup>The State Department of Social Welfare listed 27 licensed private child care agencies in the state on October 15, 1962. This includes institutions for dependent, handicapped, and retarded children as well as maternity hospitals.

Welfare is not specifically authorized by the Code to place children and the State Department does not place children. Mr. Ross T. Wilbur, Director of Child Welfare, State Department of Social Welfare, at the July 13, 1962 meeting of the Children's Code Legislative Advisory Committee, stated that the Department considers that the definition of child placing agencies in Section 238.2 of the Code ~~is~~ is not broad enough to include the State Department.<sup>12</sup> Some county departments of social welfare do place children in foster family homes. Some county departments, in lieu of or in addition to placing children in foster family homes, refer children in need of placement to private child placing agencies. Directors of county welfare were asked in the Bureau's questionnaire whether their departments refer children to private agencies for placement. Thirty-five answered affirmatively and thirty answered no.

Under Chapter 237 of the Code, <sup>of Iowa (1962)</sup> the State Board of Social Welfare is charged with licensing all boarding homes within the state. By statutory definition: "Any person who receives for care and treatment or has in his custody, at any one time ~~more than~~ <sup>two</sup> children under the age of ~~fourteen~~ <sup>fourteen</sup> years unattended by parent or guardian, for the purpose of providing them with food, care and lodging, except children related to him by blood or marriage, and except children received by him with the intent of adopting them into his own family, shall be deemed to maintain a children's boarding home."<sup>13</sup>

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<sup>12</sup> Code of Iowa, 1962, Section 238.2, "'Child-placing agency' defined. Any agency, public, semipublic, or private, which represents itself as placing children permanently or temporarily in private family homes or as receiving children for such placement, or which actually engages, for gain or otherwise, in such placement, shall be deemed to operate a child-placing agency."

<sup>13</sup> Code of Iowa, 1962, Section 237.2.

The Department of Social Welfare's Employee's Manual at VIII-6-13 states that all foster family homes used by county departments which have two children or fewer shall have a "certificate of approval", the requirements for which are the same as a boarding home license. The State Department of Social Welfare under its licensing powers in Chapter 238 of the Code may inspect at any time foster homes used by private child-placing agencies and may set standards for such homes. The State Department is thus empowered to exercise a degree of control and administration over foster family homes used by the county departments and the private agencies.

#### State Board of Control

The State Board of Control under Section 232.32 of the Code may parole delinquents in its custody to any reputable citizen of the state whom it believes qualified. Chapter 244 of the Code allows the Board of Control to place children from the state juvenile homes at Toledo and Davenport out into family homes. The Board of Control is specifically exempted from the licensing provision of Chapters 237 and 238. Thus, the Board of Control and Board of Social Welfare operate concurrently and independently in the field of foster care with no statutory correlation between their programs. Informally and through the interagency liason committee there is a degree of cooperation between the agencies.<sup>14</sup>

#### The Juvenile Courts

Under the provisions of Section 232.21 dealing with dependent and neglected children the juvenile court may "commit said child to some suitable family home or allow it to remain in its own home." Thus, the juvenile courts become involved with

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<sup>14</sup>Code of Iowa, 1962, Section 28C.1.

foster family care placement. Placements are sometimes made directly by the court through the probatinn office. Foster family homes, which would otherwise meet the qualifications of boarding homes, to which children are committed under Chapter 232 by the juvenile court, are exempt from the boarding home license by virtue of Section 232.22 of the Code. That section makes any person to whom a child is so committed his guardian and Section 237.2 quoted above exempts from a boarding home license children attended by a guardian.

Juvenile court judges were asked inthe Bureau's question-naire survey how extensively they used homes licensed by the State Department of Social Welfare in making direct foster family home placements.

17 reported that they used licensed homes exclusively.

22 reported that they used licensed homes to some extent.

6 reported that they did not use any licensed homes.

Twenty-seven judges felt that all foster family homes should be licensed regardless of who makes the placement and twenty-six judges felt such a requirement was not necessary. 7

The Juvenile Courts at other times refer children in need of placement to private agencies or to the local social welfare department for foster home placement. The only formal statutory relationship between the courts and state agencies in the field of foster care is that Chapter 235 of the Code requires the State Board of Social Welfare to "co-operate" with the juvenile courts, and to receive annual reports from the juvenile courts.

In addition to the county departments of social welfare, the state board of control, the juvenile courts, the probation officers, and private child-placing agencies,<sup>15</sup> in some counties

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<sup>15</sup>The Bureau's survey of private agencies shows that there are fifteen licensed child placing agencies in the state which, make foster family home placements.

of the state children are placed in foster care by the local overseer of the poor. Since there is no central agency to administer or supervise foster family care in the state, accurate records on the number of children in foster family care as of a given time are most difficult to obtain. Especially difficult to obtain is information on placements by juvenile courts and overseers of the poor since no central records are kept on the number of placements by these individuals.

#### IV. FINANCING FOSTER CARE IN IOWA

The financing of various programs in Iowa varies greatly. There is variation according to the types of foster care and according to the geographic ~~situation~~ of the area in which a particular foster care program is operating. This chapter will consider how the basic types of foster care are financed in Iowa.

