

**Comprehensive Services for At-Risk Youth and Families (200)**

3/11/2014 9:37 am

Biennium: 2008-10 ▼

**Mission and Vision****Mission Statement**

The mission of the Comprehensive Services Act for At-Risk Youth and Families (CSA) is to create a collaborative system of services and funding that is child-centered, family-focused and community-based when addressing the strengths and needs of troubled and at-risk youths and their families in the Commonwealth.

**Vision Statement**

The Office of Comprehensive Services (OCS) envisions CSA as a national model in providing effective and innovative systems of care statewide for children with emotional and behavioral problems and their families. We strive for CSA to be highly regarded as a leader in: improving outcomes for children and their families; facilitating the highest quality technical assistance and training to strengthen the capacity of communities to implement CSA; maintaining high standards for sound fiscal accountability and responsible use of taxpayer funds; and partnering with families and all CSA stakeholders to implement best practices and technology to continually improve the performance of CSA. OCS strives to maintain an enthusiastic, creative and knowledgeable staff empowered to work with CSA stakeholders to sustain the highest quality system of care for Virginia's children and their families.

**Agency Values**

- Strengths Based  
*Ensures that the design and provision of services respond to the unique and diverse strengths, needs and potential of children and their families*
- Appropriate services  
*Provides appropriate services in the least restrictive environment, striving to preserve and strengthen families, and enabling children to remain in their homes and communities, balanced with the need to protect the welfare of children and maintain public safety*
- Culturally and linguistically responsive  
*Promotes culturally and linguistically responsive supports and services*
- Public-Private partnerships  
*Encourages public-private partnerships in service delivery*
- Funding flexibility  
*Provides communities flexible funds, authorizes them to make decisions and to be accountable for providing services in concert with the CSA statute.*
- Quality Improvement  
*Improves program quality using customer feedback, child and family outcomes, and program and fiscal data.*

**Executive Progress Report****Service Performance and Productivity**

- *Summary of current service performance*

The Comprehensive Services Act (CSA) System is comprised of several entities at the state and community levels that work collaboratively to implement CSA.

State CSA Structure:

- The State Executive Council (SEC) is the statutorily based supervisory council that provides leadership and oversees the development and implementation of state interagency program and fiscal policies. Its mission is to direct a cost-effective collaborative system of services for youths that is child centered, family focused and community based. It is chaired by the Secretary of Health and Human Resources or a designated deputy. It is comprised of two General Assembly members, state government agency heads (from the five child serving agencies, the Virginia Department of Medical Assistance Services, and the Office of the Executive Secretary of the Supreme Court), three local government officials, the Chair of the State and Local Advisory Team, representatives from parents, two public and one private provider along with the Governor's Special Advisor on Children's Services. It meets quarterly.

- The Office of Comprehensive Services for At Risk Youth and Families (OCS) serves as the administrative entity of the

SEC and ensures that its decisions are implemented. It works collaboratively with all CSA stakeholders to increase the capacity of communities across the Commonwealth to successfully implement CSA.

- OCS Technical Assistance Coordinators provide localities with technical assistance, training, peer consultation, best practices and management tools. They identify recurring policy, program and fiscal issues facing localities that may need to be addressed through collaboration at the state level. The coordinators collaborate with policy experts from other state agencies to connect localities with resources and to facilitate communication and problem solving on policy and program implementation issues.
- OCS conducts utilization review of residential services for children funded through CSA who are not Medicaid eligible and consultation on utilization management for localities that have contracted with OCS to provide these services.
- OCS maintains an efficient financial infrastructure for forecasting, budgeting, reimbursing and monitoring CSA funds that local governments use to purchase services for children and families. In FY08, OCS reimbursed 131 local governments for services purchased for 18,195 children and their families, totaling \$244 million in state general funds and \$136 million in required local match.
- The State and Local Advisory Team (SLAT) is required by statute to advise the SEC by managing cooperative efforts at the state level and to provide support to community efforts. It is comprised of a parent, private provider association representative, representatives from six state agencies, juvenile and domestic relations judge, local CSA Coordinator and local CPMT representatives from community service boards, local departments of social services, court service units, health departments, and schools. It meets monthly.
- The OCS is actively involved with the Virginia Children's Services System Transformation. This is a 3 year initiative aimed at fundamentally changing the nature and culture of service delivery to children and families in Virginia. The initiative's practice model focuses on intensive training, managing by data, usage of community based services and engaging families to result in better outcomes, improved quality performance, more positive experience for the youth and their family and reduced cost per child.

