



Minnesota Department of **Human Services**

Biennial Service Agreement
Minnesota Family Investment Program
and
Children and Community Services Act

January 1, 2004 to December 31, 2005

Issued by:

Minnesota Department of Human Services
Children and Family Services Administration
July 22, 2003

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Purpose

The Minnesota Family Investment Program (MFIP) Consolidated Fund and the Children and Community Services Act (CCSA) Consolidated Fund [Minnesota Statutes 256J.626 and 256M, respectively] require counties to submit a biennial service agreement to the Minnesota Department of Human Services (DHS) to receive these public funds. DHS has combined the requirements for the two areas into one service agreement. Multi-county or regional service agreements may be submitted.

The primary purpose of the Biennial Service Agreement is to establish agreed upon outcomes and identify strategies counties will use to achieve these outcomes. The agreement also provides the State with a county needs statement for populations who may be served with funds covered under the agreement and a county budget for expenditures of those funds.

Instructions

A. SUBMISSION

The legislation for both the Minnesota Family Investment Plan and the Children and Community Services Act requires that a biennial service agreement be submitted to the Commissioner of the Minnesota Department of Human Services by October 15, 2003.

The county social service agency must allow a period of no less than 30 days prior to the submission of the agreement to the Commissioner to solicit comments and participation from the public on the contents of the preliminary agreement.

The county must adhere to the biennial service agreement format so that DHS can obtain all the necessary information and approve the agreement as soon as possible. Counties may expand the response areas within the document and/or attach additional documentation, if desired. No other changes to the biennial service agreement form are permitted.

County social service agencies must submit two (2) signed copies, no later than October 15, 2003, to:

Children and Family Services Administration
Minnesota Department of Human Services
444 Lafayette Road
St. Paul, Minnesota 55155-3833

Faxed documents will not be considered complete.

B. APPROVAL OR DISAPPROVAL

The Commissioner must inform the county agency within 60 days of receiving the service agreement if the service agreement has been approved. If the service agreement is not approved, the Commissioner must inform the county of any revisions needed for approval. The allocation of funds to counties is contingent on approved service agreements.

C. USE OF FUNDS

Eligibility for benefits and services under the Minnesota Family Investment Program Consolidated Fund is limited to pregnant women, families with a minor child, or non-custodial parents of minor children receiving MFIP and who are under 200% of federal poverty guidelines (FPG). Allowable expenditures may include, but are not limited to:

- short-term, nonrecurring shelter and utility needs that are excluded from the definition of assistance under TANF for families who meet residency requirements in Minnesota Statutes 256J.12, subd. 1 and 1a
- other short-term, non-recurrent emergency needs that do not exceed four months in duration per event
- transportation needed to obtain or retain employment or to participate in other approved work activities
- direct and administrative costs of staff to deliver employment services for MFIP or the diversionary work program, to administer financial assistance, and to provide specialized services intended to assist hard-to-employ participants to transition to work
- cost of education and training including functional work literacy and English as a second language
- cost of work supports including tools, clothing, boots, and other work-related expenses
- county administrative expenses as defined in TANF
- services to parenting and pregnant teens
- supported work
- wage subsidies
- services to help non-custodial parents who live in Minnesota and have minor children receiving MFIP or the diversionary work program assistance, but do not live in the same household as the child, obtain or retain employment.

The funds appropriated to the Children and Community Services Act are designated to serve children, adolescents and other individuals in transition from childhood to adulthood, and adults who experience dependency, abuse, neglect, poverty, disability and chronic health conditions. Funds may be used to provide services to racial and ethnic groups experiencing poor outcomes, or where disparities are present. Funds may be used for services performed by professionals or nonprofessionals, including the person's natural supports in the community.

