

# **Juvenile Out-of-Home Placement Task Force Report**

Submitted by:  
Commissioner, Minnesota Department of Corrections  
and  
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January 15, 2001

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## Executive Summary

The 1999 Legislature requested that the Commissioners of the Minnesota Departments' of Corrections and Human Services convene a task force on Juvenile Out of Home Placement in Minnesota to:

- Study issues related to information collection, coordination, spending and reimbursement.
- Adopt uniform definitions for measuring residential program completion rates for juveniles placed in residential facilities.
- Study issues involving culturally appropriate services for juveniles and identify a set of best practices and make these recommended best practices available to the staffs of juvenile residential facilities and counties.

The commissioners of the Minnesota Departments' of Human Services and Corrections appointed a task force on out-of-home placement to respond to these legislative charges.

The major findings and recommendations from the Departments' of Human Services and Corrections, with input from the out-of-home placement task force, are:

- There is incomplete information about out-of-home placements, their costs, and the characteristics of the children who are in placement. There is also still duplicate entry required by county workers due to multiple, and uncoordinated information systems.
- The task force proposes that the best, most cost-effective remedy to this problem is to construct a "data warehouse" that can extract placement data from both corrections and social service information systems to provide a total picture of the out-of-home placement system in Minnesota. This data extraction method would also eliminate the need for duplicate entry at the county level (into both CSTS and SSIS, for example). A proposal to construct a "conceptual design" of a data warehouse is included with this report.
- If the Department of Corrections and local public safety and correctional entities wish to claim Title IV-E reimbursement for juveniles placed in correctional facilities, they must comply with all the procedural requirements and safeguards stipulated in the Social Security Act. This report outlines what those requirements are and suggests that the Commissioners' of Human Services and Corrections collaborate with local corrections and public safety officials to provide the appropriate guidance and support.
- There is not a standard definition across the state for ascertaining when a juvenile has satisfactorily completed a residential program. This report proposes a standard definition and provides a checklist to help ascertain the reasons for youth not

completing the program. Facilities should be required to collect, keep and make publicly available their program completion information.

- There is not a set of agreed upon “best practices” for culturally appropriate screening, assessment, case management, and direct services for youth in the juvenile justice system. This report identifies training curricula on cultural competency and discusses measures the state could take to bolster its efforts in this area.

## **Information Collection, Coordination, Spending and Reimbursement for Out-of-Home Placement**

The legislative auditor noted in the 1999 “Juvenile Out-of-Home Placement” report: “Not only is there insufficient information on the outcomes of child placements, but there is also incomplete information about the placements, their costs, and the characteristics of the children in placement.” This section addresses the gaps in information and identifies some remedies.

The Minnesota Department of Human Services operates the Social Service Information System (SSIS), a case management and data collection system which tracks all child placements made by local social service agencies. In addition, some local social service and corrections agencies have entered into Title IV-E interagency agreements to expand IV-E claims for maintenance costs. These agreements must address which agency will supervise a child while in placement, and track and perform the IV-E placement plan and review requirements. Most of these placements are entered into the SSIS.

However, there are still some placements paid for, and made by, local correctional or law enforcement entities that are not entered into the SSIS. The legislative auditor estimated that about 24 percent of the costs of placement and 7 percent of days-in-care are not reported to any statewide information system. Consequently, Minnesota does not have unduplicated, state-wide reporting for all child placements.

### **Findings**

The task force on out-of-home placements heard expert analysis and reviewed the data elements, definitions, and requirements used by the various information systems currently used to collect data on placements made in Minnesota. It found:

- There is redundant data collection by various local agencies.
- Data collected by social services and corrections agencies are not available for sharing.
- Information systems on social service and corrections placements are not integrated to allow effective information gathering and case management.
- Some agencies have to rely on paper forms to exchange data.
- There is a lack of statewide standards and definitions to tie data from various systems together.
- There is no unique client identifier to tie data across systems for a particular client.
- There is not consolidated, reliable, statewide data available on out-of-home placements such that meaningful public policy can be promulgated.
- There is a lack of interagency coordination on data collection, storage and sharing which hampers each agency’s ability to have a full understanding of the out-of-home placement picture in Minnesota.

- Title IV-E reimbursement for “corrections placements” is hindered by lack of understanding of correct data elements and procedural safeguards to satisfy federal requirements under the Social Security Act, (e.g. AFCARS Adoption and Foster Care Reporting System).

With input from the task force, it is recommended that the Minnesota Departments of Corrections and Human Services form the Information System Advisory Committee to help the agencies map out a “conceptual design” of a possible data warehouse. This data warehouse should be capable of extracting placement data from SSIS, CSTS (Court Services Tracking System) and any other information source so that reliable statewide reporting can be done on all out-of-home placements. It should also eliminate the need for duplicate entry by front-line workers and thus improve efficiencies and save time.

Design of a possible data warehouse model is currently underway. The Information System Advisory Committee has done an initial *Current System Analysis Report* and will construct a model and estimate costs of a possible data warehouse. That work is expected to be done in Spring of 2001. (Please see attachment for the advisory committee’s preliminary report)

**Recommendations:**

- Funding is required to create and implement the data warehouse on out of home placements.
- Counties should be required to report their core juvenile placement data to the appropriate state authority. These reports should include costs associated with placement; completion rate data; IV-E funding eligibility and reimbursement; and any other information desired by policymakers that speaks to the needs of youth in placement and desired outcomes for them.
- Estimates of the fiscal and resource impact on the counties of any new requirements should be taken into consideration in proposing legislation or rules around data collection.

**Comments on IV-E Funding**

Title IV-E of the Social Security Act authorizes federal foster care funding for certain out-of-home placements. Since the early 1980s, the Department of Health and Human Services (HHS) has been approving Title IV-E reimbursements for foster care placements made by juvenile justice agencies for children in the juvenile justice system. However, the Social Security Act prohibits using foster care funds for placements in facilities operated primarily for detention.

The act stipulates specific procedural requirements intended to protect the welfare of all children in foster care placements supported by Title IV-E funds. These include: a written court finding that reasonable efforts were made to prevent the placement of the child, and

to reunify the child with the family; developing a written case plan for each placement, a court or administrative review at least every six months, a permanency hearing within 12 months of placement, and “procedural safeguards” to protect parents’ rights when a child is removed from the home.

These procedural safeguards are not negotiable and failure to comply may result in federal penalties being assessed against the state of Minnesota. Therefore, all corrections and public safety entities wishing to increase federal reimbursement under Title IV-E for out-of-home placements *must* conform to federal and state regulations.

(See DHS Bulletin #00-68-10, September 1, 2000, *DHS Issues Revised Case Plan and Review, Title IV-E Eligibility and Other Title IV-E Related Requirements.*)

### **Coordination with the Umbrella Rule**

The Juvenile Out-of-Home Placement Task Force identified ways to gather data and information on all out-of-home placement activity throughout the state and to coordinate these efforts with the data collection requirements of the new juvenile facility licensing rule draft currently undergoing revisions in the rule promulgation process.

Minnesota Session laws 1995, Chapter 226, Section 60, Subdivision 1, directed the commissioners of the Minnesota Departments of Corrections and Human Services to . . . “jointly adopt licensing and programming rules for the secure and nonsecure residential treatment facilities that they license and shall establish an advisory committee to develop these rules. The committee shall develop consistent general licensing requirements for juvenile residential care, enabling facilities to provide appropriate services to juveniles with single or multiple problems.”

In subdivision 2(1)(iii), the legislation further directed that the standards in the rule require “. . . use of an ongoing internal program evaluation and quality assurance effort at each facility to monitor program effectiveness and guide the improvement of services provided, evaluate client and family satisfaction with each facilities’ services and collect demographic information on clients served and outcome measures relative to the success of services.”

The task force learned more about the umbrella rule licensing requirements, specifically as they related to data collection requirements. The data collection and record keeping requirements of the rule are extensive. Standards specifically related to record keeping, documentation or data collection were evident in all sections of the proposed rule.

The proposed rule makes an attempt to have all licensed providers, specifically in post-dispositional facilities, collect data and information that will aid in evaluating client and family satisfaction with services, as well as demographic information on clients and outcome measures.



The rule requires mandatory documentation of services to ensure sufficient information is available for regular unbiased program audits and reviews. This will assist in determining whether the facilities are meeting the standard requirements established in statute and rule, and whether or not the needs of the clients and community are being addressed.

One significant feature of the proposed rule is the general authority it grants to licensing authorities to determine what data and information facility program providers are required to gather and keep on file for review purposes. Wide discretion is given to the licensing authorities in this area to ensure that appropriate and sufficient information is readily available for evaluation and policy discussion purposes.

### **Summary**

The proposed licensing rule requires extensive documentation of services and activities in a given out-of-home placement program. This information is necessary to evaluate the effectiveness of a facility's program and will move the state closer to an understanding of the kinds of outcomes we are achieving for children in a variety of out-of-home placements.

The current draft of the rule also allows for flexibility in addressing exceptional situations or circumstances as they are identified by policy makers or stakeholders.

### **Recommendation**

It will take an integrated data system, like the data warehouse proposed in this report, to enable the Departments' of Corrections and Human Services to collect and share all data and program information required by the state-wide standards in the licensing rule (Umbrella Rule) as well as the program completion information required in the out-of-home placement legislation.

## **Residential Program Completion Information**

The auditor's report noted that "...less than half the county officials surveyed said they 'usually or always' have sufficient information about rates of program completion by facility residents."

Facilities are not currently required by state law or rule to track information on program completion and facilities that do monitor program completion have varying definitions of "completion." Task force members and agency staff recognize that variations in program completion rates may reflect, as the auditor also noted, "...differences in the types of children served, program goals, program length, program effectiveness etc."

Nonetheless, the taxpayers of Minnesota, the families involved, the placing agencies, the courts and all other stakeholders, including the facilities themselves, should have a sense of whether or not a particular program is working for individual juveniles or certain types of juveniles. The only way to do this is have a uniform definition of "program completion" and an accounting of reasons for "non-completion."

The task force adopted the following definition for measuring program completion rates for juveniles placed in residential facilities: Definition: "Program completion" means that the treatment team determined that "placement critical" goals, as outlined in the juvenile's treatment or placement plan, were sufficiently achieved. In the absence of a treatment team, staff from the supervising agency and the residential facility should decide together whether or not the juvenile has completed the program.

