

Office Memorandum

TO : Edward J. Dirkswager, Jr.
Commissioner

DATE: February 1, 1978

FROM : Edward D. Constantine
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SUBJECT : 1977-78 Status Report - Developmental Achievement Center Grant-in-Aid

BACKGROUND

The philosophy underlying long-term care and support for many groups of handicapped citizens has changed markedly in the recent past. Up until only a few years ago, the standard policy response had been to provide long-term support in settings in which individuals having similar conditions and needs were grouped and separated from the community-at-large. In some cases, the rationale was attributed to supposed "economies of scale" in this form of service delivery; in other cases, public attitudes dictated that certain individuals needed to be sequestered from the community for the community's safety and welfare. Such care was often custodial in nature, with minimal attention given to fostering programming that stressed recognition of individual capabilities and potential, or addressed and assured that basic human and civil rights for individuals in such settings would be upheld.

The present philosophy of care and assistance that directs the course of all developmental disabilities programming at the national, state, and local level is embodied in the concepts of "normalization" and "individual program planning", and is encompassed in the goals of "de-institutionalization" and developing "community alternatives".

De-institutionalization represents efforts to return institutionalized individuals who can develop necessary living skills to settings in which an array of community service alternatives necessary for their personal development (residential, educational, employment, protective services) are available. It also represents efforts to maintain individuals who have or can develop necessary living skills and are now residing in a community setting within that setting, rather than their entrance and residency in a state facility. Programming for those whose needs are best met in an institutional setting should have a corresponding emphasis on encouraging personal development in as least restrictive a means and setting as possible.

The concept of normalization embodies the recognition that many individuals having substantial developmental handicaps will increasingly benefit by participating in the rhythms and patterns of everyday life experienced by the community-at-large, rather than residing in a sequestered institutional setting. Consequently, they are entitled to a lifestyle that is as close to "normal" and "least restrictive" as their condition allows, and to assistance which will encourage self-sufficiency, maximum personal development and the opportunity as a citizen to contribute one's worth and value to the community. This assistance should be provided according to unique needs and potential on the basis of individualized planning for the acquisition/ maintenance of essential living skills.

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The DAC program in Minnesota provides community-based DAC services to persons who are mentally retarded and/or cerebral palsied as an alternative to institutionalization.

The overall goal of a DAC is to help individuals to function in society as independently as possible. To accomplish this, an Individual Program Plan is developed for each person, depending on the particular needs of that person. The plan may be directed toward development of sensory motor, communication, social-behavioral, pre-vocational, home living and leisure skills. Ancillary services may also be provided and may include such services as speech and hearing therapy; physical and occupational therapy; special education and leisure time guidance; counseling with parents and social work follow-up. This plan may be implemented in a state-licensed facility or in the person's home.

Before 1961, there were only a few DACs in the state. In 1961 the Minnesota Legislature passed a pilot project DAC statute to identify the need for such centers, the proper types of programming, staffing, and facilities, and the costs for providing such services. The pilot project programs proved, successful and the Legislature continued to Increase appropriations for DACs each biennium.

In 1971, the Legislature enacted a mandatory education bill for trainable mentally retarded (TMR) persons between the ages of 5 and 21; federal Title IVA (Title XX) was implemented; and DPW Rules #31 and #34 were promulgated. These four events brought about tremendous changes and growth in DACs.

TMR Law

Until the enactment of this law, DACs were the major substitute for trainable special education as we know it today, and the majority of DAC participants were school-age. The TMR law mandated the Department of Education to be responsible for all trainable individuals. The Department of Education defined trainable as any individuals who could reasonably expect to benefit socially, emotionally, or physically. Essentially, this position eliminated the possibility of anyone being sub-trainable. Consequently, local school systems had one of two choices; either providing the educational program in their school system or purchasing it from a vendor such as DAC, WAC, sheltered workshop, or other facility able to provide an alternative program. In any event, the responsibility rested with Education. This allowed DACs to shift the focus of their programs either to preschool or to adult programming.

Title IVA (Title XX)

Title IVA brought about tremendous proliferation of programs, primarily in the opportunity to serve those who formerly had no program. The state was able to increase their appropriation, and probably the greatest Impact was from local counties to commit monies for expansion from a nominal to a substantial amount.