**Biennial Service Agreement:
MFIP and CCSA
January 1, 2004 to December 31, 2005**

County submitting biennial service agreement: Otter Tail

Type of service agreement submitted:

Combined MFIP/CCSA Single County Agreement X

If multi-county or regional agreement, please mark accordingly:

MFIP Only Agreement: Individual County Multi-county Regional
CCSA-Only Agreement: Individual County Multi-county Regional

Identify additional county agencies or regional partners submitting combined agreement and attach additional signature pages from each county: _____

Contact Person: John Dinsmore

Title: Director of Human Services

Address: 530 West Fir Ave, Fergus Falls, MN 56537

Telephone and Fax Number: (T) 218-998-8150 (F) 218-998-8213

E-mail Address: jdinsmor@co.ottertail.mn.us

Certification and Signature

I hereby certify that this Biennial Service Agreement has been prepared as required and approved by the County Board under the provisions of Minnesota Statutes 256M (Children and Community Services Act) and 256J (Minnesota Family Investment Program).

County Board Representative: Malcolm Lee
Name (Typed)

 Chairperson, Human Services Board
Title

Authorized Signature
(Chair, County Board of Commissioners or designee)

Date

Section 1: Process for Public Comment/Summary of Public Input

- A. Describe the process the county used to solicit public input, including potential service recipients, in developing this biennial service agreement. Counties must specify that the public was informed and input was sought for the use of federal Social Services Block Grant (Title XX) funds in addition to state funds provided through this agreement.

There were eight community meetings facilitated by the Director of Human Services in June of 2003. Approximately 25 individuals attended. Input was received from the local children's mental health advisory council. Direct program staff provided input during staff meetings. A public notice was published in the meeting minutes of the Otter Tail County Board of Commissioners. The notice is attached. A copy of the CCSA plan was placed in the lobby of the Government Services Center for the public to inspect and make comments. In addition, the proposed plan was published on the County's website (www.ottertail.mn.us) and copies were sent to selected purchase of service provider organizations to seek their input

- B. Summarize the public input and how it was incorporated into this biennial service agreement.

The need for early identification and intervention of youth at risk of mental health, chemical dependency abuse, neglect and disability. The focus should be on providing services to children and families in the community.

Community meeting participants were asked to rank order nine service areas based on the following guidelines:

Listed below are values core to the public human service system. These values represent government obligations to the community that must be addressed. These values are manifested, in part, through the services and programs administered by county governments. Although this list does not explicitly address the significance of prevention and early intervention for vulnerable populations, these important services can help prevent more serious problems and therefore mitigate future costs. The core values are:

- *Protection for vulnerable adults and children*
- *Basic safety net to insure availability of food, shelter and medical care*
- *Assist frail, disabled and/or disadvantaged populations achieve self-sufficiency and Independence*

Based on these guidelines and discussion, this non-representative sample size of community meeting participants ranked services as follows:

1. *Childrens Services*
2. *Developmental Disabilities*
3. *Child Care Services*
4. *Adult and Elderly Care Servcies*
5. *Economic Assistance Services*
6. *Child Support Enforecement Services*
7. *Mental Health Services*
8. *Chemical Dependency Services*