"Placement critical" means those goals or issues that required a particular out-of-home placement as opposed to non-residential services. If the program was not completed, a checklist of reasons why not (attached below) should be required by rule to be filled out.

### **Recommendations:**

- State rules should be amended to require residential facilities to keep program completion information, as per the proposed definition, and make that information publicly available. The supervising agency should be responsible for collecting and reporting summary program completion information to the relevant state authority.
- The task force also recommends that before discharging a juvenile from a program, the treatment team should confer with a representative from the supervising agency and the "Program Completion Checklist" be completed together. In this way disagreements about the discharge can hopefully be addressed and proper record of the discharge can be kept for data purposes.

### **Comment:**

The Task Force agreed that without sufficient understanding of the reasons for a juvenile not completing a program, a residential facility may unfairly be evaluated as deficient.

**Program Completion Checklist**

Child Name \_\_\_\_\_ Date of Discharge \_\_\_\_\_

Facility Name \_\_\_\_\_ Facility Contact \_\_\_\_\_

Placing Authority \_\_\_\_\_ Placing Authority Contact \_\_\_\_\_

**PLACING AUTHORITY RESPONSE:**

**PROGRAM RESPONSE:**

**Was the program completed?**

**Was the program completed?**

\_\_\_ YES, placement critical goals were sufficiently accomplished (stop here)

\_\_\_ YES, placement critical goals were sufficiently accomplished (stop here)

\_\_\_ NO (please complete below)

\_\_\_ NO (please complete below)

If the program *was not* completed, who initiated the discharge?

\_\_\_ Treatment team due to:  
\_\_\_ lack of progress  
\_\_\_ inappropriate placement  
\_\_\_ danger to self or others

\_\_\_ Treatment team due to:  
\_\_\_ lack of progress  
\_\_\_ inappropriate placement  
\_\_\_ danger to self or others

\_\_\_ Discharged by program for:  
\_\_\_ lack of progress  
\_\_\_ inappropriate placement  
\_\_\_ danger to self or others

\_\_\_ Discharged by program for:  
\_\_\_ lack of progress  
\_\_\_ inappropriate placement  
\_\_\_ danger to self or others

\_\_\_ Removed by placing authority:  
\_\_\_ lack of progress  
\_\_\_ inappropriate placement  
\_\_\_ danger to self or others  
\_\_\_ new offense

\_\_\_ Removed by placing authority:  
\_\_\_ lack of progress  
\_\_\_ inappropriate placement  
\_\_\_ danger to self or others  
\_\_\_ new offense

\_\_\_ Child signed out (voluntary placements only)

\_\_\_ Child signed out (voluntary placements only)

\_\_\_ Removed by parents

\_\_\_ Removed by parents

\_\_\_ Runaway/unavailable for continued treatment

\_\_\_ Runaway/unavailable for continued treatment

\_\_\_ Court-ordered discharge

\_\_\_ Court-ordered discharge

**COMMENTS:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## Culturally Appropriate Services for Juveniles

The task force was asked to study:

- Issues involving culturally appropriate screening, assessment, case management and direct services for juveniles in juvenile court, and to,
- Identify a set of best practices in these areas and make these recommended best practices available to the staffs of juvenile residential facilities and counties.

### Background

African American and American Indian children in Minnesota are more likely to be placed out of their family home --seven times and six times respectively-- compared to their white counterparts. The Justice Department *1999 Report on Juvenile Offenders and Victims* found that the custody rate for white juveniles in Minnesota was 155 per 100,000, while the rate for African American and American Indians was 1,690 per 100,000 – a rate of ten times greater representation.

The federal Office of Juvenile Justice and Delinquency Prevention has studied the issue of disproportionate minority confinement and representation in the juvenile justice system and describe an ecology of risk factors including socioeconomic conditions such as concentrated urban poverty; family factors, like single-parent homes and economic stress; an inadequate education system; and “system factors” such as racial bias, insufficient diversion options, “labeling” and poor community integration into the juvenile system.<sup>1</sup>

Some theorists would weigh the cultural bias and cultural insensitivity of those in the system itself as the most important contributing factor to the disproportionate representation of children of color in both the child welfare and the juvenile system.

Thomas Morton, (1999) for example, disputes the relationship between poverty, family structure and out-of-home placement, noting that the National Incidence Study on Abuse and Neglect reported “No significant or marginal racial differences in the incidence of maltreatment were found.”<sup>2</sup> In other words, Morton argues, African American children and families are more likely to receive an involuntary government intervention when child maltreatment, and by inference, child misconduct, arises.

A meta-analysis of the literature on overrepresentation concluded that two-thirds of existing studies found that racial and ethnic status influenced decision makers within the juvenile justice system (Pope & Feyerherm, 1990; Snyder, 1996).<sup>3</sup>

Those who work in the social service and juvenile justice arena must ensure that cultural bias is not a major contributing factor to disparate treatment.

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<sup>1</sup> Minorities in the Juvenile Justice System, OJJDP National Report Series, December, 1999

<sup>2</sup> The Colorization of America’s Child Welfare System: The Overrepresentation of African-American Children, by Thomas D. Morton, Policy and Practice, December 1999

<sup>3</sup> Minority Status and Juvenile Justice Processing. Criminal Justice Abstracts, 1996.

Moreover, to the extent juveniles of diverse racial and ethnic backgrounds inhabit high-risk environments, which, through no fault of their own, increases their risk of involvement in the juvenile system, it is imperative that communities, government and the private sector work together to create healthy, viable opportunities for these youth.

### **Comments on State Efforts**

By state law social service agencies must ensure that “culturally appropriate services” be offered to families to prevent the need for placement.<sup>4</sup>

In addition, Section 223(a) (23) of the Juvenile Justice and Delinquency Prevention Act of 1974, requires states to make efforts to reduce the proportion of minority juveniles detained or confined in secure detention facilities, jails and lockups if this proportion of youth exceeds the proportion in the general population. States failing to address overrepresentation of minority youth in confinement may be ineligible to receive up to 25 percent of their Formula Grant allocation for the year.

In recognition of the importance of culturally competent service delivery, both the Department of Human Services and the Department of Corrections have undertaken many efforts to provide training, technical assistance and community outreach to improve practices in this area.

Human Services funds the “Children of Color Outreach Initiative” to promote culturally competent child welfare service delivery. The Child Welfare Training system trains child welfare workers throughout the state on cultural and diversity issues. The Children’s Mental Health provides technical assistance to Children’s Mental Health Collaboratives in the area of cultural competency. In addition, Children’s Services has staff dedicated to supporting the tribal council which monitors the placement of children under the Indian Child Welfare Act.

Corrections has staff in its Community Services Division who work on community outreach and training on diversity issues. Staff also commissioned a study to solicit input from the African American community on disproportionate minority confinement in Minnesota and strategies to remedy this problem. (The results are published in “*Getting Started: A Handbook for Community-Owned/Community Based Crime Prevention and Criminal Justice Program Initiatives*,” by Rainbow Research.)

Agency staff conducted a wide national search and found that there are currently no nationally accepted, validated, culturally appropriate screening tools, assessment protocols or case management and direct services for juveniles.

There are cultural competency guidelines which can assist in helping those “learning organizations” implement a process with which to make a difference in this area.

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<sup>4</sup> MN Statutes 260.012, Subd.a

Cross, et.al (1994) describe a culturally competent system of care to which, if the juvenile justice system subscribed, would be in a much better position to address issues of overrepresentation of minority youth.

Those key elements are: 1) valuing diversity; 2) capacity for cultural self-assessment; 3) vigilance towards the dynamics that result from cultural difference; 4) expansion of cultural knowledge; 5) adaptation to diversity.<sup>5</sup>

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) noted in its bulletin on *Disproportionate Minority Confinement* (April 11, 1994) that an “ecological approach” is necessary to truly address all the factors that lead to disproportionate minority representation in the justice system. They describe such an approach:

“To reduce disproportionate minority confinement, the community must work together to address the causes by enhancing prevention and diversion programs and expanding alternatives to secure detention and corrections—particularly in minority neighborhoods. Local initiatives to involve families, neighborhoods, and community based agencies serving minority youths in this effort should be developed. Policies, legislation, and practices need to be reviewed and, as necessary, corrected, to ensure that race, ethnicity and gender do not determine the decision to detain or incarcerate.

Additional strategies include: the use of risk and needs assessment instruments, cultural competency training for law enforcement and other juvenile justice professionals, individualized home-based care, mentors, therapeutic foster care, community-based, family-friendly services, reintegration and after care services for juveniles placed outside the home, skills for independent living, job training, and increased access to treatment.”

In December, 1998, the OJJDP released its bulletin on *Disproportionate Minority Confinement: Lessons Learned from Five States*. In this bulletin they identify a model protocol derived from the experiences of five pilot states in addressing minority disparities.

That protocol has five stages:

- 1) Assign organizational responsibility to the optimal lead organization and allocate adequate resources.
- 2) Analyze your juvenile justice data; acquire accurate quantitative data and analyze it systematically; interpret data within local social and political contexts; engage stakeholders in this process.
- 3) Identify underlying factors; articulate and synthesize contributing factors; build consensus about contributing factors.

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<sup>5</sup> Cross, T.L., Bazron, B.J., Dennis, K. W. & Isaacs, M.R. (1989) *Towards a Culturally Competent System of Care* (Vol. 1) Washington D.C. Georgetown University Child Development Center

- 4) Create and Enhance interventions; clearly define the role of state organizations; focus on local planning and implementation; involve all stakeholders; develop multiple strategies; plan to implement.
- 5) Develop methods to measure interventions impact; design monitoring systems at local level; select monitoring organization; capture and report overall results and impacts.

In Minnesota, the Council on Crime and Justice has been awarded grant monies to study racial bias in the justice system. As part of their review, the council will be looking at the juvenile system. Additionally, Dr. Samuel Myers, of the Humphrey Institute at the University of Minnesota, has been awarded a multi-year grant from the federal Health and Human Services department to study race bias in the case handling of child maltreatment reports.

