POLICY ANALYSIS SERIES

ISSUES RELATED TO WELSCH v. NOOT / NO. 7

THE PROGRAM STATUS OF MINNESOTA DEVELOPMENTAL ACHIEVEMENT CENTERS: 1980-1982

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I. INTRODUCTION

The issues creating the impetus for this statewide study of developmental achievement centers (DACs) are the same issues that generated similar reports for the past several years. These issues are cost, purpose, and characteristics about the agencies and clients served. Similar to previous studies, there is a pressing need for information since the combined federal, state, and local cutbacks have an effect on community-based programs such as DACs. In addition, the Community Social Service Act (CSSA) went into effect on January 1, 1980, thus terminating the existing Department of Public Welfare data base developed for DACs. The potential use of Title XIX as one funding mechanism for DACs has created an intensified demand for information about clients, personnel, and services. This policy analysis paper is the second of three issues to present the results of a statewide study of all DACs in Minnesota. The first paper (Policy Analysis Series No. 6) focused on the financial status of DAC programs, the third report (Policy Analysis Series No. 8) will profile individual characteristics and movement trends.

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A Department of Public Welfare report completed in 1978 provides historical information about DACs. Highlights from that report are presented as follows:

- Prior to 1961, few DACs existed in Minnesota (p. 22).
- In 1961, the Minnesota Legislature acted upon recommendations of the Interim Commission on the Problems of the Mentally Retarded, Handicapped and Gifted Children and funded a pilot project to develop nine DACs [Extra Sessions Law of Minnesota for 1961, Chapter 93.] (p. 22).
- In 1963, the Legislature appropriated funds for 14 additional centers under the Daytime Activity Center Act [Chapter 830 of the Session Law.] (p.23).
- Title IVA and Title XX provided federal support to the state with minimal financial commitment of counties (p. 23).
- The Trainable Mentally Retarded Act of 1971 made the State Department of Education responsible for all school age children, who could reasonably expect to benefit socially, emotionally, or physically from their service. DACs shift focus to serving only preschoolers and adults (p. 23).
- In 1975, the Minnesota Legislature provided a special appropriation to pay for 100 percent of approved costs for transportation of DAC clients to and from DACs (p. 23).
- -In 1976, Assistant Commissioner Mike Weber requested a study of DACs including characteristics of the population, movement of clients, administrative standards and practices as well as unmet needs (p. 24).
- -In 1976 an internal DPW working paper <u>Policy Alternatives for Daytime</u>
 <u>Activity Centers</u> highlighted major problems including the "absence of a clear goal for DACS as well as inadequate definitions of services, lack of information on clients being served, impact of services and measures of program effectiveness" (p. 3).
- -In 1977, the DAC Evaluation Project was funded to develop an instrument to evaluate DACs (p. 24).
- -In 1978, DPW completed a comprehensive study of 104 DACs serving 4,221 participants at a total cost of \$15 million (p. 34).

A review of the literature on day program services revealed little information. National surveys of activity programs were undertaken in 1963, 1971, and 1979 (Cortazza, 1972; and Bellamy, Sheehan, Horner, & Boles, 1980). In 1963, there were 94 programs identified nationwide. By 1971, the number increased by 612 programs and tripled by 1979 to an estimated 1,989. The primary purpose of activity centers in 1971 was described by Cortazzo (1972) as:

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The severely mentally retarded have a potential and are entitled as human beings in our society to have their potential developed to capacity. It is the responsibility of society to develop and make maximum use of their potential (p.9).

The rapid deinstitutionalization during the 1970s as well as funding changes cited by Bellamy et al (1980) "drastically altered the scope, economics, and role of ADPs." The 1980 report continued:

Today these programs represent a significant element of each state's adult service planning and have become critical in efforts to disperse residents of public institutions into community programs. Adaptive day programs frequently are viewed as providing the initial services for newly deinstitutionalized individuals [DHEW Report on Deinstitutionalization, 1978], and placement of individuals out of institutions frequently is contingent on availability of space in adaptive day programs (p. 309).

The summary of the Bellamy et al report was to call for greater coordination of policies and the development of practical service models that include greater opportunities for work and vocational outcomes (p. 321). Other literature on day programs includes technological applications for severely retarded adults (Bellamy, Horner, and Inman, 1979) guidebooks for establishing activity centers (Bergman, 1976), and specific training operations within centers (Salmon, 1975; Wehman, 1976; and DeMars, 1975).

The purpose of the current study of developmental achievement centers is to assess the financial, programmatic, and client status during 1980, 1981, and 1982. A three-year time period was selected because little information existed at a statewide level since January 1, 1980. The study was conducted as a joint effort of the Department of Public Welfare, the Minnesota Developmental Achievement Center Association, and the Minnesota Developmental Disabilities Program.