DPW Rule #31

This DAC administrative rule required minimum qualifications for DAC directors; and, through the addition of trained, professional staff, the DAC system matured.

DPW Rule #34

This rule established the human right of mentally retarded persons to a normal living situation, through the development and enforcement of minimum requirements for the operation of residential facilities and services. It also served an educational purpose in providing guidelines for quality service. It required that residents be provided with developmental and remedial services called for by individual assessment and program plans outside of the residential facility whenever possible. Rule #34 placed a heavy burden on DACs in terms of participants. It forced a reassessment of responsibility to the entire retarded population. New participants came from everywhere—people placed in communities out of state institutions, private residential facilities, nursing homes, group homes, etc.

Fiscal Year 1977-78

There are currently 104 DACs in the state, and an additional 39 satellite programs. Eight counties do not have their own DACs. Roseau is in the process of developing their own DAC. One Ramsey County DAC, Thomas-Dale, closed this year because their preschool population went into school programs. Mower County established two separate DAC corporations instead of one DAC in Austin with an affiliate in Adams.

Enrollment

Attachment I shows the projected enrollment of 4,408 DAC participants for fiscal year 1978 to be the smallest yearly increase in DAC population since 1973. Year-end enrollment figures may reflect a higher population.

School Contracts

The percentage of school contracts has been decreasing since 1973 as more school districts have developed special education classes. Also, legislation went into effect this year extending education services to four year old children who are mentally retarded.

Residential Classifications

The breakdown in residential classification of DAC participants is as follows:

Home	50%
ICF-MR	34%
ICF-General	12%
Foster Homes	4%
	<u>100%</u>

Funding

Program Grant-in-Aid

The statewide average DAC program grant for fiscal year 1978 equals about .44% of net adjusted program budgets, a drop of 2% from the previous year. Although there was an increase in the appropriation, the increase in budgets was even higher.

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Again this year, program funds were allocated on a formula grant basis that was developed with the assistance of the DAC Advisory Task Force. This formula bases the allocation for each county on the units of service to be provided in that county, with loading factors for homebound, preschool, and adult units of service, and for non-ambulatory adult participants.

The fiscal year 1978 average DAC program unit costs are: \$29.03 for home-bound, \$24.43 for preschool, and \$14.26 for adult programs. These figures include a 90X utilization factor, used for the first time this year, which elevates unit costs somewhat.

Individual unit costs continue to vary greatly across the state. Some of the reasons for this variation are: size of program, amount of special services provided (speech therapy, physical therapy, etc.), staff ratios, staff salaries, occupancy costs, and degree of handicap of participants served.

The total program funds available for this fiscal year are \$5,728,266. (This includes \$350,000 transfer of 25% Title XX Reimbursement from fiscal year 1977.) These funds are being used in the following manner:

Total fiscal year 1978 program grants allocated before January 1, 1978	\$5,584,755
Set aside for allocation to counties qualifying for equalization aid	85,924
Set aside for state contract for development of evaluation system	10,000
Set aside for counties without DACs and for emergencies	<u>47,587</u>
	\$5,728,266

Transportation Grant-in-Aid

In 1975, the Legislature provided a special appropriation to pay for 100% of approved costs for the transportation of DAC participants to and from centers. The impact of this Legislation was to provide services for many individuals previously unable to attend DACs.

The total transportation funds available for this fiscal year are \$2,310,000, which is enough money to fund this program at 93.2%. Levels of transportation expenditures for the first six months of fiscal year 1978 will be monitored, and if adjustments are necessary, funds will be reallocated wherever feasible and we may be able to fund transportation at 100%.

Revision of DPW Rule #31

A select task force of Minnesota DAC Association members was formed to revise existing DPW Rule #31. The seven members of this task force were representative of all geographic areas of the state, as well as the full scope of program variances.

The task force met from August through November and drafted a rule which was presented to the state DAC Advisory Task Force for review and recommendation. The final draft will be distributed to DACs for input in January. The goal is to take this rule to public hearing in early spring, 1978.

Work Components of DAC Programs

Seventy-six DACs provide work activity for those adults whose individual program plans indicate a need for this service. This past year, Community Programs Division staff participated on a task force which reviewed all of the issues and concerns relative to DAC based work programs. The task force was comprised of representatives from DPW, DVR, DACs, Sheltered Workshops and the Association of Retarded Citizens. The final recommendations of this task force have been implemented by DPW and DVR, and the following aspects of the recommendations have been included in the draft of revised Rule #31.