##### Financing Institutional Care in Iowa

The method of financing care in state institutions differs \* somewhat from institution to institution. Chapters 223 and 230 set out the method of support for persons in the Glenwood and Woodward state hospital-schools and the mental health institutions. These chapters make the county of legal settlement of each patient liable for the support of that patient. The patients in the institutions and those legally liable for their support are in turn liable to the county for the patient's support. Section 223.16 of the Code qualifies the liability of patients of Glenwood and Woodard and those liable for their support by the following words, "provided that no charge or lien shall be imposed upon the property of any patient under twenty-one years of age or upon the property of persons legally bound for the support of any such minor patient, for the cost of his support and treatment in these (Glenwood and Woodard) institutions." Two Attorney General's opinions have interpreted these words to mean that persons under twenty-one are entitled to care at Glenwood or

Woodward free of charge to themselves or persons liable for their support.<sup>16</sup> As a result in most counties persons liable for the support of these patients are not reimbursing the county for such support.

Section 224.14 of the Code makes the county of legal settlement liable for one-half the cost of support for children at the Iowa juvenile homes at Davenport and Toledo except that the county is not liable for the children of soldiers or veterans. The state pays that support for which the counties are not liable. There is no provision for collection of support at the Juvenile Homes from the children or parents. The state maintains and supports the children in the correctional institutions for children-- the state training schools. Chapters 209 and 270 of the Code make the counties liable for students at the Iowa Braille and Sight Saving School and the School for the Deaf. Private child care institutions are supported by parents of children cared for, charitable contributions, in many instances public funds where such payments are authorized by the board of supervisors of the child's county of legal settlement, and to a limited extent funds from other sources.

In 1961 the average cost per child per month for care in the various state institutions as reported by the State Board of Control was as follows:<sup>17</sup>

Juvenile Homes

Annie Wittenmayer, Davenport	\$202.70
Juvenile Home, Toledo	300.50

Training Schools

Boys - Eldora	264.78
Girls - Mitchellville	301.97

Hospital-Schools for Mentally Retarded

Glenwood	133.94
Woodward	105.83

~~<sup>16</sup> The \$1,657,005.23 quoted is 40% of the total amount spent by these counties at the hospital-schools. The state hospital-schools report that approximately 40% of the population is under 18 years of age.~~

<sup>16</sup> *Report of the Attorney General*, 1956 ~~and~~ 156, and Opinion of November 15, 1961 to Montgomery County Attorney.

<sup>17</sup> *Figures obtained from the State Board of Control.*

According to figures received from 1961 county auditor's reports from ninety counties whose reports have been filed with the office of the state auditor, a total of ~~\$388,617.18~~ was spent by <sup>those counties in the care of children in the same general homes. The same</sup> counties spent a total of ~~\$1,637,005.23~~ for care of children under 18 years of age at the Glenwood and Woodward state hospital-schools. <sup>17</sup>

#### Financing Foster Family Care In Iowa

In past years most foster homes were either free or work homes. The juvenile courts still use some free or work homes as does the Board of Control, especially in the case of girls from the State Training School at Mitchellville. The philosophy of many social workers has changed in recent years and the use of paid homes now seems to be generally favored to the extent that some private agencies set a policy of not using free or work homes at all. The feeling seems to be that people who offer free or work homes who are "the right kind of people" are few and far between and many tend to exploit a child placed in this type of home. Also, they feel that the placing agency does not have a sufficient amount of control over the foster parents in a free home. <sup>18</sup>

At present there are various sources from which funds are obtained for financing a program of paid foster family care. In the main, funds come from the counties. There is limited contribution toward support from natural parents--usually only when the child is placed in foster care for a very limited period of time; i.e., illness of the mother, etc.--and some private funds are available <sup>to</sup> private and charitable child-placing agencies.

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<sup>17</sup> The ~~\$1,637,005.23~~ <sup>615,392.72</sup> quoted is 40% of the total amount spent by these counties at the hospital-schools. The state hospital-schools report that approximately 40% of the population is under 18 years of age.

<sup>18</sup> Workshop discussion at CWLA Regional Conference, March 20, 1962, Des Moines, Iowa.

Foster Family Care Financed By Public Funds

The State Board of Social Welfare is charged under the Iowa Child Welfare Act which appears as Chapter 235 of the Code with general powers to provide for the welfare of children. In addition each of the state's ninety-nine counties has a board and department of social welfare. The employees of the county departments are paid from state and federal funds through the state department and the number and compensation of county employees is subject to the approval of the state department.<sup>19 20</sup> The Iowa Supreme Court has held that county social welfare employees are employees of the state department for certain purposes.<sup>20 21</sup> There is however, a great divergency in the foster care programs from county to county. One reason for the divergency appears to be that an Iowa Attorney General's opinion has stated that state child welfare funds are not available to be used to pay foster care support since there is no specific code authorization for this expenditure from State Department of Social Welfare funds.<sup>21 22</sup>

Section 252.43 of the Code establishes the maximum amount of tax in addition to the county general funds which may be levied for care of the poor at one and one-fourth mills, with an additional three mills available if the state comptroller approves. Revenue derived from the levy provided for by Section 252.43 is called the county poor fund. Section 444.11 of the Code establishes a "county orphans fund" and allows a maximum tax levy of 1/8 mill. Section 444.12 of the Code allows a tax for the maintenance of county patients in state institutions. Revenue from the tax levied under Section 444.12 is called the "county institution fund". These are the statutory county funds, <sup>from which money is</sup> available for the support of dependent children who must be removed from their homes.