II. METHODOLOGY

The methodology for this study will be presented in abbreviated fashion. According to DPW, there were 108 DACs listed as licensed facilities. One facility is a satellite of the Glacial Ridge Training Center of Willmar State Hospital, one other facility receives no public money and refused to participate. None of the State Hospital DACs were included in the DPW list nor were they included in this study. Information about satellite DAC programs was collected from the respective central administrative offices. In order to get 100% participation, mail and telephone surveys were discarded in favor of onsite interviews. Interview studies typically yield a higher response rate, greater accuracy, and higher reliability than other methods. All 106 DACS participated in the study.

The general areas of investigation were outlined in a working document prepared by DPW and MNDACA. A joint meeting of representatives from DPW, DD, and MNDACA was held on September 1, 1981 to discuss the purpose, method, timeline, procedures, and questionnaire areas. Suggested questions were generated at that meeting. The Developmental Disabilities Program drafted the questionnaires with assistance from DPW staff. On September 11, 1981 the MNDACA Board of Directors gave its approval to the study. Revisions were made until September 15th, when a briefing was held with three interviewers from DPW and five interviewers from DD. On September 29, 1981, interview materials were distributed to all the surveyors. An interview packet contained:

- an interviewer manual which outlined the purpose, selection of respondents, data privacy, question-by-question instructions, and sampling instructions;
- 2. cover sheet with identification information about the DAC;
- 3. administrator questionnaire;
- 4. financial questionnaire;
- individual client forms;
- 6. eligible client roster form; and
- 7. respondent determination sheet.

Interviewers were responsible for setting up appointments with the assigned DACs. Interviews began on September 30, 1981, and ended in December 1981.

Editing and coding of the protocols occurred during November and December 1981 by staff of the Developmental Disabilities Program. Key to disc entry of the data was made by the Land Management Information Center of the Department of Energy, Planning and Development under contract with the Developmental Disabilities Program. The codebook (data file layout) and formats for the output were designed by the staff of the Developmental Disabilities Program. Copies of the questionnaires are available from the Developmental Disabilities Program by written request.

III. RESULTS

The results section will be presented in the following order: (a) program personnel, (b) staff training, (c) staff turnover, (d) staff wages, (e) program hours and days, (f) out-of-county clients, (g) parent/client fee schedules, and (h) policy changes.

<u>Program Personnel.</u> Table I displays the full-time equivalent (FTE) staff for Minnesota's developmental achievement centers during the past two years and projections for calendar year 1982. DACs reported FTEs by three major categories: administrative, professional and paraprofessional (program), and facility support (non-program) staff. Staff patterns are presented by regional and statewide totals.

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Table 1
Type of Personnel (FTE) by Region and Statewide Total (Minnesota DACs: 1980, 1981, 1982; 100% reporting)

	(riii)	illesuca DAC	5. 1500,	Profession			Support-		
		Administ	rative	Paraprofes		Nonpro			
Region	Year	Total	<u>N</u>	Total	<u>N</u>	Total	N		
ONE	1980	6.95	6	30.06	6	6.60	6		
	1981	7.95	6	24.86	6	5.60	6		
	1982	6.95	6	25.48	6	4.60	6		
TWO	1980	4.25	4	25.73	4	2.91	4		
	1981	4.38	4	26.23	4	2.95	4		
	1982	4.38	4	26.23	4	2.95	4		
THREE	1980	28.42	10	85.71	10	21.29	10		
	1981	28.86	10	88.17	10	22.81	10		
	1982	28.81	10	88.60	10	21.78	10		
FOUR	1980	14.79	7	60.59	7	6.70	7		
	1981	15.40	7	55.19	7	5.70	7		
	1982	14.55	7	56.89	7	5.98	7		
FIVE	1980	8.47	6	31.13	6	7.09	6		
	1981	8.34	6	32.28	6	7.16	6		
	1982	6.91	5	29.18	5	5.41	5		
SIX	1980	11.69	9	37.81	9	9.33	9		
	1981	13.40	9	51.04	9	9.00	9		
	1982	15.64	9	52.67	9	8.66	9		
SEVEN	1980	18.56	8	77.60	8	9.69	8		
	1981	18.73	8	82.32	8	10.21	8		
	1982	19.15	8	78.94	8	11.00	8		
EIGHT	1980	12.89	8	50.81	8	6.71	8		
	1981	12.89	8	48.56	8	6.49	8		
	1982	12.89	8	48.90	8	6.45	8		
NINE	1980	15.16	8	43.68	8	10.26	8		
	1981	15.12	8	41.50	8	11.75	8		
	1982	14.93	8	35.44	8	10.74	8		

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Table 1 (Continued)