Section 2: County Statement of Needs, Strengths and Resources

MFIP	CCSA								
<p>A. Describe the overall service needs of the MFIP population in the county. Consider what percentage would be characterized as: a) needing minimal help in the transition from welfare to work; b) needing an intermediate level of support; and, c) requiring more intensive levels of support to make the transition.</p>	<p>A. Describe the needs of children, adolescents and other individuals in transition from childhood to adulthood and adults who experience dependency, abuse, neglect, poverty, disability, chronic health conditions or other factors that may result in poor outcomes.</p>								
<p><i>The MFIP population has limited job seeking skills. This group lacks information on how to locate available jobs and how to approach prospective employers.</i></p> <p><i>A significant portion of the population also lacks the resources and skills necessary to obtain economic stability. This group includes those who have never worked or have inconsistent work histories. These individuals have never learned basic work skills such as reliability, problem solving, positive attitude, accepting criticism, initiative, teamwork, and interpersonal interaction which are necessary to maintaining employment. Also in this group are those who lack job specific skills or who have been unable to balance family with work.</i></p> <p><i>A third group has issues that will require intensive services to resolve including: mental health, chemical dependency, learning disabilities, literacy, and family violence. Following is the estimate of the service needs of the population:</i></p> <table border="0"> <thead> <tr> <th data-bbox="110 1213 483 1241"><u>Transitional Assistance Level</u></th> <th data-bbox="529 1213 672 1241"><u>Percentage</u></th> </tr> </thead> <tbody> <tr> <td data-bbox="142 1245 285 1272">a) Minimal</td> <td data-bbox="565 1245 634 1272">30 %</td> </tr> <tr> <td data-bbox="142 1274 342 1302">b) Intermediate</td> <td data-bbox="565 1274 634 1302">50 %</td> </tr> <tr> <td data-bbox="142 1304 302 1331">c) Intensive</td> <td data-bbox="565 1304 634 1331">20 %</td> </tr> </tbody> </table>	<u>Transitional Assistance Level</u>	<u>Percentage</u>	a) Minimal	30 %	b) Intermediate	50 %	c) Intensive	20 %	<ul style="list-style-type: none"> ➤ Housing ➤ Economic Resources ➤ Mental Health Stability ➤ Chemical Dependency Services ➤ Employment Training and support ➤ Outreach ➤ Independent Living Skills Training ➤ Educational Supports ➤ Transition Services ➤ Transportation ➤ Family Support and Training
<u>Transitional Assistance Level</u>	<u>Percentage</u>								
a) Minimal	30 %								
b) Intermediate	50 %								
c) Intensive	20 %								

B. Describe the community strengths and resources available to address the above needs.

Rural Minnesota CEP (RMCEP), has the expertise or contacts to address these issues. The focus of RMCEP services will be to move individuals into work that will 1) ensure they meet participation requirements, and 2) increase income. RMCEP can provide:

- 1. Diversionary Work Program and MFIP services according to state regulations and procedures.**
- 2. Trained staff to provide a quality program of MFIP services with the following activities:**
 - a. Employment Services Overview;**
 - b. Assessment resulting in an Employment Plan;**
 - c. Employment Services such as;**
 - 1) Job Search Assistance,**
 - 2) Employment Planning,**
 - 3) Unsubsidized Employment,**
 - 4) Job Skills Training,**
 - 5) Subsidized Employment,**
 - 6) Unpaid Work Experience,**
 - 7) Job Readiness Education,**
 - 8) Family Violence Waiver Activities;**
 - 9) Pre-Employment Activities;**
 - 10) Limited Supportive Services;**
 - d. Data collection and reporting for performance.**
- 3. Information to the county on client progress.**

- **Family Service's Collaborative**
- **SELF Funds**
- **Transition Grant**
- **GA/MA**
- **Out-Patient Services**
- **Family Community Support Services**
- **Rural MN CEP**
- **Mental Health Initiative**
- **Alternative School Options**
- **Kinship**
- **Prevention Program**
- **Partners in Parenting**
- **Community Action**
- **Day Treatment**
- **Churches**
- **HRA**
- **Salvation Army**
- **Volunteer Transportation**

C. In addition to the needs identified above, for major racial, ethnic and immigrant groups in the county:

Describe the service needs of those receiving MFIP assistance in the county.

Describe the needs of those experiencing poor outcomes or disparities.

D. Describe the community strengths and resources available to address the above needs.

RMCEP has extensive experience in assisting individuals of diverse backgrounds and ethnicity enter employment. Translators are retained as needed to ensure participants understand program requirements and can communicate with staff. Job Counselors identify potential employment and prepare participants to adapt to workplaces. Participants who need to improve reading, math or English speaking skills in order to begin training or obtain employment are enrolled in Basic Education/ESL instruction available at local education institutions. In addition staff refer participants to organizations that can help address cultural differences and provide support including:

(County Specific)

E. Describe the needs of MFIP clients experiencing family problems and receiving child welfare or children’s mental health services or face other barriers to self-sufficiency.