<sup>20 19</sup> Code of Iowa (1962), Sections 234.12 and 234.13.

<sup>21 20</sup> Hjerleid v. State, (1941) 229 Iowa 818, 295 NW 139.

<sup>22 21</sup> 1958 GAS, 322.

Report of the Attorney General

The 1963 session of the Iowa Legislature amended chapter 235 of the Code of Iowa to specifically provide that one of the duties of the State Department of Social Welfare is to "Make such rules and regulations as may be necessary for the distribution and use of funds appropriated for child welfare services." The same bill broadened the definition of child welfare services to specifically include foster care services.<sup>23</sup>

~~(House file 57, Acts of the 64th General Assembly)~~  
The Department now has clear statutory authority to use state funds for foster care provided such funds are appropriated. The 1963 Legislature increased the annual child welfare appropriation by \$50,000 over the previous year, not specifically indicating <sup>for</sup> what type of child welfare services the money must be used. The State Department of Social Welfare has <sup>initiated</sup> <sup>effective July 1, 1963</sup> a program of state participation in financing of county foster care programs under the new law. Under the plan the state will reimburse counties a percentage up to a specified maximum <sup>amount</sup> of amount paid <sup>by the county</sup> for foster care <sup>services</sup> on licensed or approved homes. (24)

23. House file 57, Acts of the 64th General Assembly.  
24. For detailed explanation of the plan see: Iowa Dept. of Social Welfare, Employe  
Manual, VII-6-10, dated 1963.

~~Presently~~ in order to get a child into a paid foster family home supported through county public funds, with few exceptions, ~~funds~~ <sup>money</sup> ~~must~~ for child care must be appropriated by the county board of supervisors in the child's county of legal settlement. ~~Some~~ <sup>25</sup> boards of supervisors are willing to allow county welfare departments to use county funds for foster family care when a placement is made. <sup>Selections by various agencies before the Children's Care Council</sup> In some counties the child must be committed to the foster home by the juvenile court before payment for care may be made from the poor funds. <sup>or agency for a</sup> The juvenile courts and county welfare departments in several counties refer children to private child-placing agencies for foster home placement with payment from county poor funds authorized by the board of supervisors. Supervisors in other counties feel that there is no need for a paid foster family care program in their counties and do not make public funds available. In still other counties the poor fund <sup>and orphan funds are</sup> is overburdened and children are sent to institutions so that the institutional fund may be utilized rather than the poor fund.

*advisory committee indicated that*

When the children are sent to the state juvenile homes (Toledo and Davenport) the county is only liable for one-half the support, whereas in a foster family home the county would be liable for the entire cost. Mr. Carl Parks, Chief Probation Officer for Polk County, pointed out the fallacy of the economy argument in sending children to the juvenile homes thusly; the monthly cost of support at the State Juvenile Home at Toledo (May, 1961) was \$284.86 per month. Polk county would have to pay one-half of this amount or \$142.43. The May 1961 average monthly cost per child in foster family care being supported by Polk county was \$78.13 (including medical, clothing, and administration). <sup>24</sup>

Mrs. Palmer, of the Board of Control, pointed out that effective with the third quarter of 1962 the Board of Control planned to use a different method of figuring the charge to the counties for the Iowa juvenile homes. Prior to this time the total

25. <sup>22</sup> Code of Iowa, 1962, Chapter 344.

26. *Interview with Carl Parks, Chief Probation Officer, Polk County, March 7, 1962.*

cost of operating the institution had been divided by the number of children in residence and each county <sup>was</sup> charged an appropriate share for each child in residence from that county. The new method would take into consideration, on a formula, both children in residence and on placement from the institution but still subject to the jurisdiction of the institution. The children on placement from the Board of Control children's institutions who are in paid homes, have their support paid by the support fund of the institution. Since the institution still has custody and responsibility for these children, the Board feels a proportionate share of the amount of money spent by the institution in maintenance and administration  $\phi$  as it relates to each child should be included in determining the per child cost of maintaining the institution.

In some instances, the Child Welfare Division of the Board of Control reports, a county department of social welfare or overseer of the poor will request the Board of Control to place a child in a foster home. The juvenile court commits the child to the Board of Control and when a foster family home is found the local board of supervisors will authorize payment of the support from the institutional fund of the county. The latter procedure is known as technical admission.

According to answers received in the Bureau's survey, of the <sup>453</sup>~~456~~ children placed in foster family homes by county departments of social welfare during 1961, <sup>398</sup>~~401~~ were paid homes, 48 were in free homes and 7 were in work homes. Of the <sup>22</sup>~~23~~ children placed in foster family homes by overseers of the poor, <sup>17</sup>~~18~~ were in paid homes and 5 were in free homes. Of the 153 children in foster family homes on December 31, 1961, placed from the Iowa juvenile homes by the State Board of Control, 84 were in paid homes, 54 were in free homes and 15 were in work homes. It was not possible to determine from replies received from probation officers the exact number of children located in each type of home. The percentage of those in free or ~~paid~~ work homes ran higher than those placed by the departments of social welfare but not as high as the Board of Control. *of a total of 327, <sup>reported as placed by probation officer</sup> 166 were listed as in free homes, 186 were listed as in paid homes, 3 were listed as in work homes and 72 were not classified by the type of home in which they were located.*

Forty-five county departments of social welfare supplied information regarding the amount of monthly support for children in foster family care. During the year 1961 the average monthly payment per child placed by the welfare department was \$54.94. Payments ranged from \$15.00 to \$150.00 per month. Twenty-five chief probation officers supplied information on monthly support for children placed by their office in family care during 1961. The average monthly payment was \$57.33. Payments ranged from \$10.00 per month to \$85.00 per month. Twelve overseers of the poor supplied information on monthly support. The average amount of support for children placed by the overseers in 1961 was \$56.44 per month. The range of monthly payments was from \$10.00 to \$150.00 per month. Eleven private agencies supplied similar information on monthly support. The average monthly payment in 1961 for these agencies was \$59.97 with a range of from \$15.00 to \$200.00.