#### Community CSA Structure:

- Community Policy and Management Teams (CPMTs) have the statutory authority and accountability for developing interagency policies that govern CSA in the community. They manage local CSA fund allocations and coordinate community wide planning to develop needed resources and services. They are comprised of a parent, local government official, agency heads from local child serving agencies (community services boards, courts service units, health, social services, and public schools) and private provider. Community agency representatives are authorized to make policy and funding decisions for their agencies. Localities must have a utilization management process and report minimum data on child demographics, services and funding.
- Family Assessment and Planning Teams (FAPTs) are established by CPMTs to provide for family participation, assess the strengths and needs of children and their families, and develop individual family services plans. They make recommendations to the CPMTs. They are comprised of a parent, representatives from local child serving agencies (community services boards, courts service units, social services, and public schools). They may include a local health department and private provider representatives.
- CSA Coordinators are hired by many communities to manage local implementation, including program, fiscal, and administrative responsibilities.
- *Summary of current productivity*  
 CSA strives to provide appropriate services for troubled youth and their families in cost-effective ways. In FY 2008, CSA served 18,195 children statewide (unduplicated). Historically, the number of children served has increased on average 5.8% annually over the past four years, however due to economic stress, the unduplicated census is expected to drop slightly in FY09.

CSA children received a broad range of services and generally more than one service per child during FY 2008. The 18,195 CSA children actually received 32,771 services during the year. Program year FY09 data will be available in November 2009.

34% of all CSA services were provided in the community and schools, totaling \$52 million (gross) and representing 14% of all CSA expenditures.

- 29% of services were provided in the community for 7,162 children at \$34 million, representing 9% of expenditures.
- 5% were services provided for 1,486 children in the public schools to prevent more restrictive and expensive educational placements at \$18 million, representing 5% of expenditures.

Another 47% of all CSA services were provided in family-like settings (family foster homes and therapeutic foster

homes), totaling \$100 million and representing 26% of all CSA expenditures.

- \$84 million was spent on therapeutic foster homes for 3,697 children, representing 22% of all CSA pool expenditures.
- \$16 million was spent on family foster homes, representing 4% of expenditures.

17% of all CSA services were in licensed residential care settings.

- 10% were secure residential facilities and campus-style residential programs where the facility provided 24-hour supervised care and intensive treatment services;
- 7% were group homes that provided supervision in homelike environments for groups of children with behavioral, emotional, physical and/or mental disabilities; and

- Less than 1% was psychiatric hospitals.

While residential care is an important part of a continuum of care, more than one out of every four CSA children (4,944 of 18,195 children or 27%) was placed in residential care at some point during the year. This percentage is consistent with the historical usage of residential care for CSA:

FY2007 4,834 children in residential of a total unduplicated population of 18,458 or 26%

FY2006 4,884 children in residential of a total unduplicated population of 17,108 or 28%

FY2005 3,716 children in residential of a total unduplicated population of 14,542 or 26%

Over \$152 million in gross CSA state and local pool funds were spent on the 4,944 children in residential care during 2008, representing 40% of all CSA state pool expenditures. During FY 2008, state and local governments spent:

- \$108.9 million (gross) was spent on secure residential treatment facilities and campus style residential programs, representing almost one-third (28.1%) of all CSA funds pool expenditures.
- \$44.6 (gross) million was spent on group homes, representing 11.5% of all CSA pool funds.