		Administ	rative	Profession Paraprofes		Support- Nonprogram		
Region	Year	Total	N N	Total	N	Total	<u>N</u>	
TEN	1980	28.07	13	112.68	13	9.39	13	
	1981	28.27	13	115.35	13	9.60	13	
	1982	28.25	13	108.00	13	9.93	13	
ELEVEN	1980	95.20	27	397.33	27	50.05	27	
	1981	100.62	27	412.95	27	50.66	27	
	1982	105.72	27	405.95	27	48.48	27	
STATE	1980	244.45	106	953.13	106	140.02	106	
TOTAL	1981	253.96	106	978.45	106	141.93	106	
- · · · -	1982	258.18	105	956.28	105	135.98	105	

The statewide total administrative staff complement for 1981 was 253.96. Administrative staff included directors, executive directors, program coordinators, secretaries, accountants or bookkeepers. The average number of program staff during 1981 was 9.2. The total number of employees (978) included teachers/instructors who are or were at one time licensed or certified teachers, noncertified and nonlicensed teachers, teacher aides and therapists. Support staff during 1981 totaled 142. Support, non-program services included maintenance, food service, and transportation.

A study by the Mental Retardation Program Division of the Department of Public Welfare (1978) reported that 104 centers employed 977 full-time and 232 part-time employees during 1978. The study did not report those figures in full-time equivalents. An earlier DPW study (Community Programs Division, 1976) stated that data from 96 of the 101 DACs operating in 1976 indicated a 1:2.5 staff to client ratio in preschool programs, a 1:5.2 ratio in adult day activity programs and a 1:6.5 ratio in work activity components. There were approximately 3,600 participants in those 96 programs.

¹Licensed or certified teachers included all licensed teachers; not just those certified as special education instructors.

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	1982	28.81	10	88.60	10	21.78	10		
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	1981	15.40	7	55.19	7	5.70	7		
	1982	14.55	7	56.89	7	5.98	7		
FIVE	1980	8.47	6	31.13	6	7.09	6		
	1981	8.34	6	32.28	6	7.16	6		
	1982	6.91	5	29.18	5	5.41	5		
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	1982	19.15	8	78.94	8	11.00	8		
EIGHT	1980	12.89	8	50.81	8	6.71	8		
	1981	12.89	8	48.56	8	6.49	8		
	1982	12.89	8	48.90	8	6.45	8		
NINE	1980	15.16	8	43.68	8	10.26	8		
	1981	15.12	8	41.50	8	11.75	8		
	1982	14.93	8	35.44	8	10.74	8		

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	1982	105.72	27	405.95	27	48.48	27	
STATE	1980	244.45	106	953.13	106	140.02	106	
TOTAL	1981	253.96	106	978.45	106	141.93	106	
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The statewide total administrative staff complement for 1981 was 253.96. Administrative staff included directors, executive directors, program coordinators, secretaries, accountants or bookkeepers. The average number of program staff during 1981 was 9.2. The total number of employees (978) included teachers/instructors who are or were at one time licensed or certified teachers, noncertified and nonlicensed teachers, teacher aides and therapists. Support staff during 1981 totaled 142. Support, non-program services included maintenance, food service, and transportation.

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¹Licensed or certified teachers included all licensed teachers; not just those certified as special education instructors.

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Table 2 provides a further breakdown of the three major personnel categories by job titles. The total FTE complement increased from 1,338 in 1980 to 1,374 in 1981 and is projected to decrease in 1982 to 1,350. The decline in employees is expected to occur among program and facility support staff. Further analysis of personnel will occur using a standard FTE equivalent such as 2,080 hours. DACs currently define FTE in several ways from 1,200 to 2,080 hours.

Staff Training. The Department of Public Welfare reported in 1978 that 26 percent of all full-time DAC staff were certified teachers. Fifty-four (54) percent had at least a four-year college degree; 51 percent of the part-time staff had college degrees. In this study respondents were asked to estimate the percentage of program staff (excluding administrators and facility support staff) with college degrees (four-year or more). Table 3 presents the results by region and by year.

The statewide average was 47 percent during 1981 and changed only moderately between 1980 (45 percent) and 1982 (50 percent--projected).

Staff Turnover. The issue of staff turnover has received greater attention in residential facilities than in day programs. Respondents were asked about the turnover rates for administrative and program staff during the years 1980 and 1981. Administrative staff were included in those calculations because turnover in these positions can be as disruptive to a program as changes in instructional personnel. The results appear in Table 4. The average turnover rate (statewide) was 17 percent in 1980. During 1981 the statewide average increased to 20 percent. Regional patterns are also presented in Table 4 with Region 4 reporting the highest turnover in 1980 (28%) and Region 7 reporting 28.9 percent in 1981.