~~Seventy-two~~ <sup>Sixty-seven</sup> county departments of social welfare answering the Bureau's survey question regarding total amount spent for foster family care during 1961 reported a total of <sup>471,657.24</sup> ~~435,747.54~~ in county public funds expended. <sup>23 27</sup>

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<sup>21 23</sup> See Appendix G for a chart comparing amounts spent by each county for foster family care, institutional care, and poor care.

Replies from questionnaires indicate the sources of support for children in foster care as reported by the following agencies:

Number of Children Receiving Total Support During 1961 From Sources Listed

	<u>County Social Welfare Depts.</u>	<u>Probation Officers</u>	<u>Overseers of the Poor</u>	<u>Private Agencies</u>	<u>Total No. of children reported as receiving care from such source listed.</u>
	73 out of 99 (replies rec'd)	36 out of 38 (replies rec'd)	22 out of 32 (replies rec'd)	18 out of 18 (replies rec'd)	
Parents & Guardians	25	0	6	61	92
County Poor Fund	314	20	13	285	632
County Institution Fund	35	1	3	-	39
U.S. Government	6	1	3	32	42
Charitable Institution	0	-	2	172	174
Soldiers' Relief	1	1	-	-	2
Soroptimist Club	5	-	-	-	5
Private Subscription	1	-	-	-	1
State of Iowa	-	-	-	16	16
Court Fund	-	1	-	-	1
Orphan Fund	-	1	-	-	1
Others	-	-	2	5	7

Federal Funds

The Attorney General's opinion, supra p. 16, was to the effect that though the State Department of Social Welfare could not use state child welfare funds for foster care support, they could use federal child welfare funds for foster family care support.

Public Law 86-778, Title VII, § 707(a)(3)(A), 74 Stat. 996, passed by the 86th Congress on September 13, 1960, authorized a federal appropriation of up to \$25,000,000.00 for each fiscal year beginning with the fiscal year ending June 30, 1961, for child welfare services. This money is disbursed to the states according to a fixed formula set out in 42 USCA 722, 723, 724. The formula is composed of three elements; 1) each state receives an equal fixed amount plus; 2) an allotment to each state based on the state's population under 21 years of age and; 3) the state "percentage payment" which is determined by a ratio formula inversely proportionate to the state's per capita income compared to the nation's per capita income.

Thus, the amount each state receives is computed on a fixed formula for disbursing the total federal appropriation for the year. In 1961 the total federal appropriation made was \$17,000,000.00. For fiscal year ending June 30, 1962, Iowa's share of the federal appropriation was \$298,447.00. Iowa's percentage payment for fiscal year 1962, that is the amount which Iowa had to appropriate to child welfare services in order to receive the full federal payment, based on the formula, was 46% state to 54% federal. The State appropriation for child welfare services for the above year was \$350,000.00 so the state appropriation was in excess of the amount necessary in order to receive the maximum federal allotment. For the fiscal year beginning July 1, 1962 and ending June 30, 1963, Iowa's share of the federal appropriation (\$25,000,000.00) will be \$412,813.00. 24 28

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<sup>24</sup> Figures on Iowa's federal allotments obtained from Child Welfare Division, Iowa State Department of Social Welfare.

The required ratio is again 46% state, 54% federal. Thus, there will have to be available to the Iowa Department of Social Welfare for child welfare services \$351,655.28 in order to receive the full federal share. The 59th General Assembly appropriated \$350,000.00 to the State Department for child welfare services for the 1962-63 year. <sup>25</sup> Mr. R. T. Wilbur, Director of Child Welfare, State Department of Social Welfare, reports that the Child Welfare Division will have enough of a balance from the present fiscal year to meet the required amount. Not taken into account in determining ~~these~~ <sup>the 1962-63</sup> state matching funds are county funds spent for child care which may, <sup>30</sup> under federal regulations, be included in determining the funds available to the State Department of Social Welfare to meet the required percentage payment.

There are certain purposes set out by federal rules for which federal child welfare money may be used in a state plan for child welfare services. <sup>26</sup> One of these purposes is care for the child away from his own home. At present nearly all federal and state child welfare funds in Iowa are used for salary and administrative expense. There are no federal funds appropriated for foster care as such. The federal allotment is on a fixed formula as explained above and though the state must appropriate a minimum amount to be entitled to receive the maximum federal money, the state is not entitled to receive any more federal money because it appropriates an amount for child welfare services in general, and foster care specifically, over and above this minimum requirement. In summary, so long as the state makes available for child welfare services the required matching percentage payment, Iowa will receive the maximum share of federal funds available to it and an additional state appropriation will result in no increase in the federal allotment.