**Findings:**

- There are no nationally accepted, validated, culturally appropriate screening tools, assessment protocols or recognized case management practices for juveniles.
- There are community organizations that are specialized in dealing with particular racial and ethnic groups. For a listing of some of these organizations see Department of Human Services, Children’s Services publication: *Directory of Minnesota Organizations Serving Diverse Children and Families* (June, 2000)
- There are training curricula on cultural competency for juvenile justice system professionals. The American Correctional Association and the National Council on Juvenile Justice have both done training in this area. *Training in Cultural Differences for Law Enforcement/Juvenile Justice Practitioners* is the title of the ACA curriculum. Copies can be obtained by calling 1-800-222-5646.

**Recommendations:**

- The Commissioners’ of Corrections and Human Services should promote and encourage culturally competent service delivery by all personnel involved in juvenile and family services.
- The Departments’ of Human Services and Corrections should utilize the recommendations by the federal office of Juvenile Justice and Delinquency Prevention, and identify culturally specific strategies to work with local agencies and communities on early intervention and prevention services targeted to high-risk and minority youth.
- The Departments’ of Human Services and Corrections should consider commissioning and providing resources to an expert panel of community representatives, scholars and practitioners to assemble and develop a set of promising practices in the area of culturally appropriate screening tools, assessment protocols, training curricula and other services for minority youth.

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# **Juvenile Out-of-Home Placement Information Collection**

## **Current System Analysis Report**

*Updated 12/30/00*

**Prepared by the MACRO GROUP, Inc.  
December 2000**

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## Section 1. Introduction

Each year, thousands of Minnesota children are placed away from their homes for care and treatment. The path to an out-of-home placement for a child might begin with a referral of child abuse and neglect, or a parental request for ‘voluntary’ placement due to parental inability to care for their children or an arrest resulting from the juvenile’s criminal acts.

In Minnesota, children placed away from their home are served by two agencies: Social Services and Corrections. Before a social service worker or a corrections officer takes over the supervision of an out-of-home placement child, the case sometimes involves other agencies. The child may first be held in an emergency shelter or a temporary holding facility while the case is undergoing investigation. Once the case is determined valid, a county attorney files the petition for a child in need of protection and services (CHIPS) or for punishment of delinquent acts. A court hearing is held and the judge decides the dispositions and places the child in a facility recommended by either the social services agency or the corrections agency. Sometimes, a child being placed in an out-of-home placement facility has special needs for treatment for mental disturbance, chemical dependency, or severe behavior problems.

Minnesota 87 Counties have the biggest stake in the out-of-home placement processes. The state’s role in out-of-home placement is very limited. While State agencies are responsible for licensing and regulating facilities and treatment programs, counties and Juvenile Courts have considerable discretion about whom to place, and where to place.

Counties also serve as the fiscal agents for paying the largest share of placement costs. The out-of-home placement facilities regardless of ownership - state, county or private, bill counties for placement costs based on the contracted per-diem amount. If additional treatments involved for children with special needs, additional costs will be billed. Since removing a child from his/her family is expensive, counties may pursue family support by sending a notice to parent(s) for reimbursement of placement costs based on Minnesota Statutes 260.251.

In recent years, Minnesota counties have developed concerns over the fiscal burden of out-of-home placement costs on the county budget and state legislators have questioned whether placement facilities adequately serve Minnesota juveniles. In April 1998, the Minnesota Legislative Audit Commission directed the Office of the Legislative Auditor to study Minnesota’s system of juvenile out-of-home placement. The study pointed out that legislators have not been able to collect statewide out-of-home placement data and have not been able to determine the overall cost of out-of-home placements in Minnesota. The study also pointed out that some analysts have suggested that Minnesota has not made maximum use of non-state revenue sources for out-of-home placement, such as federal funding and parental fees.

The 1999 legislative session Chapter 216, Article 6, Section 21 mandates the commissioners of DHS and DOC to convene a task force to identify ways to collect comprehensive statewide information on juvenile out-of-home placement spending and individual juvenile out-of-home placement and report the findings to the 2001 legislative session.

In an effort to assist the commissioners of DOC and DHS to respond to the legislative mandates, DOC Interagency Management Unit commenced the Out-of-Home Placement Project. The project is to explore the current Minnesota out-of-home placement data collection processes and use the

information gathered to come up with a conceptual design to address deficiencies in collecting statewide out-of-home placement data in Minnesota.

After assessing the out-of-home placement data collection landscape, the project team discovered there is a great deal of out-of-home placement information stored electronically in Minnesota. However, very little of it is available quickly across agency boundaries. Agencies use various computer systems to collect data. For example, most Courts enter out-of-home placement cases into the Total Court Information System (TCIS) for assisting the court administration. Social Services caseworkers enter their cases into the Social Services Information System (SSIS) to manage the cases. Some Corrections caseworkers enter and manage their cases in Court Services Tracking System (CSTS). Some facilities enter the case data into their detention operational systems. In addition, DOC licensed facilities are required to report the detention cases to the Detention Information System (DIS). In some counties both social services cases and corrections cases are entered into the DHS Community Services Information System (CSIS) to process the vendor payment.

Since there is no information sharing among agencies, each agency has to gather the same information from the same sources. It is a nuisance to the sources and the duplication of efforts is wasteful and expensive. The project team also learned about other issues related to out-of-home placement data collection processes. Those issues are:

- \* Systems are not integrated to allow effective information gathering and case management;
- \* Agencies have to rely on paper forms for exchange of data;
- \* Lack of statewide standards and definitions to tie data from various systems together;
- \* No consolidated data available to assist legislature in developing meaningful policies related to the placement children and addressing children's needs.

In 1992, the Minnesota Legislature formed an oversight body titled the Criminal and Juvenile Justice Information Policy Group to oversee statewide criminal justice information issues and to carry out data integration efforts. Later the legislature formed a Criminal and Juvenile Justice Information Task Force to provide input and recommendations to the Policy Group. The Policy Group also appointed a Data Group to help carry out its responsibilities at a detailed level.

Since that time, the three groups have worked together to address a variety of data integration problems, completed many cross-agency projects and developed a strategic approach for criminal justice system integration efforts. Some of the active projects are: the Statewide Supervision System (SSS), New Detention Information System (DIS), New Minnesota Court System (MNCIS), Statewide Criminal Justice Integration Project (CriMNet), Local CriMNet Projects and Juvenile Service Center Information Project.

The out-of-home placement project team realized that to address the out-of-home placement information issues, it would need to go beyond the integration of criminal justice agencies. It would require the integration efforts focusing on the interaction among various out-of-home placement practitioners and their computer information systems.

Using the CriMnet integration model, the project team recommends developing a statewide out-of-home placement data repository. The purpose of the statewide data repository is to foster the information exchange among agencies and help fulfill legislative mandates of being able to identify the juvenile out-of-home placement spending and individual juvenile out-of-home placement.

To implement the recommended solution, the following steps need to take place:

- \* Evaluate information needs of each out-of-home placement agency;
- \* Evaluate overlapping agency goals;
- \* Determine overall system goals;
- \* Identify specific elements to be shared and who needs access to each item;
- \* Acquire interagency data sharing agreement;
- \* Fund the design and implementation of the new system;
- \* Design and develop a prototype for proof of concept;
- \* Prepare interagency information sharing policies and procedures;
- \* Review the policy regularly;
- \* Revise system as necessary.

## Section 2. Acknowledgements

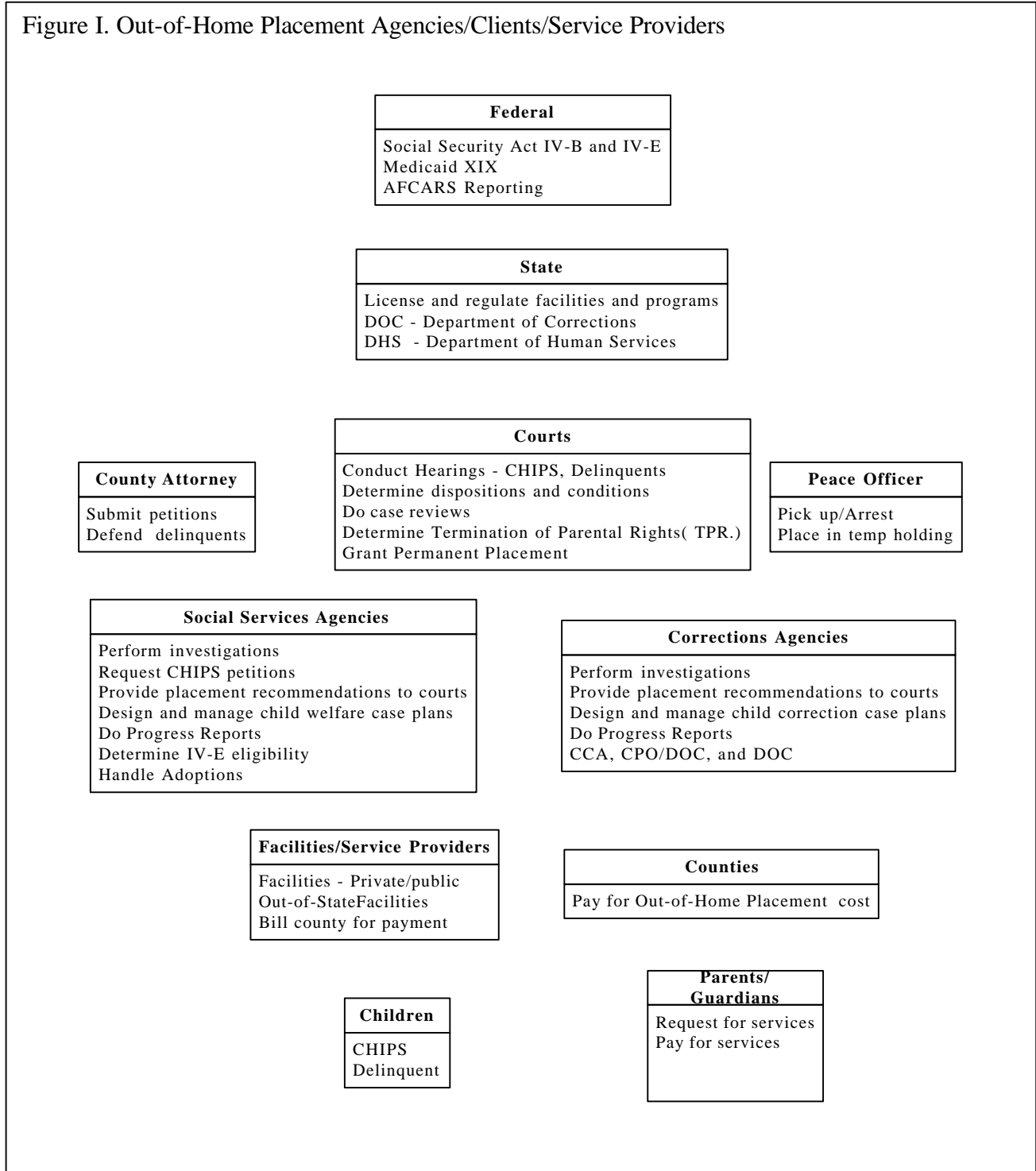
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### Section 3. Agency Profiles

The out-of-Home placement processes involve agencies at various levels: Federal, State, Courts and County Agencies. The other parties include: Placement Facilities, Service Providers, Children, Parents/Guardians and Schools.