DAC directors were also asked to identify the primary reasons why personnel left employment. The most frequently stated reasons are presented in rank order below:

1980

- Salary or pay
- Family, maternity leave, or personal reasons
- Career changes, better positions
- Moved or relocated
- Returned to school
- Layed off or terminated

1981

- Seek other employment, career changes
- Family, child care, maternity leave, personal reasons
- Moved or relocated
- Laved off or terminated
- Salary or pay
- Returned to school
- Retired, health or medical reasons

The reasons are similar to results of other labor economics studies, particularly the human services field.

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Table 2
Type of Personnel by Statewide Total

(Minnesota DACs: 1980, 1981, 1982; 100% reporting)

<u> </u>	pe of Personnel	1980 State Total	1981 State Total	1982 State Total
Α.	Administration			
	 Directors/administrators Secretaries/clerical Accountants Other 	136.41 58.00 25.19 24.85	138.25 62.42 25.60 27.69	138.55 65.33 25.72 28.58
	5. Subtotal	244.45	253.96	258.18
В.	Professional/paraprofessiona	1		
	 Teachers (cert.) Teachers (noncert.) Teacher aides Therapists (speech, physical, occupational) 	251.98 274.74 295.45 90.86	254.36 283.65 314.56 87.51	250.94 274.07 301.29 91.75
•	5. Other	40.10	38.37	38.23
	6. Subtotal	953.13	978.45	956.28
c.	Facility support-nonprogram			
	 Maintenance Food service Transportation Other Subtotal 	28.84 26.06 82.36 2.76	29.42 24.40 85.18 2.93	28.49 20.62 84.82 2.05 135.98
		140.02	141.93	
D.	State Total	1,337.60	1,374.34	1,350.44

 $^{^{1}}$ These figures are not adjusted using a standard FTE.

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Table 3
Percent of Program Staff with College Degrees (Bachelor's or Master's) by
Region and Statewide Total

Region and Statewide Total (Minnesota DACs: 1980, 1981, 1982; 100% reporting)

		(Minnesota 1980	DACs:	1980, 1981,	1982; 1981	100% rep	orting)	1982	
Region	Mean	Range	N	Mean	Range	N	Mean	Range	N
ONE	40.2	0-100	6	35.7	0- 53	6	3 6. 7	0- 54	6
TWO	35.8	14- 63	4	32.8	20- 45	4	32.8	20- 45	4
THREE	40.8	0- 84	10	41.6	15- 84	10	44.7	27- 84	10
FOUR	21.0	0- 40	7	38.3	0-100	7	45.0	0-100	7
FIVE	38.5	20- 71	6	35.2	20- 57	6	40.0	27- 71	5
SIX	30.6	0-100	9	30.7	0-100	9	32.9	0-100	9
SEVEN	35.6	8- 54	8	35.3	6- 57	8	37.3	7- 60	8
EIGHT	15.6	4- 30	8	21.4	7- 46	8	21.4	7- 46	8
NINE	54.4	33- 67	8	54.8	33- 75	8	59.4	38-100	8
TEN	46.3	20- 80	13	51.2	25- 80	13	53.0	25- 80	13
ELEVEN	69.2	29-100	27	72.4	30-100	27	73.5	25-100	27
STATE TOTAL	44.9	0-100	106	47.4	0-100	106	49.9	0-100	105

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Table 4
Program and Administrative Staff Turnover Rate by
Region and Statewide Total
(Minnesota DACs: 1980 and 1981, 100% reporting)

Region	Mean	1980 Range	N	Mean	<u>1981</u> Range	N	
ONE	13.2	0-50	6	9.67	0- 25	6	
TWO	6.3	0-25	4	22.5	9- 50	4	
THREE	23.0	0-54	10	21.6	0- 52	10	
FOUR	28.0	0-70	6	26.9	0-100	7	
FIVE	14.8	0-46	6	15.0	0- 44	6	
SIX	7.0	0-38	9	14.3	0- 37	9	
SEVEN	18.1	0-31	8	28.9	10- 75	8	
EIGHT	19.3	0-84	8	25.5	0- 51	8	
NINE	13.0	0-43	8	22.5	0- 60	8	
TEN	15.9	0-50	13	10.9	0- 33	13	
ELEVEN	19.7	0-55	27	22.1	0- 52	27	
STATE TOTAL	17.1	0-84	105	20.1	0-100	106	

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Staff Wages. The average hourly wage paid to DAC program personnel is an issue of importance to most policymakers since personnel costs have a direct impact upon per diem rates. Personnel costs for program, support and administrative staff accounted for 62.4 percent of all DAC expenditures during 1980; 63.3 percent during 1981; and are projected to represent about 63.6 percent during 1982 (Policy Analysis Paper #6, 1982, page 6).