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<sup>29</sup> <sup>25</sup> Iowa, Acts of the 59th General Assembly, Ch. 9. §1. (1960)

<sup>31</sup> <sup>26</sup> Title 42 U.S.C.A. requires that a state plan be approved by the Secretary of Health, Education, and Welfare. The Health, Education, and Welfare, Children's Bureau by rule, sets up standards which state programs must meet and purposes for which the federal funds may be used.

<sup>30</sup> \$ 435,747.54 was spent by counties for foster care during 1960, See p. 19. supra.

The 1959-60 Pilot Program

From March 1959 to October 1960 the State Board of Social Welfare authorized the State Department of Social Welfare to carry on a pilot program of state sponsored paid foster family care. In this program the Department used a portion of its child welfare grant from the federal government on a matching basis with funds from counties who participated in the program. The purpose of the Department in carrying out this project was to demonstrate to the 59th General Assembly that a state sponsored and financed program of foster family care was necessary and that such a program was workable.

The state board did not feel justified in continuing the program after the 59th General Assembly failed to appropriate state funds for foster family care. <sup>2132</sup> The Board felt that the federal child welfare grant portions of the present budget of the department could be better used to provide for increased salary and staff.

Appendix J

Summary Statement of Pilot Program of Sharing with Iowa Counties the Cost of Foster Care  
March 1959 - October 1960  
(Prepared for the Children's Code  
Legislative Advisory Committee  
Nov. 14, 1960)

I. Background for State Participation in Foster Care

There was wide variation of availability of foster care services between counties.

1. Institutional care is generally neither as desirable nor as economical a way of meeting the needs of dependent and neglected children as foster care yet. Thirty-seven percent of the children in foster care in Iowa 3-61-60 were in foster family homes, while 63 were in institutions. This is the opposite of the national trend - 70% in foster care and 30% in institutions.

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<sup>20</sup> A summary statement of the Pilot Program appears at Appendix J.

Scope of Foster Care in Iowa

The foster family care programs in Iowa's counties vary from well developed to none. Sixty-eight county directors of social welfare replied to a question asked as part of the Bureau's Foster Care survey, "Does your county have a well developed foster family care program?". Thirteen answered "yes" and fifty-five answered "no". Of those who answered that they did have a well developed program 6 felt it was adequate to meet the needs of the county and 5 felt it was not adequate. Of those replying that the county had no developed program of foster family care, 21 felt there was a need to develop such a program and 14 felt there was no need to develop such a program.

Of the thirty-one probation officers who answered the preceding question, 13 answered that their county or counties had a well developed program of foster family care; 18 answered that they did not have a well developed program. Of those answering "yes", 10 felt the program was adequate to meet the needs of their county and 3 felt it was not. Of those answering "no", 10 saw a need for developing a program and 6 did not see such a need.

Of the thirteen overseers of the poor who answered the above question, 3 said their counties had such a ~~bt~~ program and 10 said it did not. Of the three who had a program 2 felt the program was adequate. Of those who did not have a program 2 saw a need for developing one and 3 did not.

Juvenile court judges were asked on the questionnaire sent to them, "In which counties for which you serve as Juvenile Court Judge do you consider the foster (family) care program adequate?".

32 judges felt the program was adequate in all the counties they served.

9 judges felt the program was inadequate in all the counties which they served.

2 judges felt the program was inadequate in one county which they served and adequate in another county which they served.

Reasons cited most often in answers to questionnaires for lack of a well developed program were lack of funds, lack of staff, and in some counties no need. Mr. A. William March, Foster Care Supervisor, State Department of Social Welfare, told the Children's Code Legislative Advisory Committee that lack of adequate staff was at least as important a factor as lack of funds in keeping some counties from developing a foster family care program. Mr. March said that in dealing with reports from county departments of social welfare, <sup>when</sup> ~~where~~ a county does not have ~~{foster}~~ homes he assumes the county does not have enough staff. <sup>28 33</sup> Mr. March and others appearing before the Children's Code Committee stressed the fact that support money without adequate staff for a program would be of little help. As of December 1, 1962, the State Department of Social Welfare reported <sup>ed</sup> 61 full time and 4 part time child welfare workers in the entire state employed by the state and county departments of social welfare. <sup>29 34</sup>

Children Placed In Foster Care During 1961

During the calendar year 1961:

Seventy-three county departments of social welfare replying to the Bureau's questionnaire survey placed <sup>453</sup> ~~450~~ children in foster family homes.

Thirty-six Juvenile Court Probation Officers representing 90 counties replying to the Bureau's questionnaire survey placed <sup>327</sup> ~~322~~ children in foster family homes.

The state's licensed private child placing <sup>36 35</sup> agencies placed 546 children in foster family homes.

Twenty-one Overseers of the Poor answering the Bureau's questionnaire survey placed <sup>27</sup> ~~43~~ children in foster family homes.

The State Board of Control placed 161 children in foster family homes. <sup>37 36</sup>

<sup>33 28</sup> ~~A. William March~~, Children's Code Legislative Advisory Committee, Hearings, September 25, 1962, Des Moines, Iowa.

<sup>34 29</sup> See Appendix I for a map showing distribution of child welfare workers by counties.

<sup>35 30</sup> Listed as being licensed by the State Department of Social Welfare on December 31, 1961.