- ***Childcare funding and resources, including non-traditional hours of care***
- ***Employment opportunities that pay a living wage***
- ***Low Cost Housing***
- ***Non-traditional appointment times for services***
- ***County system’s expectations of clients***
- ***Transportation***
- ***Family Support***
- ***Community Connections***
- ***Mental Health***
- ***Chemical Dependency***
- ***Access to Preventive Health***
- ***Childcare for older children with special needs***
- ***Delay in accessing needed services***

F. Describe the community strengths and resources available to address the above needs and to improve case coordination.

- ***Rural MN CEP***
- ***Co-location of services***
- ***Collaborative***
- ***Children's Justice Initiative***
- ***Adult and Children's LAC***
- ***Adult Mental Health Initiative***
- ***Child Protection Teams***
- ***Minor Parent Teams***
- ***Child Abuse Prevention Council***
- ***Domestic Violence Task Forces***
- ***Child Care Resource and Referral***
- ***Salvation Army***
- ***Food Shelf***
- ***Children's Services Board***
- ***Mental Health Screening Grant***
- ***Adolescent Services Grant***
- ***Public Health***
- ***Community Action***

Section 3: Outcomes and Strategies

The following is a list of expected outcomes for both MFIP and CCSA. For MFIP outcomes DHS will provide county specific baseline data, set performance standards and monitor results.

MFIP Outcome: Economic Stability for Poor Families

Indicator 1: Three-year MFIP Self-Support Index

Measure: Percent of MFIP cases off cash assistance or working 30 or more hours per week three years after a baseline quarter. (For more information on this measure, see the quarterly Management Indicators Reports located at <http://www.dhs.state.mn.us/ecs/Reports/default.htm>.)

During April and October of each year, counties are notified of their performance on the Three-year Self-Support Index as well as their ranges of expected performance on this measure. These ranges of expected performance level the playing field among counties by taking differences in caseload and economic characteristics into account. Describe the specific strategies that the county will use to ensure that the county's Three-year Self-Support Index is either within or above the county's range of expected performance during calendar years 2004 and 2005. Include any partnerships that will be established or strengthened.

Attainment and retention of jobs that ensure economic stability is the goal of both core and non-core activities. The MFIP components available through the employment service provider, RMCEP, are designed to enhance the earning and employment potential of MFIP participants. In the Job Search System individuals learn the skills necessary to find employment. This enhances their ability to find new jobs if necessary. Paid and unpaid employment allows participants to become accustomed to work and learn basic job skills. OJT is available not only for new jobs, but for upgrading current employment. As participants increase skills their pay and job security improve. Participants can enhance employability and promotability by working toward a diploma or GED. RMCEP provides information on basic job retention issues such as teamwork, employer expectations, balancing work and family, problem solving, communication, time management, and how to get promoted. Limited resources are leveraged to access post-secondary vocational education and training that can reasonably be expected to lead to employment. Staff encourage the use of short term courses when appropriate.

Indicator 2: MFIP Work Participation Rate

Measure: Percent of non-exempt MFIP adults who meet the state work participation requirements. (For more information on this measure, see the quarterly Management Indicators Reports located at <http://www.dhs.state.mn.us/ecs/Reports/default.htm>).

Describe the specific strategies that will be used to achieve at least 40% on the MFIP Work Participation Rate in the final quarter of CY04 (report to be issued in April 2005) and 50% in the final quarter of CY05 (report to be issued in April 2006). Include any partnerships that will be established or strengthened.

he primary strategy will be to assist participants find, maintain and increase work hours in unsubsidized employment. Employment plans will be developed to meet participation requirements. At mid month, staff will check on participants to see if they are meeting their participation requirements using the monitoring tool (see Attachment A). If the appropriate number of hours have not occurred, staff will schedule additional activities during the second half of the month to assure that the MFIP job seeker and

RMCEP are successful in meeting the required participation rate. Staff may also schedule a higher number of hours during the first two weeks of the month and adjust the schedule based on actual participation. Employment plans are updated annually to include six weeks of structured job search for individuals who are employed at less than their federal minimum requirement.

The following core activities will be available: Paid work; job search or job readiness; providing CWEP child care; post-secondary training of less than 12 months; and unpaid work. The latter includes unpaid work activities that can assist a caretaker to meet work requirements when paid employment has not been secured. These are unpaid work experience, CWEP, community service, volunteer work, apprenticeships, internships and supported work.