1. The maximum number of total production hours shall not exceed 1/3 of the total program hours available during the month.
2. The maximum number of hours that an individual client may participate in the production work during any given week shall be limited to 15 hours.

Evaluations

DPW Rule #38 is being revised to establish minimum program standards for licensure. This rule will incorporate the recommendations of the University of Minnesota in their work on the evaluation begun with DD funding.

Public Information

During the current year, Community Programs Division has provided information regarding DACs and DAC grant-in-aid to DACs, county welfare boards and departments, human service boards, area MH-MR boards and centers, and the general public. They have worked closely with the Minnesota Developmental Achievement Center Association, DVR, State Departments of Education and Health, Developmental Disabilities, and the Association of Retarded Citizens.

Community Programs Division developed a workshop for DAC directors which was held on September 23 in St. Cloud and attended by 68 DAC directors and mental retardation coordinators. Presentations on various aspects of DAC administration were made by staff at statewide and regional conferences.

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SUMMARY

The DAC program in Minnesota has been an ever-enlarging, ever-expanding community-based program serving mentally retarded and cerebral palsied individuals. The program has grown from seven centers serving largely a school-age population in 1961 to 104 centers and 39 satellites serving a projected 4,408 participants through homebound, preschool and adult programs in fiscal year 1978.

Much of this growth can be attributed to national and state legislation supporting the concept of de-institutionalization and the development of community-based alternatives. During this period of growth, the leadership and composition of the Minnesota Legislature has shifted radically, but the thrust of legislation has remained consistent with these concepts.

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SUMMARY OF DAC STATISTICS, FY1973-FY1978

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ENROLLMENT

<u>Participants:</u>	<u>1972-73**</u>		<u>1973-74**</u>		<u>1974-75**</u>		<u>1975-76**</u>		<u>1976-77**</u>		<u>1977-78**</u>	
Homebound	*		*		113	4%	313	9%	348	8%	353	8%
Preschool	754	31%	796	28%	612	19%	678	18%	779	19%	756	17%
Adult	1,366	56%	1,748	63%	2,152	68%	2,444	66%	2,825	69%	3,186	72%
School Contracts	303	13%	248	9%	301	9%	244	7%	162	4%	113	3%
	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
TOTAL	2,423	100%	2,792	100%	3,178	100%	3,679	100%	4,114	100%	4,408	100%

* Was included with preschool for these years.

** Based on Department of Public Welfare Research and Statistics reports for actual enrollment on March 31 of these years.

*** Based on estimates contained in 1977-78 grant-in-aid applications.

SUMMARY OF DAC STATISTICS, FY 1973-FY1978

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FUNDING

	<u>1972-73*</u>	<u>1973-74*</u>	<u>1974-75*</u>	<u>1975-76</u>		<u>1976-77</u>		<u>1977-78**</u>	
				<u>Program</u>	<u>Transport.</u>	<u>Program</u>	<u>Transport.</u>	<u>Program</u>	<u>Transport</u>
Net Budgets	\$4,388,609	\$5,426,907	\$7,536,681	\$8,929,339	\$1,762,554	\$11,277,664	\$2,150,596	\$13,085,663	\$2,340,369
School Contracts	628,432	604,670	745,710	481,104	34,782	410,154	27,830	437,528	46,589
Net Adjusted Budgets	3,760,177	4,795,237	6,790,971	8,448,235	1,727,772	10,867,510	2,122,766	12,648,135	2,293,780
State Grant-in-Aid	1,851,052	1,999,971	2,817,191	4,482,930	1,727,772	5,033,875	2,099,824	5,584,755	2,293,780
Local Funding	1,909,125	2,795,266	3,973,780	3,965,305	-	5,833,635	-	7,063,380	-
Average % State Funding	50%	42%	41%	53%	100%	46%	100%	44%	100%
Average Unit Cost	\$9.26	\$9.73	\$11.42	\$11.96	\$2.42	\$12.84	\$2.51	\$16.63***	\$3.06***

* Includes approximately 54% of DAC transportation costs - approximately 46% was funded by the Department of Education.

** Based on estimates contained in 1977-78 grant-in-aid.

*** Includes a 90% utilization factor.