The average hourly wage for program personnel in community day programs is presented in Table 5. Program personnel are defined as "direct care" staff: teachers or instructors, teacher's aides, and therapists (consultants or in-house). They do not include personnel employed in administrative capacities or other support personnel such as food service, bus and van drivers or maintenance staff. The average hourly wage presented in Table 5 for program staff with four year degrees or more also includes therapists. Quite often, a DAC will utilize therapeutic services only intermitently—an hour a week, for example. The consultant hourly fee rate is, however, much higher than professional staff wages. Consequently, the average wage rate maximum for staff with a four-year degree or more is skewed upward.

The statewide average hourly wage was \$7.06 during 1981 for employees with college degrees and \$4.78 for program personnel with less than four-year degrees.

Program Hours and Days. In 1976 the Department of Public Welfare reported that the average days of operation for adult or combined adult/preschool programs (N=99) was 209 days. The average for preschool programs (N=18) was 176 days.

The Department of Public Welfare reported in 1978 that 81 of the 97 adult DAC programs in Minnesota provided more than 5.5 hours of service per day to their participants. Fourteen DACs provided from .10 to 4.5 hours of daily service to preschool participants; 52 of the 66 adult programs provided from 4.6 to 7.5 hours of programming per day.

The next three tables will present the average number of program days per year, the average number of program days per week, and the average number of program hours per day for each age group (infant, preschool, school age, and adult) as well as by region and year.

The average number of days per year for 1981 (statewide) was 90 for infants, 184 for preschool, 189 for school age, and 211 for adults. (See Table 6)

The average number of days per week (Table 7) remained stable across all programs during the three year period. The number of preschool programs, however, decreased from 58 in 1980 to an estimated 50 in 1982. The statewide average number of program days for 1981 was 2 for infants, 4.58 for preschool, 4.90 for school age, and 5 for adults. The average number of program hours is presented in Table 8 with similar stability noted in all three years.

Forty-one DACs reported having homebound programs in 1980; 29 of those programs were for infants. In 1981, 41 DACs again reported having homebound programs with 30 infant homebound programs. Thirty-eight (38) DACs estimated that they will offer homebound services during 1982 with 31 for infants.

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Table 5
Average Hourly Wage for Program Personnel by Region and Statewide Total (Minnesota DACs: 1980, 1981, 1982; 100% reporting)

Region	Year	Four Yea	ar Degree or M Range	More N	Less than Mean	n Four Year Degr Range	reeN
ONE	1980	6.39	4.29- 8.32	6	4.45	2.86- 5.55	6
	1981	6.77	4.46- 8.55	6	4.77	2.86- 5.99	6
	1982	7.27	4.99- 9.31	6	4.83	3.57 5.99	6
TWO	1980	6.56	5.73- 8.49	4	4.04	3.56- 4.58	4
	1981	7.51	6.16- 9.39	4	4.50	4.10- 4.93	4
	1982	8.38	6.65- 9.39	4	4.86	4.10- 5.32	4
THREE	1980	6.97	5.70- 7.63	10	4.32	3.58- 4.88	10
	1981	7.48	6.29- 8.40	10	4.62	3.62- 5.50	10
	1982	8.04	6.57- 9.27	10	4.94	3.78- 5.96	10
FOUR	1980	5.95	4.25- 8.12	5	4.18	3.03- 6.61	6
	1981	6.33	4.25- 8.53	6	4.60	3.35- 6.94	6
	1982	6.77	4.46- 8.79	7	4.81	3.55- 7.15	5
FIVE	1980	6.74	5.67- 8.28	6	4.37	3.74- 5.12	6
	1981	7.12	6.07- 8.06	6	4.60	4.07- 5.13	6
	1982	7.51	6.24- 9.13	5	4.98	4.07- 5.50	5
SIX	1980	7.63	6.35- 9.55	8	4.29	3.10- 5.10	8
	1981	8.04	6.64- 8.06	8	4.66	3.35- 5.50	8
	1982	8.75	7.25- 9.75	8	4.93	3.62- 5.70	8
SEVEN	1980	6.64	4.65- 8.99	8	3.99	3.34- 4.60	8
	1981	6.90	4.65- 9.13	8	4.20	3.56- 4.75	8
	1982	7.57	5.58- 9.81	8	4.45	3.94- 5.27	8
EIGHT	1980	5.82	3.80- 9.33	8	3.96	3.71- 4.69	8
	1981	6.63	4.31-10.19	8	4.40	4.04- 5.35	8
	1982	7.10	4.75-11.25	8	4.75	4.13- 5.56	8
NINE	1980	6.63	4.63- 9.36	8	3.84	3.40- 4.60	8
	1981	7.11	5.75- 9.83	8	4.45	3.75- 5.06	8
	1982	8.24	6.18-10.61	8	5.02	4.00- 5.93	7

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Table 5-(Continued)