<sup>36 31</sup> Glenwood-Woodward 15; State Juvenile Homes 120; Training Schools (estimate) 26.

Thus, a total of at least <sup>1509</sup>~~1,308~~<sup>30</sup> children were placed in foster family homes during 1961. <sup>22</sup> ~~37~~

During 1961 the following number of children were admitted to the state's children's institutions: <sup>23</sup> ~~38~~

Juvenile H0mes	260
Training Schools	360
Hospital-schools for mentally retarded	<u>167</u>
Total	787 <sup>34</sup> <del>37</del>

Placed in private child-caring institutions through county welfare units or juvenile courts.	<u>279</u> <del>301</del>
Grand Total <sup>35</sup> <del>40</del>	1,066 <del>1088</del>

On December 31, 1961, based on answers received from the sources listed on pages 29-30 there were 1,3<sup>4</sup>~~3~~8 children in foster family homes in Iowa. <sup>30</sup> ~~41~~ These children were placed by the following agencies:

County Departments of:		
Social Welfare	425	430
Probation Officers	204	207
Overseers of Poor	32	34
Board of Control:		
Juvenile Homes	153	153
Hospital-Schools	17	17
Training Schools	50	50
Private Agencies	<u>473</u>	<u>457</u>
	1,354 <sup>37</sup> <del>42</del>	1348 <del>42</del>

<sup>37</sup> ~~32~~ See Appendix A for number placed by each county.

<sup>38</sup> ~~35~~ For the hospital-schools at Glenwood and Woodward figures were available only on a fiscal year (July 1, 1961 to June 30, 1962) basis. The figures for the juvenile homes and training schools are on a 1961 calendar year basis.

<sup>39</sup> ~~36~~ Figures obtained from the State Board of Control.

<sup>40</sup> ~~35~~ See Appendix E for number committed from each county.

<sup>41</sup> ~~38~~ In addition <sup>23</sup> ~~16~~ children were in placement by the various agencies in foster homes outside the state.

<sup>42</sup> ~~37~~ For map showing by counties the location of these children see Appendix C.

On the same date there were 2,570 children in state and licensed private institutions for physical and mental care and treatment.<sup>38 43</sup> They were located as follows:

State Juvenile Homes	464
State Training Schools	324
Hospital-Schools for the Mentally Retarded	1,066 <sup>39 41</sup>
Mental Health Institutes	100
Private Child Care Institutions	615
Total <sup>40 45</sup>	<u>2,569</u>

Thus, on December 31, 1961, there were ~~3,929~~<sup>3,917</sup> children in foster care in Iowa. 65.<sup>85</sup>~~6~~<sup>17</sup>% of the 3,9~~29~~<sup>17</sup> children in foster care in Iowa were in some type of institutional care and 34.<sup>15</sup>~~4~~<sup>5</sup>% were in foster family homes. Of the ~~2,578~~<sup>2,597</sup> children from the totals shown on page 30, who were placed in some type of foster care in Iowa, during the year 1961, ~~41%~~<sup>58.11</sup> were placed in institutional care and ~~59%~~<sup>41.89</sup> were placed in foster family homes.

Most of the children who go into foster family care are dependent and neglected cases. The alternative to placing in foster family care is placement in one of the Iowa juvenile homes or a private child care institution for dependent children. Testimony before the Children's Code Legislative Advisory Committee and interviews with persons connected with a number of public and private institutions indicate that a high percentage of dependent and neglected children with no special physical or mental problems who are presently in institutional care could be cared for in a foster family home as well or better than in the institution at a reduced cost to the counties who are contributing to their support.<sup>46 41</sup>

<sup>43 38</sup> State institutions figures obtained from the State Board of Control. Private agency figures from Bureau survey.

<sup>44 39</sup> Number in residence June 30, 1962.

<sup>45 40</sup> See Appendix F for listing by county of commitment.

<sup>46 41</sup> Children's Code Legislative Advisory Committee, Hearings, of March 30, 1962, September 25, 1962, Des Moines, Iowa. See also, p. 7, supra.

Dr. Peffer, of Woodward, stated in an interview that it was not possible to accurately estimate the number of persons now in the hospital-schools for the mentally retarded who could be cared for in foster homes. In stating that it was his opinion that one-fourth of all persons now being admitted can be placed out of the institutions, he stressed that many of these return to their own home. Many of the persons released from the hospital-schools are adults and live and work in such places as county homes or private nursing homes. A portion of the persons in the hospital-schools could be cared for if placed in foster homes. <sup>47</sup>

In answer to a question "Are any mentally ill or retarded children placed by your department in foster family care?", those replying to the Bureau's questionnaires replied as follows:

	<u>Depts. of Social Welfare</u>	<u>Probation Officers</u>	<u>Overseers of the Poor</u>	<u>Private Agencies</u>
Yes	20	6	5	9
No	47	16	8	8
No Answer	6	14	3	1
Total of such children placed in 1961 by agency responding	44	-	6	25

Mr. Maurice Beale, Supervisor of Field Services for the State Board of Control, indicated that, ". . . foster family care is not a very adequate type of care for delinquent children." <sup>48</sup> Mr. Beale stated that foster homes are used to place 40% to 50% of the girls released from Mitchellville. <sup>49</sup> These placements serve as a bridge from the institution back into society for the girl. Foster homes are used much less in the case of boys released from Eldora.