Figure I. Out-of-Home Placement Agencies/Clients/Service Providers



### 3.1 Federal

The U.S. Federal government is involved with children in out-of-home placement in two areas:

1. Provides funding to States to carry out child welfare activities, codified as Titles IV-B and IV-E (Child Welfare) and Title XIX (Medicaid) of the Social Security Act.
2. Requires States to collect reliable and consistent information on children in out-of-home placement and report via the Adoption and Foster Care Analysis and Reporting System (AFCARS).

#### 3.1.1 Social Security Act, Titles IV-E and IV- B

Since 1935 the Social Security Act has authorized grants-in-aid to States to carry out child welfare activities. The Federal child welfare programs, codified as Titles IV-B and IV-E of the Social Security Act, are two of several open ended federal entitlement programs. Title IV-E reimburses States for IV-E eligible activities served by IV-E eligible providers for IV-E eligible children. States must comply with Federal limitations on expenditure of those funds, reporting duties, timeliness for resolution of a child's legal status, and other standards.

IV-E grant funds are available for three types of reimbursement: maintenance reimbursement for the provision of out-of-home placement, administrative reimbursement for activities related to out-of-home placement care and case management for children in or at risk of out-of-home placement (including youth on probation) and training reimbursement.

The federal regulations on IV-E eligibility can be found in the regulations published by the U.S. Department of Health and Human Services (HHS). The 74 pages in the Federal Register have extensive commentary to guide state compliance. 65 Fed. Reg. 4020 (2000) (to be codified at 45 C.F.R. §§ 1355, 1356 & 1357)

In Minnesota, the Department of Human Services (DHS) is the single state agency responsible for administering the Title IV-B and IV-E programs. Though some corrections children are eligible for IV-E funds, significant portions of corrections out-of-home placement activities are not being reported to DHS and therefore Minnesota is not maximizing the IV-E reimbursement<sup>6</sup>.

#### 3.1.2 Title XIX, Medicaid

The Medicaid program, enacted in 1965 under Title XIX of the Social Security Act is a grant-in-aid Medical Assistance Program financed through joint Federal and State funding and administered by each State according to an approved State plan. Under this plan, State reimburses providers of medical assistance to individuals found eligible under Title XIX. Title XIX (Medicaid) money is available for recipients of adoption assistance and foster care under Title IV-E of the Social Security Act.

In Minnesota, DHS claims and receives Title XIX federal money to reimburse administrative costs incurred by the local agencies in providing social services to medical assistance program recipients.

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<sup>6</sup> The following reports contain information on Minnesota IV-E reimbursement claim processes:

1. 'Children's Initiative Project' published by F.C. Valentine and Associates, February 1999
2. 'A Study of Juvenile Offenders in Minnesota – Arrest through Adjudication' published by University of Minnesota Law School, January 1999.



For local agencies to receive Title XIX reimbursement, the local agency must provide the information required by DHS to conduct the social service time studies on which the state's federal reimbursement claims for administrative costs are based; and submit quarterly reports to DHS. The quarterly reports must provide the information needed to make the calculations including service cost pool for the quarter; the average monthly number of children in the county who are eligible under Title IV-E during the quarter; and the average monthly number of children in substitute care in the county during the quarter.

### 3.1.3 AFCARS Reporting

The Adoption and Foster Care Analysis and Reporting System (AFCARS) is the first federally mandated data collection program for the collection of child welfare data. The data are case level data representing children in foster care under the responsibility of the State child welfare agencies.

AFCARS report has **three parts**: **part one** contains statewide data – the annual total number of children in out-of-home care categorized by total number of entering, leaving, remaining, or carrying over from last year as well as placements, episodes, living arrangements, length of time in care, and race or heritage; **part two** contains information on groups of children, specifically those who entered care and those who left care in regard to age, race or heritage, reasons for entry and exit from care, and length of time in care are shown for groups of children entering or leaving care; **part three** gives breakdowns by reporting county for the data elements reported statewide as well as costs for out-of-home care in each county.

AFCARS was implemented on October 1, 1994 and is structured on semi-annual reporting periods that close on March 31 and September 30 of each year. States have been required to participate in AFCARS and, beginning in Federal fiscal year 1998, penalties were imposed on States not in compliance with AFCARS submission requirements.

The federal reporting requirements on out-of-home placements have a total of 66 required fields (see attachment I.) However, if the placement is < 30 days, the required fields are less. States are required to report 90% of completed data. If there are more than 10% of data fields are marked 'unknown', the state will be penalized for incomplete reporting.

Minnesota uses the DHS Social Services Information System (SSIS) to report foster care data to AFCARS. SSIS is designed for collecting data on services paid for by social services agencies. Most child placements paid for by other local agencies are not entered into SSIS. This limits Minnesota's ability to report all child placement data to AFCARS.

## 3.2. State

In Minnesota, State agencies play the regulatory role. The out-of-home placement facilities are licensed by two state agencies - Department of Human Services (DHS) and Department of Corrections (DOC). Some facilities – such as the facilities licensed and operated by DOC serve delinquent juveniles adjudicated by a court. Some DHS licensed foster homes only serve children who have been placed for purposes of protection or services. But many residential facilities serve a variety of children with overlap in the types of juveniles either supervised by corrections agents or social services agents.

### 3.2.1 Department of Human Services (DHS)

DHS is a welfare agency. Its mission is to help people meet their basic needs, so they can live in dignity and achieve their highest potential.

DHS Family and Children Services Division is responsible for developing policy, working with counties to prevent child abuse and intervening when child maltreatment occurs. This unit oversees early intervention services, adolescent services, emergency and transitional housing for homeless youth, family preservation services, child protection services, out-of-home placement, adoption and Indian child welfare.

Many Minnesota counties previously used the DHS Community Services Information System (CSIS) to support county social services operations including vendor payments and generating state/federal mandated reports. CSIS has three major components: Social Service Payment System (SSPS), Social Service Claiming System (SSCS), and Social Service Client Data (SSCD).

Later, DHS developed and implemented Social Services Information System (SSIS) to collect and manage social services placement cases. SSIS focused its data collection efforts on services paid for by social services agencies. Most detention placements funded by corrections and law enforcement agencies are not reported to SSIS. At this time, some counties still use CSIS to handle vendor payment.

### 3.2.2 Department of Corrections (DOC)

DOC is a service and regulatory agency. Its mission is to develop and provide effective correctional services that contribute to a safer Minnesota.

Two units in DOC are involved with the out-of-home placement cases – Facility Inspection and Enforcement Unit and Field Services.

#### 3.2.2.1 DOC Inspection and Enforcement Unit (I&E Unit)

DOC I&E Unit licenses and regulates in-state and out-of-state detention facilities including jails, lock-ups, holding facilities, adult institutions, group homes, halfway houses, juvenile detention centers and other juvenile correctional residential facilities. DOC also operates two state-owned juvenile facilities – Red Wing and Thistledeew Camp.

There are over 2000 beds for juveniles in facilities and foster homes licensed and regulated by DOC. The majority of DOC licensed correctional facilities do not meet the federal guidelines

to be considered IV-E eligible. Thus the funds used to pay for these placements do not benefit from this source of federal funding.

All DOC licensed detention facilities are required to report the detention data to DOC using the Detention Information System (DIS). However, not all counties are using DIS today. The data reported to and maintained by the existing DIS is extremely limited in scope, and is not accessible to any outside agency.

As part of the Statewide Supervision System project, DOC Interagency Management Unit is working with the MACRO GROUP, Inc to develop a new Detention Information System. The new DIS will allow local facilities to report detention data to a centralized database. The new system will also provide access to useful detention data to members of Minnesota criminal justice community.

### 3.2.1.2 DOC Field Services

DOC Field Services Unit is responsible for probation services, statewide intensive supervision program, work release, supervised release and parole supervision. DOC provides probation services to adult offenders to the 56 non-CCA counties<sup>7</sup>.

DOC Field Services offices used to use Prober+ to collect and manage probation cases. In Summer 2000, DOC replaced Prober+ with the new Court Services Tracking System (CSTS)<sup>8</sup>.

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<sup>7</sup> Minnesota has three court services delivery options - Community Corrections Act (CCA), County Probation Office/DOC (CPO/DOC) and DOC. Based on the individual needs of the county the county has the flexibility to choose which of the three court service delivery systems to use. CCA was established by the Minnesota legislature in 1973. The legislation authorized the Commissioner of Corrections to make grants to counties who agreed to participate in the goal of developing alternatives to incarceration by developing correctional programs within the community. As of January 1, 1998, 31 counties have elected to administer all correctional services and several institutional services under the Minnesota Community Corrections Act (Minnesota Statutes, Chapter 401). Each CCA County developed its own comprehensive plan for the development, implementation and operation of correctional services. 31 CPO/DOC counties elected to use county staff to provide court services for juveniles/adult non-felonies and use DOC to provide court services to adult felons. 25 DOC only counties elected to use DOC to provide all court services for both adults and juveniles.