For individuals who do not find employment during six weeks of job search, weeks seven and eight will be used for unpaid work orientation combined with job search. The orientation will include choices for unpaid work, employer expectations, potential worksites, worksite interviews and enrollment into the State Injury Protection Plan (when necessary). RMCEP will be the employer and participants will work to find an unpaid position. Participants are expected to contact worksite supervisors and interview for jobs. Positions are developed by RMCEP and will not fill any established unfilled vacancy or displace workers.

Participants who provide child care for other CWEP participants will be enrolled in unpaid work experience to count these hours. Caretakers who have not been employed in the last twelve months will have priority for CWEP sites.

Volunteer Community Service is approved only when the caretaker has not been able to meet the work requirements through paid employment. Participants find their own worksites. Structured, supervised volunteer work or unpaid internships may be used as a work experience placement if approved by RMCEP staff. Sites may be private, public or not for profit. The experience should enhance skills related to employment. This activity includes community service and sentence to serve assignments. While engaged in these activities, the caretaker will continue to job seek for paid employment. RMCEP staff will revisit the appropriateness of the site within 30 - 90 days and update the plan accordingly.

Core activities will be used in conjunction with non-core activities. The latter include job skills training, English as a Second Language (ESL), Adult Basic Education (ABE), Functional Work Literacy, and High School or GED instruction. Attachment A describes how core and non-core activities may be combined to meet hourly participation requirements. Participants may also receive support from RMCEP through MFIP funds to meet participation requirements. Resources available through WorkForce Center partners and other agencies are also accessed.

Indicator 3: Promoting Equity in MFIP Outcomes

To the degree that there are racial, ethnic, and immigrant subgroups whose outcomes on the Three-year Self-Support Index and MFIP Work Participation Rate fall at least 5% below the county as a whole (based on DHS reporting to the counties of benchmark data on racial, ethnic or immigrant subgroups of 30 or more cases in January-March 2003): set a target for improvement by the final quarter of CY 2005 on each measure for each applicable racial, ethnic, and immigrant group.

Three-year Self-support Index		MFIP Work Participation Rate		
Benchmark	Target	Benchmark	Target	
_____	_____	_____	_____	African American
_____	_____	_____	_____	American Indian
_____	_____	_____	_____	Hispanic
_____	_____	_____	_____	Hmong
_____	_____	_____	_____	Somali
_____	_____	_____	_____	Other Asian
_____	_____	_____	_____	Other Black Immigrant
_____	_____	_____	_____	White

Describe the specific strategies that will be used to reach those targets. Include any partnerships that will be established or strengthened.

CCSA Outcomes

The CCSA outcome set represents an initial projection of outcomes for which baseline data will be established in calendar year 2005. Performance targets will be established based on the 2005 data for the calendar year 2006-07 biennium.

CCSA Outcome A: Children's mental health

Indicator 1: Improved mental health status

Measure: For children receiving mental health case management services, what percentage of children showed decreased symptoms as measured by the Child Behavior Checklist (CBCL) or showed improved functioning as measured by the Child and Adolescent Functional Assessment Scale (CAFAS) or another instrument approved by DHS?

CCSA Outcome B: Child safety

Indicator 1: Reduced recurrence of child abuse/neglect

Measure: Of all children who were victims of determined child maltreatment during the first six and twelve months of the reporting period, what percentage had another determined report: By race/ethnicity/disability status?

Indicator 2: Reduced incidence of child abuse/neglect in foster care

Measure: Of all children who were in foster care during the reporting period, what percentage were the subject of determined child maltreatment by a foster parent or facility staff member?

CCSA Outcome C: Child permanency

Indicator 1: Reduced return to foster care

Measure: Of all children who entered foster care during the reporting period, what percentage re-entered care within 12 months of a prior foster care episode? By race/ethnicity/disability status?

Indicator 2: Timeliness of permanency

Measure: For all children who exited the child welfare system, by race/ethnicity/disability status:

- a) what percentage were reunified in less than 12 months from the time of latest removal from home?
- b) what percentage exited care to adoption in fewer than 24 months from the time of latest removal from the home?
- c) what was the length of time to guardianship or transfer of custody to a relative?