<sup>47</sup> Interview with Dr. Peter A. Peffer, Superintendent of State Institutions for Mentally Retarded, April 3, 1962, Woodward, Iowa.

<sup>48</sup> Letter from Maurice S. Beale, Supervisor, Field Services, Division of Correction, State Board of Control, Des Moines, March 29, 1962.

<sup>49</sup> Interview with Maurice S. Beale, Supervisor, Field Services, Division of Correction, State Board of Control, February 21, 1962.

In answer to a question "Are delinquents as well as dependent children placed by your department in foster family care?", those replying to the Bureau's questionnaires replied as follows:

	<u>Dept. of Social Welfare</u>	<u>Probation Officers</u>	<u>Overseers of the Poor</u>
Yes	40	21	5
No	21	-	8
No Answer	12	-	3
Total of such children placed in 1961.	26	60	7

Comparisons

A majority of the children at the hospital-schools for the mentally retarded and many of the children in private institutions have special needs and require special care which could not be given in a family home. ~~Thus, it is not realistic to compare the total of children in institutions, including the children with special needs, to the total number of children in foster family homes to determine a ratio of children in foster family care to children in institutional care.~~

4.9 Children in state and private institutions for dependent and neglected children comprise about one-third of the total population of children in institutional care in the state. Of the total number of children in foster family home placement and dependent and neglected institutional care (1387 <sup>45</sup> + 974), <sup>467</sup> 42% are in institutions and <sup>508</sup> 50% are in foster care. These percentages compare more favorably with the "national averages" than figures compared with the "national average" at Children's Code Legislative Advisory Committee hearings and which are widely cited by persons in Iowa working in the field of foster care. <sup>47</sup> 50 52

~~50. 4155~~ See p. 31.

~~51. 4408~~ Number of children in Iowa juvenile homes (464) and private institutions for dependent and neglected children (510). The figure 510 was arrived at by subtracting from the ~~total # of~~ children in all private child caring institutes (615) the children in institutes who care for handicapped or mentally affected children only.

~~52. 4247~~ The "national average" is 70% in foster family care and 30% in institutional care cited in: Testimony and Recommendations of the Iowa State Department of Social Welfare presented to the Children's Code Legislative Study Committee, Des Moines, November 14, 1960, Minutes of ~~the~~ Children's Code Legislative Advisory Committee Hearing March 30, 1962, Attachment entitled "Testimony before Children's Code Legislative Advisory Committee by Margaret Berry, Wapello County Child Welfare Supervisor, p. 1, Attachment entitled, "Testimony before the Children's Code Advisory Committee by the State Department of Social Welfare, p. 2. See a Child" Program pamphlet published by the Iowa Study Committee for Children. 4) Pilot Program  
*see Appendix 1 of this report.*

Comparison of any percentages with the "national average" can be somewhat misleading. The "national averages" were obtained from a computation of figures by The U.S. Department of Health, Education and Welfare, Children's Bureau. <sup>53</sup> Under the definition of institutions used in these federal figures, only children in institutions for the care of neglected and dependent children were considered under the heading "institutional care". Children in correctional institutions or mental institutions were not included in the comparison.

Thus, it would be unrealistic to compare the percentage of the children in foster family care in Iowa to the percentage of children in all types of institutional care in Iowa to show that Iowa does not meet the "national average".

It is impossible to determine or estimate exactly the total number of children in institutions who could be cared for in foster family homes since each child's needs would have to be considered individually. Information obtained from interviews with social workers, judges, probation officers and others working with children indicates that there are children presently in institutional care of some type within the state for whom it would be preferable to have in a (foster) family setting.

Analysis of the answers to questionnaires sent to Social Welfare Departments, Juvenile Courts, Overseers of the Poor and Private Institutions seem to indicate three main reasons for the diversity of foster care program from county to county. They are:

lack of money to pay foster family home support in some counties;

lack of adequate staff (some counties have no child welfare worker) and time to locate and approve foster homes;

some counties indicate that there are so few cases where there is a need for foster family care that it can be taken care of without an organized program.

~~+++++~~  
53 ~~53~~ as quoted by Henry S. Haas and Richard E. Engler, Jr.,  
Children in Need of Parents, (New York: Columbia University Press,  
1959), Appendix C, table 31.

R 36

Most states provide some type of a state supervised or administered foster care program. Iowa has a state administered and financial institutional foster care program, as do practically all other states, but in Iowa the burden of financing the foster family program falls heavily upon the counties, in particular the county poor fund. The Bureau surveyed 50 states and Washington, D.C. to obtain information on their foster family care program. 47 states replied. Of the 47, 42 states had state administered or supervised foster family care programs.

In 38 states, state appropriations can be spent to pay all or part of the foster family home care support. In 8 states no state funds were available for foster family care. Two of the states where there were no state funds available used a portion of their federal child welfare grant to pay foster family care support. The Iowa Department of Social Welfare used a portion of its federal grant to pay foster care support under the pilot program described on page 23.

In 28 states the funds are paid solely and directly by the state to the foster parents. In 16 states the funds are paid on a matching basis to funds of local governmental units to the foster parents through the local governmental units. In the states where no state funds are available, there is some foster family care made available through local governmental units, primarily in metropolitan areas.

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APENDIX K.