Region	Year	Four Year Degree or More			Less tha Mean	s than Four Year Degree		
	·		ge		nean	Range	N	
TEN	1980 1981 1982	6.73 6.96 7.73	4.95- 8.58 5.31- 9.83 5.97- 9.43	13 13 13	4.12 4.44 4.69	3.47- 4.64 3.65- 4.88 3.94- 5.31	13 13 13	
ELEVEN	1980 1981 1982	6.86 6.97 7.70	4.95- 8.77 5.18- 8.77 5.40- 9.76	27 27 27	5.16 5.59 5.59	3.66- 7.70 3.86- 9.18 3.86- 9.18	25 25 25	
STATE TOTAL	1980 1981 1982	6.71 7.06 7.73	3.80- 9.55 4.25-10.19 4.46-11.25	103 104 104	4.40 4.78 5.01	2.86- 7.70 2.86- 9.18 3.55- 9.18	102 102 100	

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Table 6
Average Number of Program Days Per Year by
Region and Statewide Total
(Minnesota DACs: 1980, 1981, 1982; 100% reporting)

Region	Year	<u>Infa</u> Mean	ant N	Presch Mean	1001 N	School Mean	Age N	Adu Mean	llt N
ONE	1980 1981 1982	٠		166 133 132	4 3 3	203 182 182	3 3 3	218 211 211	6 6 6
TWO	1980 1981 1982			215 215 215	2 2 2	240 215 215	1 2 2	200 210 210	4 4 4
THREE	1980 1981 1982	134 134 134	2 2 2	189 205 206	6 6 6	189 164 164	3 4 4	217 215 215	10 10 10
FOUR	1980 1981 1982					218 205 133	2 1 2	173 199 195	7 7 7
FIVE	1980 1981 1982					208 210	1	199 196 184	6 6 5
SIX	1980 1981 1982	72 98 170	3 2 1	128 123 165	6 6 5	172 174 174	3 3 3	194 202 199	9 9 9
SEVEN	1980 1981 1982	69 77 80	3 3 3	181 187 186	4 4 4	172 178 178	2 2 2	202 202 202	8 8 8
EIGHT	1980 1981 1982			205 205 205]]]	175 175 175	1 1 1	205 207 207	8 8 8
NINE	1980 1981 1982	39 37 55	2 2 2	191 159 161	7 6 3	217 217 217	4 4 4	227 225 225	8 8 8
TEN	1980 1981 1982	43 46 49	4 4 4	182 196 197	10 9 9	198 198 203	6 6 5	209 209 209	13 13 13
ELEVEN	1980 1981 1982	113 115 118	9 9	186 203 204	18 18 17	164 168 168	3 3 3	221 222 222	20 20 20
STATE TOTAL	1980 1981 1982	85 90 97	23 22 21	180 184 191	58 55 50	195 189 184	29 30 29	208 211 210	99 99 98

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Table 7
Average Number of Program Days Per Week by
Region and Statewide Total
(Minnesota DACs: 1980, 1981, 1982; 100% reporting)

Region	Year	<u>Inf</u> Mean	ant N	Preso Mean	chool N	School Mean	l Age N	Adult Mean	<u> N</u> _
ONE	1980 1981 1982			4.25 3.33 3.33	4 3 3	5.00 5.00 5.00	3 3 3	5.00 5.00 5.00	6 6 6
TWO	1980 1981 1982			5.00 5.00 5.00	2 2 2	5.00 5.00 5.00	1 2 2	5.00 5.00 5.00	4 4 4
THREE	1980 1981 1982	3.00 3.00 3.00	2 2 2	4.67 5.00 5.00	6 6 6	5.00 5.00 5.00	3 4 4	5.00	10 10 10
FOUR	1980 1981 1982					5.00 5.00 5.00	2 1 2	5.00 5.00 5.00	7 7 7
FIVE	1980 1981 1982					5.00 5.00]]	5.00 5.00 4.80	6 6 5
SIX	1980 1981 1982	2.33 3.00 5.00	3 2 1	3.67 3.67 4.60	6 6 5	5.00 5.00 5.00	3 3 3	5.00 5.00 5.00	9 9 9
SEVEN	1980 1981 1982	1.00 1.00 1.00	3 3 3	4.50 4.50 4.50	4 4 4	5.00 5.00 5.00	2 2 2	5.00	8 8 8
EIGHT	1980 1981 1982			5.00 5.00 5.00	1 1 1	5.00 5.00 5.00	1 1 1	5.00	8 8 8
NINE	1980 1981 1982	1.00 1.00 1.50	2 2 2	4.57 4.33 3.67	7 6 3	5.00 5.00 5.00	4 4 4	5.00	8 8 8
TEN	1980 1981 1982	1.00 1.00 1.00	4 4 4	4.50 4.78 4.78	10 9 9	5.00 5.00 5.00	6 6 5	5.00 1 5.00 1 5.00 1	3
ELEVEN	1980 1981 1982	2.00 2.00 2.00	9 9 9	4.83 4.89 4.88	18 18 17	3.67 4.00 4.00	3 3 3	5.00 2 5.00 2 5.00 2	0
STATE TOTAL	1980 1981 1982	1.74 1.77 1.86	23 22 21	4.55 4.58 4.66	58 55 50	4.86 4.90 4.90	29 30 29	5.00 99 5.00 99 4.99 98	9