<sup>8</sup> CCA counties with exception of Hennepin are in the process of converting from the DOS version CSTS to the new CSTS. Hennepin will continue to use its own in-house developed AFS system to enter and manage the adult probation cases and use the JUVIS system for handling the juvenile probation and detention cases. DOC is working with some CPO counties to convert from their manual or legacy probation management systems to the new CSTS.

### 3.3 Courts

Minnesota's court system is organized into three levels – Trial Courts, Court of Appeals, State Supreme Court.

The trial courts are organized into 10 judicial districts for administrative purposes. At the district level, 257 judges serve in trial courts in each of Minnesota's 87 counties. Counties with large populations usually comprise one district, while in less-populated areas there are several counties in the district.

The juvenile division of the trial courts hears the out-of-home placement cases filed by county attorneys on behalf of social services or criminal justice agencies. An out-of-home placement petition can be for Child in need of Protection and Services (CHIPS) or for juvenile delinquency acts. The judge will usually use recommendations submitted by social services workers or corrections agents to make the placement decision.

Minnesota courts (with exceptions of Scott County and Hennepin County Juvenile Courts<sup>9</sup>) use the Total Court Information System (TCIS) in support of their day-to-day activities. TCIS contains data related to cases, charges, warrants, documents filed, hearings, evidence presented, defendants, lawyers, judges, sentences, and other actions associated with a court case. Case information is shared with other state agencies through a variety of data extracts and the CJAD data warehouse.

Counties can use TCIS to generate the CHIPS Out-of-Home Placement/Protective Supervision Status Report. Any time a youth is placed in out-of-home placement (OHP) or protection services (PS), a record will be added to TCIS using status OH or PS/W.

Minnesota Supreme Court started the TCIS replacement project - MN Court Information System (MNCIS) in 1999. The objective of the project is to improve the courts' ability to manage case information. It will provide means for collecting, storing, retrieving, tracking, reporting, and electronically sharing court case information with other agencies for reuse in the criminal justice community.

### 3.4 Counties

Minnesota gives county agencies substantial discretion on designing and managing child out-of-home placement services. Configurations of these services, sources of funding, provider arrangements and degree of direct judicial involvement vary among counties.

Despite the variations, counties perform the following common out-of-home placement activities: referral/arrest, temporary holding, investigations, court hearing, court-ordered placement, case plan, case management, case review, case termination, and vendor payment.

The core out-of-home placement activity is case management. Case management involves development of an individual case plan based on court dispositions, assessment of the child's risks and needs, ensuring receipt of services from available sources, assessing progress toward specific outcomes, and advising and acting on behalf of the child until the child's case is closed by reunification, adoption or another permanent placement. Minnesota counties use various information systems to help manage their out-of-home placement case activities.

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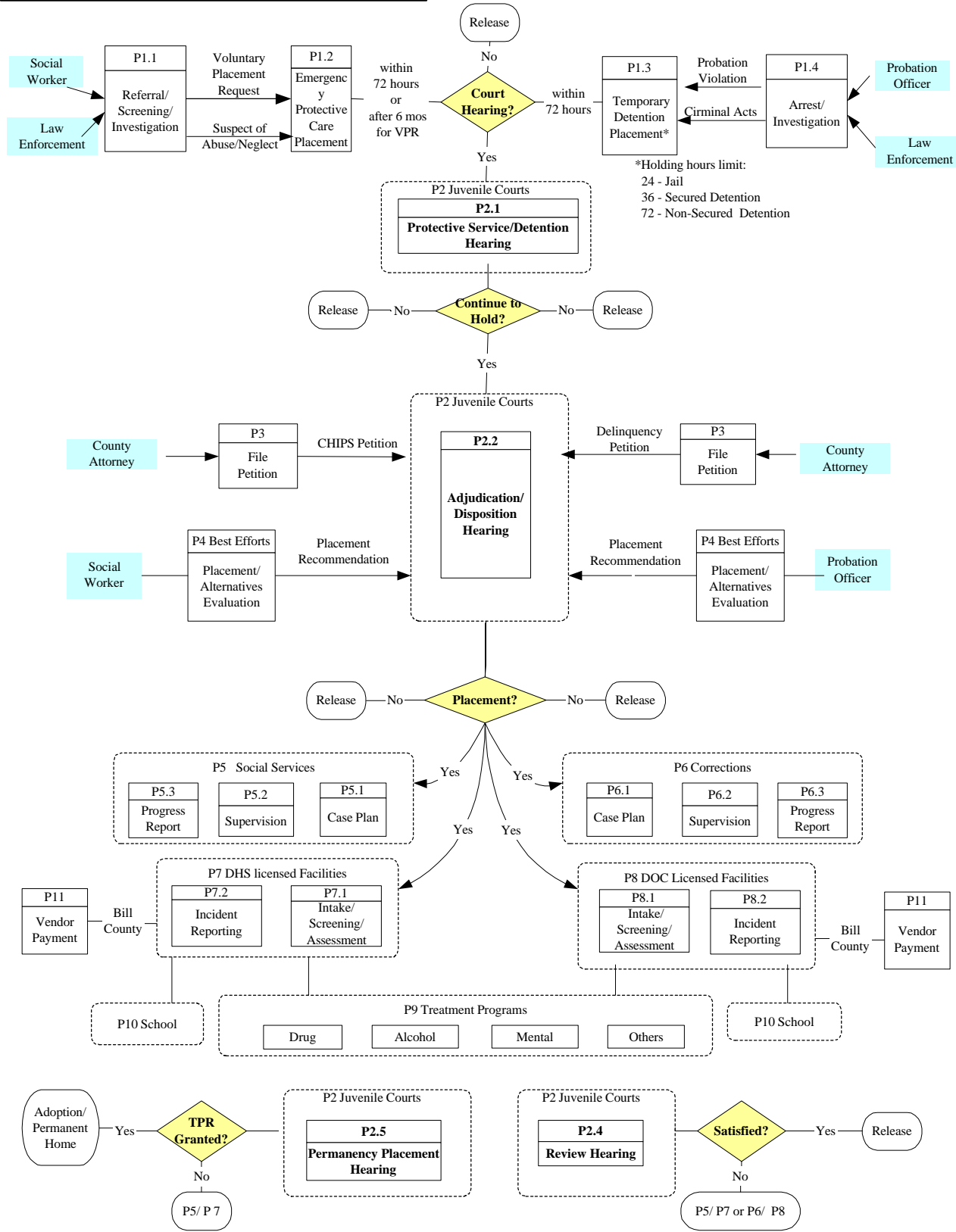
<sup>9</sup> Scott County uses its in-house developed court system and feeds its court data to TCIS daily. Hennepin enters adult cases into the Subject In Process System (SIP) first and then feeds the court data to TCIS on a daily basis. Hennepin juvenile cases are entered into TCIS directly.

Some counties have their own detention operational systems to manage their detention operations. As mentioned in section 3.2.2.2 Minnesota counties with exception of Hennepin and some CPO counties started to convert to use the new Court Services Tracking System (CSTS) to manage their probation services. Minnesota counties are required to use the Social Services Information System (SSIS) developed by DHS to manage their social services out-of-home placement cases.

Since there is no integration among the information systems used among detention, probation and social services agencies, Minnesota faces issues in regard to collecting statewide out-of-home placement data.

Section 4. Current Processes

4.1 Minnesota Out-of-Home Placement Case Flow



## 4.1 Minnesota Out-of-Home Placement Case Flow (cont'd)

### Referral/Arrest

A Peace officer or a social worker may temporarily place a child in need of protection in an emergency protective care facility (**P1.2**) as results of a child abuse/neglect referral or a voluntary placement request. A Law Enforcement Agent or a probation officer may temporarily place a delinquent child (**P1.3**) in a temporary detention facility as a result of probation violation or the child's criminal acts. Agents will investigate the case (**P1.1** and **P1.4**) while the child is held in the temporary holding facility. Law requires a court hearing (**P2.1**) to take place within 72 hours of removal or arrest of the child. A child may be released before or after the hearing.

### Petition

If social services agency finds the child is in need of protection, a County Attorney will file a Child in Need of Protection Services (CHIPS) petition on behalf of the social services agency, if requested by Social Services. A County Attorney will file a delinquency petition on behalf of corrections (**P3**).

### Adjudication/Disposition

The Court holds an adjudication hearing (**P2.2**). If the child is adjudicated, a disposition hearing (**P2.3**) will follow. For a social services case, the responsible social worker will make the placement recommendation to the court (**P4**). For a corrections case, the responsible probation agent will make the disposition and placement recommendation to the court. Courts decide the disposition and placement arrangement based on agent's recommendations.

### Social Services Placements

CHIPS children are placed in facilities licensed by DHS or DOC. The social worker will develop a case plan (**P5.1**), continue to work with the child and family (**P5.2**) and report the progress back to the court (**P5.3**). The goal is to reunite the child with his/her family. If reunification is out of the question, the social services agency will file termination of parental rights petition (**P2.5**) or a petition to transfer legal custody to a relative with a juvenile court and start an adoption petition or find a permanent out-of-home placement facility for the child.

### Corrections Placements

Corrections officers provide probation services to children placed in court-ordered detention facilities. A probation officer performs the pre-disposition investigation for a delinquency petition (**P3**) and makes the out-of-home placement recommendations (**P4**). Once the court hears the delinquency petition case and accepts the agency's recommendations, the child will be placed in a DHS or DOC licensed facility (**P6**) for the duration set by the court. The probation officer will perform risk/needs assessments on the child and develop a case plan (**P6.1**) based on court-ordered dispositions and conditions. The probation officer will supervise the child (**P6.2**), review the case and write the progress report for court's review (**P6.3**). The child will be released from the facility after serving the time ordered by the court.

## 4.1 Minnesota Out-of-Home Placement Case Flow (cont'd)

### Placement Review

The Judge sets a review date for the case as part of the disposition hearing proceeding. The court will review the case on the review date set at the hearing time (P2.4). If necessary, juvenile court judges hear the termination of parent rights requests and may grant adoption petitions that come before them (P2.5).

### Placement Facilities licensed by DHS

DHS licensed facilities include foster home, residential treatment centers, emergency shelters, and group homes.

When a child arrives at the DHS licensed facility, the facility staff conduct in-take, screening and assessment (P7.1). The facility staff will report any maltreatment to DHS (P7.2).