CCSA Outcome D: Child well-being

Indicator 1: Placement stability

Measure: Of all children who have been in foster care 12 months or less, what percentage had two or fewer placement settings? By race/ethnicity/disability status?

Indicator 2: Children receive adequate services to meet their physical and mental health needs

Measure 2.1: Of children in out-of-home care longer than 30 days, what percentage receives a health exam within one year? By race/ethnicity/disability status?

Measure 2.2: Of children not already evaluated or receiving mental health services who are in open child protection or placement, what percentage receive a mental health screening? By race/ethnicity/disability status?

Describe the general strategies that will be used by the county to achieve positive outcomes related to the CCSA measures provided above. Include any partnerships that will be established or strengthened.

- ***Children's Justice Initiative***
- ***Mental Health Initiative***
- ***Family Service's Collaborative***
- ***Contractual Relationships with Providers***
- ***Use of Family Group Decision Making***
- ***Prioritizing Community based Service Delivery Model***
- ***Work Collaboratively with Families to Assess Strengths and Needs to Develop Individual Service Plans.***
- ***Education, Training, and Support for Foster Parents***
- ***Referrals to ECFE, ECSE and Parenting Classes for Education Regarding Child Development***
- ***Use of and coordination with Collaborative Family Outreach Program***
- ***Consistent Use of all the Structured Decision Making Tools in SSIS***
- ***Use of CAFAS to Measure Child Functioning***
- ***Utilization of early intervention services and strategies available in our County***

Section 4: Assurances

It is understood and agreed by the County Board that any funds granted pursuant to this service agreement will be expended for the purposes outlined in Minnesota Statutes 256J and 256M. It is understood and agreed by the County Board that the Commissioner of the Minnesota Department of Human Services has the authority to review and monitor compliance with the service agreement and that documentation of compliance will be available to audit.

The counties shall make reasonable efforts to comply with all Children and Community Services Act requirements including efforts to identify and apply for commonly available state and federal funding for services within the limits of available funding.

Acceptance and use of state and federal funds through the MFIP Consolidated Fund means the county agrees to operate the MFIP program in accordance with state law, and guidance from the Minnesota Department of Human Services.

Section 5: Budget

In the table below, indicate the amount and percentage for each item listed within the specific fund for calendar year 2004. Additional detail may be submitted. PLEASE NOTE THAT ONLY THE STATE'S CONSOLIDATED FUNDS ALLOCATED TO OTTER TAIL COUNTY ARE INCLUDED IN THE TABLES BELOW. OTHER FUNDS, INCLUDING COUNTY AND FEDERAL DOLLARS, ARE NOT INCLUDED IN THIS BUDGET.

2004 MFIP	Budgeted Amount	%	2004 CCSA	Budgeted Amount	%
Diversionsary Work Program- Employment Services	\$		Children's Mental Health	\$418,128	40%
MFIP- Employment Services	\$379,000		Child and Family Services	\$522,661	50%
Emergency Services	\$94,000		Adult Services	\$104,532	10%
Administration (capped portion limited to 7.5%)	\$		Other:	\$	
Income Maintenance Administration	\$170,800		Other:	\$	
Other:	\$53,081		Other:	\$	
TOTAL MFIP FUND	\$696,881	100%	TOTAL CCSA FUND	\$1,045,322	100%

A portion of the final calendar year 2005 allocations to counties will depend on legislative actions regarding state fiscal year 2006 appropriations. Indicate the county's currently anticipated calendar year 2005 budget. Counties must amend the agreement by re-submitting this page if the allocations are later adjusted.

2005 MFIP	Budgeted Amount	%	2005 CCSA	Budgeted Amount	%
Diversionsary Work Program- Employment Services	\$		Children's Mental Health	\$418,128	
MFIP- Employment Services	\$		Child and Family Services	\$522,661	
Emergency Services	\$		Adult Services	\$	
Administration (capped portion limited to 7.5%)	\$		Other:	\$	
Income Maintenance Administration	\$		Other:	\$	
Other:	\$		Other:	\$	
TOTAL MFIP FUND	\$	100%	TOTAL CCSA FUND	\$	100%