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Table 8
Average Number of Program Hours Per Day by
Region and Statewide Total
(Minnesota DACs: 1980, 1981, 1982; 100% reporting)

Region	Year	<u>Inf</u> Mean	ant N	Presch Mean	001 N	School Mean	Age N	Adu Mean	lt N
ONE	1980 1981 1982			5.75 5.33 5.33	4 3 3	6.33 6.33 6.33	3 3 3	6.17 6.17 6.17	6 6 6
TWO	1980 1981 1982			5.00 5.00 5.00	2 2 2	7.00 6.50 6.50	1 2 2	6.25 6.25 6.25	4 4 4
THREE	1980 1981 1982	4.00 4.00 4.00	2 2 2	6.17 6.17 6.17	6 6 6	6.00 5.25 5.25	3 4 4	6.10 6.10 6.10	10 10 10
FOUR	1980 1981 1982					6.00 6.00 6.00	2 1 2	6.00 6.00 6.00	7 7 7
FIVE	1980 1981 1982					6.00 6.00	1	6.33 6.33 6.40	6 6 5
SIX	1980 1981 1982	2.33 3.00 5.00	3 2 1	3.83 4.00 4.80	6 6 5	6.00 6.00 6.00	3 3 3	5.89 5.89 5.89	9 9 9
SEVEN	1980 1981 1982	2.00 2.00 2.00	3 3 3	5.75 4.75 4.75	4 4 4	4.50 4.50 4.50	2 2 2	6.25 6.25 6.25	. 8 8 8
EIGHT	1980 1981 1982			6.00 6.00 6.00]]]	3.00 3.00 3.00	1 1 1	6.13 6.13 6.13	8 8 8
NINE	1980 1981 1982	1.50 1.50 1.00	2 2 2	5.00 4.67 4.00	7 6 3	5.25 5.25 5.25	4 4 4	6.38 6.38 6.38	8 8 8
TEN	1980 1981 1982	1.00 1.00 1.00	4 4 4	4.60 4.56 4.56	10 9 9	6.17 6.17 6.00	6 6 5	6.15 6.23 6.23	13 13 13
ELEVEN	1980 1981 1982	2.13 2.13 2.13	9 9 9	4.61 4.39 4.24	18 18 17	4.33 4.00 4.00	3 3 3	6.05 6.05 6.00	20 20 20
STATE TOTAL	1980 1981 1982	2.14 2.10 2.10	23 22 21	4.93 4.73 4.74	58 55 50	5.62 5.50 5.45	29 30 29	6.13 6.14 6.13	99 99 98

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Out-of-County Clients. In addition to serving their own county residents, DACs also serve individuals from other counties. The extent and number of purchase of service (POS) contracts for out-of-county clients may have programmatic and financial implications for host county agencies. During 1980 there were 1,143 out-of-county clients enrolled in Minnesota's 106 DACs. There were 1,244 out-of-county clients reported for 1981 and the DAC directors expect 1,111 out-of-county clients enrolled in 1982. Table 9 presents both regional and statewide numbers for all three years.

Parent/Client Fee Schedule. In 1981 there were 11 DACs reporting a fee schedule for infants, 17 DACs reporting a schedule for preschoolers, and 7 DACs reporting a fee schedule for adults. No fee schedules were reported by DACs in Regions 1, 3, 5, and 8.

Parent/client contributions are probably more extensive than reported. In some localities, family fees are paid directly to the county; hence the DAC would not report having a fee schedule even though fees are being collected. DACs also reported that they expect revenue derived from family support/fee payments to increase slightly during 1982 (Policy Analysis Paper #6, 1982, pages 6 and 7).

Admission Policy Changes. DAC directors were asked to report recent and anticipated changes in agency admission and demission policies (because of budget considerations) for their infant/preschool and adult programs. The responses of the DACs are summarized in Table 10. Other policy and program changes due to budgetary considerations will be presented in Policy Analysis Paper #8.

IV. IMPLICATIONS

The results presented in this paper provide the necessary baseline to assess the potential changes in DACs due to budget considerations. The total staff complement of DACs has been increasing at a steady rate, but is projected to decline in 1982, particularly in program and support staff. About one-half of the program personnel have college degrees which is comparable to previous DPW reports. Turnover is lower than residential facilities but showed a 3% increase from 1980 to 1981. There is stability in the reported number of days and hours provided, but given the 1,244 out-of-county placement contracts and budget constraints, there may be complex changes at the individual level in terms of units of service received. Finally, the type of admission and demission policy changes presented in Table 10 verify informal reports about "retirement" policies.