### Placement Facilities licensed by DOC

DOC licensed facilities include group foster home, secured juvenile detention facilities, juvenile residential facilities, municipal jails, juvenile temporary holdover facilities. DOC licensed juvenile facilities are governed by rules 2925, 2930, 2935, 2945 and 2950.

DOC licenses all the out-of-state facilities.

The facility staff will conduct the in-take and the risk and needs assessments (P8.1). The facility staff are also responsible to report any incident involved the child to DOC (P8.2).

### Treatment Programs

Treatment programs in the community are licensed by DHS. DOC licenses programs in correctional facilities.

Mental Health Treatment Centers are licensed through Minnesota Department of Health (MDH).

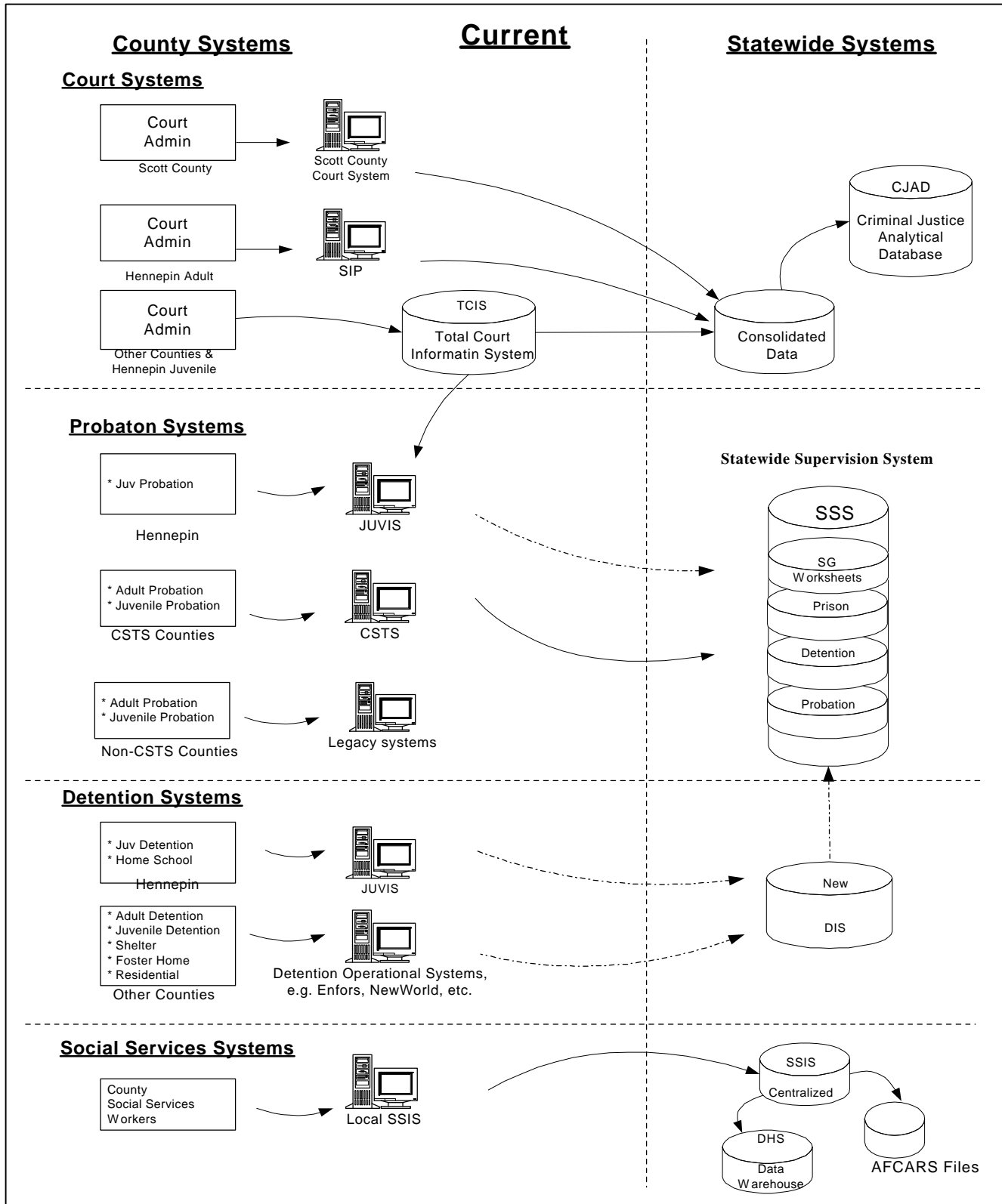
### Schools

Some juvenile facilities provide limited school programs. In other facilities, children attend schools in the district where facilities reside. The financial responsibility for the cost of education is the school district from which the juvenile was removed.



## 4.2 Current Out-of-Home Placement Data Collection Processes

The next diagram depicts how Minnesota counties collect the out-of-home placements data today.



## Section 5. Current Data

This section documents the data elements defined and used in the following systems: TCIS, DIS, CSTS and SSIS.

### 5.1 TCIS – Total Court Information System

TCIS maintains the following data elements for a youth:

Entity	Sub Group	Data Elements
Youth		Id, Name, Alias, Address, Phone, Residence Code, Race, Sex, DOB, Marital Status, Legal Status, Indian Child Welfare Ind, DL #, DL State
Case		Warrant Number, Case Number, Case Type, File Date, Reference Id,
Placement		Location, State Ward, Out-of-Home Placement Ind, OHP Start Date/Time, Reunite Date, Total OHP time, Actual Permanent Date, Permanent Type
Youth	Family	Mother, Father, Resides with Ind,
Agent	Attorney	Name, Type
Agent	Case Worker	Probation Officer, Social Worker, GAL

### 5.2 DIS

The current Detention Information System (DIS) maintains the following data elements:

Entity	Sub Group	Data Elements
Facilities		KAG ORI Number, CAG ORI Number
Client		Register Number, Name, Date of Birth, Sex, Race, Adult/Juvenile Ind, Work Release Indicator
Case		MOC, Start Date, Admission Date/Time, Sentence Effective/Expiration Dates, Hold Reason Code/Text, Release Reason Code/Text, Transfer Code
Incident Reporting		Unusual Behavior

### 5.3 CSTS

CSTS maintains data relate to agent, client, case, risk, needs, activities and chronos etc.

Entity	Sub Group	Data Elements
Activity		Activity Id, Client Id, Agent Id, Activity dates, Comments
Agent		Agent Id, Agent Name, Agent Address, Agent Phone
Agent	Agent Task	Task Link Id, Task Id, Agent Id, Task Dates
Agent	Agent Task	Task Id, Task Points, Task Code, Task Description
Agent	Secondary Agent	Secondary Agent Id, Agent Id, Disposition Id, Case Id, From Date, To Date
Alert	Alert Type	Alert Id, Alert Description
Alert/Warrant	Alert Warrant Level	Alert Warrant Level Id, Level Description, Level Value
Alert/Warrant	Alert Warrant Link	Alert Warrant Id, Client Id, Case Id, Warrant Id, Alert Id, Alert Warrant dates
Authority		Authority Id, Authority Description
Case		Case Id, Offense Type Id, Cu2, Cu1, Type of Stay, Judge Id, Case Id, Case Description, Case TCIS Number, Case ICS Number, Case Convict Date, Case Sentence Date, Case User Data
Case	Case History	Case History Id, Client Case Id, Client Id, Case Id, Case Status, Case Reason, Case Open Date, Case Close Date
Case	Case Offense	Offense Count Id, Case Id, Offense Id
Case	Case Reason	Case Reason Id

Entity	Sub Group	Data Elements
Case	Case Service	Case Service Id, Service Id, Case Id, Service From Date, Service To Date
Case	Case Status	Case Status Id, Case Status Description, Case Status Code
Case	Case Type	Case Type Id, Case Type Description, Case Type Points
Case	Case Type Link	Case Type Link Id, Case Id, Case Type Id, Case Type Change Date
Case	Case User One (Cu1)	Cu1 Id, Cu1 Description
Case	Case User Two (Cu2)	Cu2 Id, Cu2 Description
Case	Case Victim Link	Case Id, Victim Id
Chronos		Chronos Id, Client Id, Agent Id, Chronos Type, Chronos Date, Chronos Comment
Chronos	Chronos Type	Chronos Type Id, Chronos Type Desc
Client		Client Id, Cu1 Id, Cu2 Id, Sup Level Id, Risk Id, Need Id, Marital Id, Race, Name, Phone Number, DOB, SSN, Gender, Height, Weight, Mark, SID, FBI, DL, AFIS, Origin City, Origin State, Prev City, Prev State, Year Moved, Comments, User Text, Image, Batch
Client	Alias	Alias Id, Client Id, Alias Name, Alias DOB
Client	Client Address	Client Address Id, Client Id, Address From, Address To, Address, Apt No
Client	Client Agent Link	Client Agent Link Id, Client Id, Agent Id, Client Agent from/to Dates, Comments
Client	Client Case Link	Client Case Id, Client Id, Case Id, Case Status Id, Review Date, Exp Date, Reopened Flag
Client	Client Education Link	Client Edu Id, Client Id, Edu Id, From Date, To Date
Client	Client Employee Link	Id, Emp Id, Client Id, From Date, To Date, Comment, Hours of Work, Compensation
Client	Client Phone	Id, Address Id, Client Id, Phone Type Id, Phone No, Primary Phone
Client	Client Relation Link	Client Id, Relation Id
Client	Client Status	client_status_seq, Client Status Desc, Client Status Code
Client	Client Status Link	Id, Client Status Id, Client Id, From Date, To Date, Comment
Client	Client User One	Id, Client User One Description
Client	Client User Two	Id, Client User Two Description
Code Table	Detail Code	Id, Description
Code Table	Disposition Override	Id, Description
Code Table	Marital	Id, Description
Code Table	Offense Code	Id, Type, Description
Code Table	Offense Type	Id, Description
Code Table	Phone Type	Id, Description
Code Table	Race	Id, Description
Code Table	Service	Service Id, Description
Condition		Id, Description, Display Flag
County_defaults	County Default	Id, Name, Auto Case No, Def Area, Disp Date Inclusive, Case Title 1,2,3, Client Title 1,2,3, Disp Title 1,2,3, Agent Start Date
Disposition		Id, Case Id, Detail Code Id, Disp User One, Disp User Two, Disp Override Id, Condition Id, Disp Unit Id, Authority Id, Start Date, Stop Date, Due Date, Narrative, Cond Met, per diem, display flag, qty ordered, qty completed, qty suspended, restitution ordered, paid, credit, comment, User Text, Inclusive/Exclusive
Disposition	Disp Site Link	Id, Disp Id, Case Id, Site Id, Start Date, Stop Date, Qty Done, Comment
Disposition	Disp User One	Id, Description
Disposition	Disp User Two	Id, Description
Disposition	Disposition Units	Id, Description
Education		Id, Name, District, Address, Phone, Fax, Comment
Employer		Id, Name, Address, Phone, Fax, comment
Judge		Id, Name