Productivity internally at OCS:

o In FY08, four technical assistance coordinators provided 531 technical assistance consults to 72% of communities (94 of 131), conducted 67 local community based consultations to 47 localities (36%), facilitated 20 regional community based training consultations and provided 20 specific community training sessions. T/A's also participated and or facilitated in community/regional meetings including members of the Community Policy and Management Teams, Family Assessment and Planning Teams, local government and agencies.

o In FY08, two utilization management consultants continued to complete utilization reviews on children in residential care, provide clinical consultations with families and CSA Coordinators, provide utilization management training, and participated in multiple onsite community meetings. In addition, the utilization consultants have provided numerous on site visits and many consults on youth in localities not participating in state sponsored utilization management.

o In FY08, the OCS Finance Team coordinated and managed the reimbursement 1,593 pool fund reports, reimbursing in excess of \$244 million in state general funds to local governments, matched with \$136 million in local funding. They processed 273 local requests for supplemental funds totaling \$166 million. There have been no audit exceptions for 14 years.

OCS has been a catalyst in the use of web based internet technology for its business operations. In 2000, the OCS began using web based technology for the Service Fee Directory that contains service and rate information on over 1,500 providers of children's services. In 2001, the OCS introduced the use of web technology for local governments to submit funding requests for the state share of CSA funds. The Department of Education, state fiscal agent for CSA, processes over 1,575 local government reports annually. In July 2003, OCS introduced its web version of the CSA data set that provides demographic, service, cost, and outcome information on children receiving CSA funded services. Seventeen quarters of information is now available on over 40,000 children served by the CSA.

### Initiatives, Rankings and Customer Trends

- *Summary of Major Initiatives and Related Progress*

There are major initiatives and systems transformation efforts across all branches of government that are impacting and improving CSA. This is an historical time for CSA as Virginia makes a major paradigm shift from serving children in more restrictive and intensive settings to serving children and their families in their homes, schools and communities through a system of care that provides wrap around services and support.

- The First Lady's "For Keeps" Initiative to find permanent family connections for foster care teens and reduce the reliance on residential care.

- The Annie E. Casey Foundation's Strategic Consulting Group is working with Virginia on implementing a major child welfare systems and CSA reform. This work includes reducing out of home care and reinvesting to expand community

services. This initiative, referred to as “Virginia’s Children’s Services System Transformation” is a 3 year initiative aimed at changing the nature and culture of service delivery to children and families in Virginia. The overall practice model encompasses the use of training, engaging families, managing data and increasing the use of community based services resulting in better outcomes for youth and their families, more positive family experiences and lower overall costs.

- Accompanying the system transformation, the Annie E Casey Foundation recommended, and Virginia incorporated, a system of financial incentives for local governments, decreasing the local match rate for the use of community based services and increasing the local match rate for the use of more expensive congregate care placements. This financial incentive system began in July 2008 with final roll out completed with the close of the FY10 program year, June 2010.
- Development of the Child and Adolescent Functional Assessment Scale (CANS) as the new mandatory uniform assessment instrument for children served by the CSA (effective date of July 2009). The adoption of CANS is a fundamental shift in how Virginia uses the mandatory assessment instrument. The tool will:
  - o Guide service planning by assessing the strengths and needs of individual children and their families
  - o Capture data to track progress on meaningful child and family outcomes
  - o Identify service gaps and promote resource development
  - o Enhance communication among participants working with the youth and their family
- Improving access to information for decision making by modifying the CSA Data Set information to include vendor identifiers for children in licensed facilities. This information will assist in the development of vendor outcome information on specific CSA funded service categories.
- CSA is a partner in the development of a new rate structure system for the payment of Additional Daily Supervision (ADS) reimbursement to foster and adoptive parents. These enhanced payments are based on the increased supervision needs of the child. This new rate structure, due for implementation in October 2009, is occurring due to inequities in the ADS reimbursement to foster and adoptive parents as well as the need for Virginia to comply with federal requirements for using federal funds for ADS reimbursement.
- Partnering with the Department of Education, state fiscal agent for CSA, to automate the maintenance of the local share of CSA eligible Medicaid costs.
- Monitoring new financial requirements in the 2009-2010 Appropriations Act requiring local Community Policy and Management Teams to use Medicaid funded services whenever they are available for the appropriate treatment of children receiving CSA services.
- *Summary of Virginia's Ranking*  
In 1992, when the General Assembly passed the CSA, “Virginia became one of the first states in the nation to develop, fund, and implement a statewide comprehensive system of care for children with emotional and behavioral problems.” (JLARC, 1998) The CSA statute continues to be used as a model nationally because it ties pooled funding to collaborative structures at the state and community levels to provide a system of services and funding that is child-centered, family-focused and community-based. However, there is great variation across Virginia in how effectively CSA is being implemented.
- *Summary of Customer Trends and Coverage*  
Baseline data is now available on demographics, services and expenditures by child through the CSA data set. OCS is now beginning to track trends and changes over time in children served.