The third paper in this series will examine individual client characteristics and movement in and out of DACs. In addition, a summary of other policy and program changes due to budget considerations will be presented.

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Table 9
Total Number of Out-of-County Placements by
Region and Statewide Total
(Minnesota DACs: 1980, 1981, 1982; 100% reporting)

	19	80	198	1981 Total Number N		1982 Total Number N	
Region	19 Total Numbe	r N	Total Number	- N	Total Number	er N	
ONE	33	5	31	5	31	5	
TWO	32	4	40	4	25	3	
THREE	19	7	58	.8	34	6	
FOUR	103	7	99	7	55	4	
FIVE	39	6	34	6	19	5	
SIX	101	8	118	8	101	6	
SEVEN	158	8	166	8	165	8	
EIGHT	122	6	142	8	132	6	
NINE	68	6	73	7	75	8	
TEN	71	12	78	12	68	11	
ELEVEN	397	26	405	23	406	22	
STATE TOTAL	1,143	95	1,244	96	1,111	84	

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Table 10 Admission Policy Changes (Minnesota DACs: 1980, 1981, 1982; 100% reporting)

Infant/Preschool Admission Policy Changes for 1981	Ņ
Preschool programs were discontinued Programs emphasized "non-maintenance" persons Admission dependent upon meeting more categorical criteria, e.g.	3 1
physician's referral; MR or CP diagnosis Behavior problems, one-to-one staffing needs more closely evaluated Administrative procedures streamlined Needs of more severely disabled given higher priority	3 1 2 <u>4</u> 14
Infant/Preschool Admission Policy Changes for 1982 (Anticipated)	<u>N</u>
Programs to emphasize more severely handicapped children More severely disabled children might receive lower priority Preschool or homebound programs discontinued Reduction in program options or hours for clients, e.g. full- time services	4 2 3 3
Will initiate a fee schedule	1 <u>1</u>
Infant/Preschool Demission Policy Changes for 1981	<u>N</u>
Placed greater emphasis upon attendance by clients Less severely disabled children were more likely to be demitted	$\frac{2}{1}$
Infant/Preschool Demission Policy Changes for 1982 (Anticipated)	<u>N</u>
Children with less severe disabilities may no longer be eligible for DAC services	1
Adult Admission Policy Changes for 1981	<u>N</u>
Admission criteria more responsive to county mandates, e.g. client needs for services, number of county residents served, and transportation	4
Closer scrutiny of client ages, e.g. trial admissions for people over 65 years old	5
Lower functioning applicants given higher priority Behavior problems scrutinized more closely	1 2 5
Client capacity to benefit evaluated more closely, e.g. "maintenance" and ability to progress, parttime programming	
	17

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Table 10-Continued

Adult Admission Policy Changes for 1982 (Anticipated)	<u>N</u>
Closer scrutiny of applicant age, e.g. categorical age limits,	9
capacity to benefit, county mandates Criteria more responsive to county mandates, e.g. "custodial"	6
services, program hours May establish limits on behavior and medical problems	2
Restricted enrollments because of budgets, county mandates, staff shortages	2
Will admit clients in wheelchairsnew building Possible shortened hours for "maintenance" rather than retirement	1 2
Applicants with more severe disabilities are given higher priority	ī
Full-time enrollment only	1
Closer evaluation of other "provider" resources, e.g. family homes or nursing homes	1
Severity of handicaps considered more closely	$2\frac{1}{6}$
Adult Demission Policy Changes for 1981	<u>N</u>
Client age considered, e.g. capacity to benefit	3
Attendance standards instituted Severity of behavior problems considered]]
Out-of-county contracts reviewed, e.g. payment for full cost of services	<u>1</u>
Adult Demission Policy Changes for 1982 (Anticipated)	<u>N</u>
Client age considered, e.g. retirement; categorical limits; county mandates; county limits on purchase of service clients; maintenance; years of participation	21
Transportation cost, problems may be considered	1
May establish limits on behavior or medical problems Lower functioning clients may be more likely to be demitted	4 4
Push to move people into SILs and sheltered work	1
Possible cutback in service days	1
Restricted enrollments, county residents Review of out-of-county contracts, must accept full-time services	2 1
Review of programming capacity of residential placements, e.g.	1
nursing homes	36

There were 47 clients aged 65 years or older enrolled in the 21 agencies which reported probable age-related demission policy changes for 1982. There were an additional 174 clients aged 50 to 65 years old enrolled in those 21 DACs.

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