STATISTICAL  
FOSTER CARE, SUMMARY

- I. Number of homes visited-----11  
 Total number of children in homes visited-----36  
 Number of children in each home - 3-3-6-1-4-5-3-2-4-3-2  
 Number of children with some mental or physical handicap--8
- II. Monthly support payments being received.  
 Average for <sup>each of</sup> 36 children in homes visited-----\$58.14 per mo.  
 plus medical,  
 clothing, etc.

Breakdown

6 received	\$45 mo.
13 received	\$50 mo.
14 received	\$55 mo.
1 received	\$75 mo.
1 received	\$88 mo.
1 received	\$100 mo.

Three homes visited in Des Moines were Iowa Children's Home Society "subsidized homes." These parents take a higher degree of responsibility for the foster children and have more permanent placements and agree to keep a maximum number at all times the Society has children to be placed. These homes received a "subsidy" payment in addition to the monthly support payment. ~~Two of the~~

1 home with 6 children - \$100 mo. *subsidy*  
 1 home with 5 children - \$100 mo. *subsidy*  
 1 home with 3 children - \$ 20 mo. *subsidy*

- III. Estimate by foster parents of amount actually necessary for monthly support of child.

Average estimate	\$49.00 per month
Highest estimate	\$85.00 per month
Lowest estimate	\$20.00 per month

- IV. Foster parents who had children of their own.

The eleven homes visited had a total of 27 children.

Highest number - 5  
 Lowest number - 1

All had at least one natural or adopted child of their own living at home.

In addition five had other grown children of their own no longer living at home.

Specific question asked and answers received:

1. Is the amount you are now receiving adequate for support of child?

Yes - 10

No - 1

2. Should foster parents be paid something in addition to actual cost<sup>of care and child</sup> for their time and worry?

Yes - 4

Qualified Yes\* - 3

No - 4

\*These state yes in the case of a handicapped child or one with special needs but not for a normal child.

3. How did you become interested in becoming a foster parent?

Heard about it from friend	5
Thought about it on own	1
Saw newspaper article	2
Wanted companion for own child	2
From caring for unwe'd mothers	1

4. Do you enjoy being a foster parent?

Yes - 11

No - 0

Comments: "I love my babies"  
"A marvelous challenge"  
"Sure do"  
"A real satisfaction to see these kids improve"  
"I'd be lost if I didn't have them"

5. Would you be just as apt to take a child placed by a state agency under a state program?

Yes\* - 11

No - 0

\* If payment adequate

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6. Is your home licensed or certified by state Department *of Social Welfare?*

Yes - 11

No - 0

7. Did you encounter any problems in meeting licencing requirements?

Yes\* - 1

No - 10

\*One farm home had a problem in getting water supply approved. The lady complained that the State Department of Health approved this water supply for milk production but not for a foster home license.

Respectfully submitted

~~Legislative Research Bureau  
William J. Trout~~

Some of the comments received from foster parents were these:

Mrs. Robert Douglas - Des Moines

"Being a foster parent is a marvelous experience and we are very glad to think we do it. Iowa Children's Home Society is just great. I hope the legislature will do something to eliminate the county hassling and change any laws that will make the program work better. There is a need to attract more negro foster parents."

Mr. and Mrs. Thomas Probert - Des Moines

"They should get more people interested in foster care. If we had more room we'd take more kids--some older ones. If more money were available more people could be attracted."

Mrs. Joseph Scott - Des Moines

"Foster care is so much of a benefit to the children--to have someone to call "mom." Kids want to be part of a family."

Mrs. Wilbur Quinett - Polk County

"More power should be given to the state. The only thing I would change (regarding the ICES program) would be the salary (of foster parents)."

Mrs. Robert Wulf - Windsor Heights

"Some parents who have one child should take a foster child. They wouldn't have near the problems. Have to get more people interested."

Mrs. Robert Jorgensen - Des Moines

"Present payments are adequate if you have several children. For just one child or two \$65.00 a month is not enough. The cost per child goes down as you have more children. With three children or more the \$65.00 per month is adequate. The legislature might appropriate money to counties to set up foster care by counties."

Mrs. Clifford Sparks - Wapello County

"The foster home program is a good program. It helps the children and it helps us. My husband and I find it pep us up. The organization (of foster parents) is very good."

Mrs. James Gouffman - Kirkville

"I know families who want foster children and can't get them. They are not in Wapello county either. I would pay working mothers enough to stay home and take foster kids, they'd do better for the child. Mrs. Barry is doing a wonderful job in Wapello County. Other counties should follow suit."

"Some workers from the Board of Control are either inhumane or don't care about the children. I don't know why foster homes can't be found. I know people throughout the state who want foster children."

Mrs. Richard Holland - Ottumwa

"My children remark 'oo and oo cars needs a mother' --they mean the right kind of a mother. My foster children consider themselves well off. I have a nice group of kids and everyone is getting along well."

Mrs. Robert Hancock - Ottumwa

"I think they have to be something going. The kids are better off in private homes. Some state help is needed. Kids don't go anywhere or do anything until they're in foster homes. (as opposed to an institution) I don't know what would happen to these kids if someone didn't care for them."

Mrs. Harvin Hart - Wapello County

"I think the way Mrs. Barry has it set up with \$65.00 per month and clothing is excellent, but we do need at least this much. In institutions they don't associate with normal children."

\*Mrs. Hart has Indian children. Other foster children in Wapello County receive \$65.00 per month.