Entity	Sub Group	Data Elements
Key Table		Name, Id, Maintain, Display Name
Need		Id, Factor Id, Question Id, Description, Score
Need	Need Factor	Id, Question Id, Weight
Need	Need Question	Id, Description, Def
PSC	PSC Location	Id, Description, Address, Room, Room Norm Capacity, Max Capacity
PSC	PSC Schedule	Schedule Id, Client Id, Track Id, Meeting Date/Time, Attendance
PSC	PSC Track	Track Id, Name, Description, Start Date, End Date, Meeting Date/Time, Active Ind
Relations		Id, Name, Address, Phone, Comment
Risk		Risk Id, Question Id, Description, Score
Risk	Risk Factor	Risk Id, Question Id, Weight Point
Risk	Risk Question	Id, Description, Def
Site		Site Id, Site Code, Contact Name, Site Desc, Site Address, Site Phone
Supervision_level		Supervision Level Id, Risk Id, Need Id, Description, Score
Topic		Topic Id, Topic Code, Description
Type_of_stay		Type of Stay, Description
Victim		Victim Id, Relation Id, Race, Name, Gender, Address, Phone, Comment
Victim	Victim Relation	Relation Id, Description
Warrant		Warrant Id, Description
Wp_docs		wp_docs_seq

5.4 SSIS – Social Services Information System

SSIS data model has 190+ tables. Only entities and associated tables are listed here. SSIS uses the workgroup concept to manage the social services cases including out-of-home placement, child welfare and adoption.

Entity	Table
Adoption	Adopt_Child_Enroll
Adoption	Adopt_Child_Exper
Adoption	Adopt_Cont_Agrmnt
Adoption	Adopt_Granted
Adoption	Adopt_Petition
Adoption	Adopt_Recruitment
Adoption	Adopt_SAE_PreChar
Adoption	Adoption
Adoption	Adoption_Child
Adoption	Adoption_SAE
Adoption	Adoption_Sibling
Adoption	Pplnit_Agency
Code Table	Code
Code Table	CountY_Control
Code Table	DataDict
Code Table	Diagnosis_Code
Code Table	Doc_Conversion
Code Table	DOC_Rate
Code Table	DOC_Schedule
Code Table	Nation
Code Table	PushPull_Log
Code Table	School_District
Code Table	SSIS_File
Code Table	Staff-Logged_on
Code Table	Status_Code
Code Table	Sub_Program
Code Table	System_Control
Code Table	Trans_Template
Code Table	Transmiss_Deferred
Code Table	Transmiss_Status
Code Table	Var_Storage
Contact	Contact_Event
Contact	Contact_Referral
Contact	Contact_With
County Office	Department
County Office	Dept_Staff_Xref
County Office	Unit_Staff_Xref
County Office	Unit_Supervisor
Court Record	Court_Detail
Court Record	GAL_Contact
Eligibility	CWTCM_Eligibility
Eligibility	IVE_Eligibility
Family	Fam_Elig_Detail
Family	Family_Eligibility
Fee	Fee_Schedule
Fee	Fee_Schedule_Detail
Fee	Recipient_Fees
Insurance	Policy_Member
Intake	Intake
Intake	Intake_Comments

<b>Entity</b>	<b>Table</b>
Intake	Intake_DescofNeed
Intake	Intake_Maltreatment
Intake	Intake_Participant
Maltreatment	Family_Conditions
Maltreatment	Init_Notification
Maltreatment	Legal_Action
Maltreatment	Malt_Role
Maltreatment	Malt_Rpt_Incident
Maltreatment	Maltreatment_Event
OHP	OHP_Plan
OHP	OHPP_16Plus
OHP	OHPP_Decision
OHP	OHPP_Decisn -Maker
OHP	OHPP_Family
OHP	OHPP_Family2
OHP	OHPP_FC_Prov
OHP	OHPP_Gparent
OHP	OHPP_Plcmt
OHP	OHPP_Plcmt_Reason
OHP	OHPP_Visitation
Person	Disability
Person	Name
Person	Other_Ids
Person	Person
Person	Person_Address
Person	Person_Address_Xref
Person	Person_HC_Prov
Person	Person_Health
Person	Person_ILS
Person	Person_ILS_Svc
Person	Person_Income
Person	Person_Phone
Person	Person_Placement
Person	Person_Plcment_Schl
Person	Person_Religion
Person	Person_School
Person	Person_Status
Person	Person_Work
Person	Race-Ethnic_Tribe
Person	Relationship
Person	Tribe_Eth_Rep
Placement	Citizenship_MA
Service Plan	Cont_Mon_Plan
Placement	Cont_Placement
Placement	Placement_Auth
Placement	Placement_Occur
Placement	Special_Needs
Maltreatment	CPR_Detail_Factor
Maltreatment	CPR_Factor
Maltreatment	Recommended_Svcs
Service Plan	CPS_Plan
Service Plan	CPS_Plan_Family
Service Plan	CPS_Plan_Summary
Service Plan	Service_Plan
Service Plan	SSP_General

Entity	Table
Service Plan	Svc_Plan_Client
Service Plan	SVC_Plan_Detail
Service Plan	Svc_Plan_Rpt_Xref
Service Plan	Svc_Plan_Sign
Service Plan	Svc_Plan_Task
Service	Authorized_Service
Service	BRASS_Service
Service	BRASS_TR_Act_HCPCS
Service Provider	Conditional_Areas
Service Provider	Contract
Service Provider	Contract_Detail
Service Provider	Contract_Rate
Service Provider	Dwelling_Areas
Service Provider	HC_Prov
Service Provider	HCPCS_Cd
Service Provider	Ind_Provider
Service Provider	License_Actions
Service Provider	Licensee_Training
Service Provider	Location
Service Provider	On_behalf_of
Service Provider	Prov_Addr_Xref
Service Provider	Prov_Address
Service Provider	Prov_Lic_Detail
Service Provider	Prov_Org_phone
Service Provider	Prov_Organization
Service Provider	Prov_Placement
Service Provider	Prov_Qualification
Service Provider	Prov_Svc_Offered
Service Provider	Provider
Service Provider	Provider_as_Client
Service Provider	Provider_Phone
Service Provider	Prov-Professional_Qual
Service	Purch_Svc_Trans
Service	Service_Auth
Service	TR_Act_Svc_Method
Service	TR_Activity
Service	Vendor_Svc_HCPCS
Staff	Activity
Staff	Role_Activity
Staff	Staff
Staff	Staff_Professional_Qual
Staff	Staff_Program
Staff	Staff_Qualification
Staff	Staff_Role
Staff	Staff_Unit
Tickler	Tickler
Tickler	Tickler_Type_Id
Time Record	Time_Record
Time Record	TR_Activity_Note
Transmission	Trans_Def
Transmission	Trans_Log
Transmission	Transmiss_Error
Transmission	Transmission
WorkGroup	Checklist
WorkGroup	Checklist_Detail

<b>Entity</b>	<b>Table</b>
WorkGroup	Checklist_item
WorkGroup	Checklist_Templ
WorkGroup	Clist_Templ_Detail
WorkGroup	Document
WorkGroup	Document_Person
WorkGroup	Document_Xref
WorkGroup	Documentation
WorkGroup	Folder_Other_Id
WorkGroup	Lic_Rpt_Xref
WorkGroup	Medical_Insurance
WorkGroup	Person_WG_Xref
WorkGroup	Report
WorkGroup	Staff_WG
WorkGroup	Template
WorkGroup	WG_Close
WorkGroup	WG_Folder
WorkGroup	WG_Relationship
WorkGroup	Work_Group



## Section 6. Issues

The study of the current out-of-home placement data and process flows highlights numerous problems and inefficiencies:

- 1) Redundant data collection by various agencies.
- 2) Data collected by various agencies are not available for sharing and reuse.
- 3) Information systems used by various agencies to collect the out-of-home data are fragmented.
- 4) Systems are not integrated to allow effective management of out-of-home placement case life cycle.
- 5) Agencies have to rely on paper forms for exchange of data.
- 6) Lack of statewide standards and definitions.
- 7) No unique client identification to tie data from various information systems together for a specific client.
- 8) No consolidated data available to assist legislature in developing meaningful policies related to the placement children and addressing their needs.

The project team also identified some of the business practice related issues:

- 9) Lack of inter-agency cooperation.
- 10) Courts sometimes did not receive enough information from county agencies to make sound placement decisions.
- 11) Understanding of IV-E, XIX and AFCARS requirements among county correctional agencies are very limited.
- 12) There are data privacy concerns over juvenile records.

## Section 7. Other Initiatives

The Minnesota Criminal and Juvenile Justice Information Policy Group, Task Force and Data Group formed under the direction of the Minnesota Legislature have worked together to address a variety of data integration problems; made collaborative requests to the Minnesota legislature for funding, completed many cross-agency projects; and developed a strategic approach for criminal justice system integration and processes to support integration efforts at all levels.

All the criminal justice information integration projects share a common goal: the timely, accurate collection and dissemination of statewide criminal justice data for use by the criminal and juvenile justice community. More specifically, they strive for improvements in data collection and storage, and data distribution to state, county, district, and local agencies that require such data to effectively perform their duties.

At the direction of the Criminal and Juvenile Justice Information Policy Group, the Data Group has managed a heavy load of cross-agency criminal justice projects since 1992. These are some of the active projects:

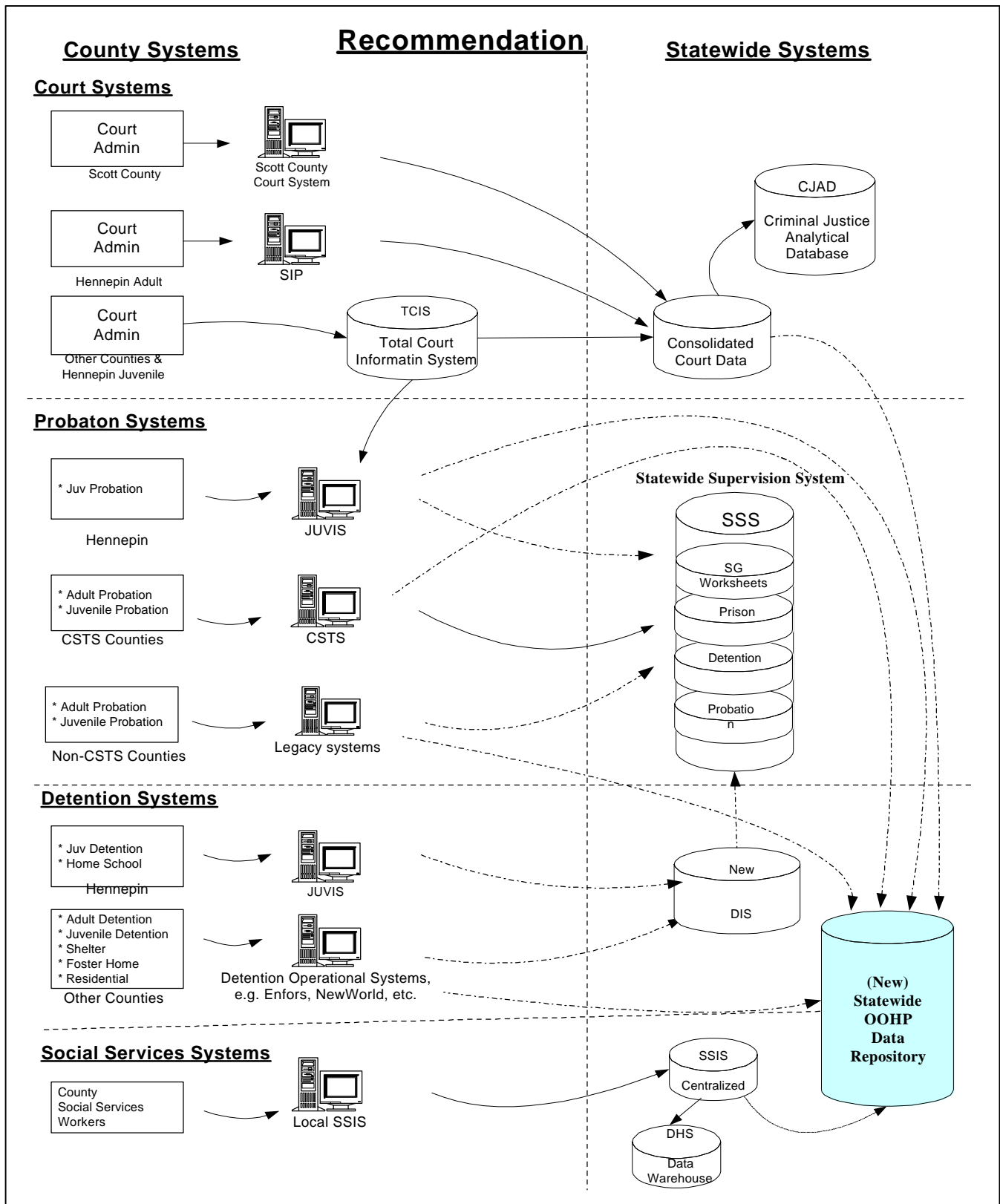
<b>Project Name</b>	<b>Project Description</b>	<b>Status</b>
<b>SSS –</b> Statewide Supervision System	SSS is designed to allow criminal justice professionals to gain electronic access through a secure web site to information on offenders. This system will provide information regarding juveniles and adults who have been on probation, detention, imprisoned or jailed and when.	This system is still under construction but is available to criminal justice professionals on a limited basis at this time.
<b>New DIS (Detention Information System)</b>	A DIS replacement project. The new DIS will allow users to record and maintain: client data, detention data, facility data and incident data. The system will also serve as a license regulatory tool to allow DOC I&E Unit to determine facility detention compliance with rules and standards established for the facilities.	This system is developed as part of the SSS project.
<b>MNCIS –</b> Minnesota Court Information System	A TCIS replacement project. The objective of the project is to improve the courts' ability to manage case information and be accountable for legislative policy, pertaining to, for example, cases involving children in need of protective services (CHIPS), extended juvenile jurisdiction (EJJ), and adult certification cases. It will provide a significantly improved means for collecting, storing, retrieving, tracking, reporting, and electronically sharing trial and appellate court case information with other agencies for reuse in the criminal justice community. It also will provide better public access to court records and improved interfaces to other agencies.	Completed buy-vs-build analysis. Decision is to go with the buy option.

CrimNet - Statewide	The CrimNet project is a statewide collaboration effort to integrate criminal justice information to improve public safety and the efficiency and effectiveness of state, county, and city criminal justice operations.	
<b>Local CrimNet</b>	Some Minnesota Counties were awarded a grant from the State of Minnesota Department of Public Safety to develop an implementation plan for a criminal justice information integration network for integrating the use of criminal justice information in the County.	CJSIIP - Hennepin CJIIN - Dakota Others
<b>JSCIS –</b> Juvenile Service Center Information System	A project initiated by the Minnesota Juvenile Detention Association (MJDA). The objective is to design and implement a standard information system for local facilities.	MJDA is studying Hennepin’s JUVIS system. MJDA may adopt JUVIS.
<b>SSIS Enhancement</b>	DHS is working on enhancing SSIS to include more functions.	

The above projects mainly focus on integrating the criminal justice information. To collect statewide out-of-home placement data, there is a need to go beyond the integration of criminal justice agencies. It will require integration efforts focusing on the interaction among various out-of-home placement practitioners and their computer systems including Courts, DHS, DOC and Counties.

# Section 8. Recommendation

The next diagram depicts the recommendation for supporting the sharing, distribution, and interaction of out-of-home placement data.



## Section 9. Next Steps

To develop the proposed recommendations, the following next steps need to take place:

1. Appoint an **Advisory Board** to include members from Court Admin, DHS, DOC, County Social Services, County Court Services, and IT representatives of existing information systems. The advisory board will be the governance body to support the development and implementation of the statewide out-of-home placement data repository. The advisory board will work with the criminal justice policy group to develop recommended policies, procedures and statutes that enhance the exchange of information.
2. Form a **Project Team** to include a project manager who will be the key person running the project and analyst(s) with qualified technical skills to work on design and implementation of the project. The project team will draw knowledge from subject matter experts of the existing systems.
3. Conduct structured **user interviews**.
4. Conduct **Joint Requirements Planning** (JRP) sessions to define project requirements.
5. Conduct **Joint Application Design** (JAD) sessions to finalize the system design.
6. Publish **Conceptual Design Document**.

The project team will use information gathered from the previous phases to support the remaining phases.

**Attachment I: AFCARS Data Elements**

1	State
2	Report Period Ending Date
3	Local Agency FIPS Code
4	Record Number
5	Date of Most Recent Periodic Review
6	Child's Date of Birth
7	Sex
8	Race
9	Hispanic Origin
10	Child's Disability (Has child been diagnosed as having a disability?)
11	Mental Retardation
12	Visually or Hearing Impaired
13	Physically Disabled (Child)
14	Emotionally Disturbed (DSM III)
15	Other Medically Diagnosed Condition Requiring Special Care
16	Child Ever Adopted
17	Age (of Child When Previous Adoption Was Legalized)
18	Date of First Removal From Home
19	Total Number of Removals From Home to Date
20	Date Child Was Discharged From Last Foster Care Episode
21	Date of Latest Removal From Home
22	Transaction Date (Date of Latest Removal From Home)
23	Date of Placement in Current Foster Care Setting
24	Number of Previous Placement Settings During this Removal Episode
25	Removal From Home (Manner of Removal For Current Placement Episode)
26	Physical Abuse (Alleged/Reported)
27	Sexual Abuse (Alleged/Reported)
28	Neglect (Alleged/Reported)
29	Alcohol Abuse (Parent)
30	Drug Abuse (Parent)
31	Alcohol Abuse (Child)
32	Drug Abuse (Child)
33	Child's Disability
34	Child's Behavior Problem
35	Death of Parent(s)
36	Incarceration of Parent(s)
37	Caretaker's Inability to Cope Due to Illness or Other Reasons
38	Abandonment
39	Relinquishment
40	Inadequate Housing
41	Placement Setting (Current)
42	Placement (Out of State)
43	Case Plan Goal (Most Recent)
44	Caretaker Family Structure

45	Year of Birth (1st Principal Caretaker)
46	Year of Birth (2nd Principal Caretaker)
47	Parental Rights Termination Date (Mother)
48	Parental Rights Termination Date (Father)
49	Foster Family Structure
50	Year of Birth (1st Foster Caretaker)
51	Year of Birth (2nd Foster Caretaker)
52	Race (1st Foster Caretaker)
53	Hispanic Origin (1st Foster Caretaker)
54	Race (2nd Foster Caretaker)
55	Hispanic Origin (2nd Foster Caretaker)
56	Date of Discharge From Foster Care
57	Transaction Date (Date of Discharge From Foster Care)
58	Reason for Discharge
59	Title IV-E (Foster Care - Source(s) of Federal Support)
60	Title IV-E (Adoption Assistance Source(s) of Federal Support)
61	Title IV-A (Aid to Families With Dependent Children - Source(s) of Federal Support)
62	Title IV-D (Child Support Source(s) of Federal Support)
63	Title XIX (Medicaid - Source(s) of Federal Support)
64	SSI or Other Social Security Benefits (Source(s) of Federal Support)
65	None of the Above (Source(s) of Federal Support)
66	Amount of Monthly Foster Care Payment