While the CSA population was varied in FY 2008, teenage males from high density localities were the typical recipients of CSA-funded services. Demographics included:

- 60% of CSA children were male; 40% were female.
- 53% were Caucasian; 41% were African American; 4% undetermined.
- 4% were Hispanic.

Many CSA children had significant and complex problems. Thirty-nine percent of all CSA children had a mental health diagnosis; one-third (29%) took psychotropic medications. Children in more intensive settings tended to have mental health diagnoses: therapeutic foster care families (54%); special education private day schools (63%); group homes (59%); and residential treatment facilities (73%).

The most prevalent reasons that caseworkers reported for providing services for children and their families at the last assessment were:

- 40% due to parental neglect, physical abuse, caregiver incapacity, and caregiver absence;
- 16% for special education issues;
- 11% for emotional, mental health, or substance abuse problems; and

- 33% for behavioral problems.

Most children were originally referred to CSA by either local departments of social services (61%) or the schools (23%), since children in foster care and special education represent mandated populations required by federal law to receive sum sufficient funding for needed services. Fewer referrals came from local court service units (7%) and from community service boards (4%).

Additional customer information:

- More than one out of four children (29%) received residential services at some point during the year, accounting for 40% of expenditures.
- The lack of community based services such as crisis intervention and wrap around services, including Medicaid providers for these services, has increased demand for pool fund dollars is recognized as a major service gap in the Commonwealth.
- There has been an increased demand for technical assistance and training from localities on state policy guidance and best practices for implementing CSA.
- There are increasing administrative demands on local governments for CSA.

### **Future Direction, Expectations, and Priorities**

- *Summary of Future Direction and Expectations*

The OCS has identified the following topical areas for agency direction in the upcoming biennium:

- Continued support of all efforts associated with the Children's Services System Transformation: The goal of the Children's Services System Transformation is to improve outcomes for children and families who use the child services agencies in Virginia. The desire is for every child to achieve his or her greatest potential and to ensure that families are empowered to provide support for their children. The short term objectives for the transformation are :
  - o Increasing the number and rate at which youth in foster care move into permanent family arrangements
  - o Increasing the number of placements of at-risk children and youth with kin and foster parents
  - o Devoting more resources to community based care
  - o Reducing the number of group care placements
  - o Embracing data and outcome-based performance management
- Continued implementation of the new mandatory uniform assessment instrument (CANS): The CANS, developed by John S. Lyons, Ph.D., is a child and family assessment instrument to help plan and manage services for children and their families at both an individual and system of care level. The CANS helps guide service planning, track child and family outcomes, promote resource development and support decision making.
- Continued advancement in the use of electronic technology: CSA has been a catalyst in the use of electronic data for the reporting and payment of state obligations. Additionally, the agency has successfully developed, maintained and enhances a child specific information system, integrating multiple local government systems into a cohesive reporting system. The OCS is partnering with the Department of Education, state fiscal agent for CSA, improving the payment system to include direct interface from the local government reporting system to the state reimbursement system as well as incorporating and automated receivable system to track local government obligations electronically. Targeted for completion in October 2009; this interface will greatly reduce staff time associated with processing pool fund reports.
- Support the implementation of the foster care and adoption rate structure: Effective October 2009, a new rate structure for Additional Daily Supervision (ADS) reimbursement to foster and adoption parents will go into effect. These enhanced payments are based on the increased supervision needs of the child. This new rate structure is important as Virginia cannot claim federal title IV-E funds for ADS payments nor can it use title IV-E funds to support more of the adoption assistance paid to adoptive parents without having a rate structure in place.
- Continue assistance with the improvement of informed decision making at local government: Along with the continued development of the CANS assessment instrument, the OCS will continue to provide communities with tools and best practices for assessing services and assistance with conducting comprehensive child and family assessments, pooling and maximizing resources across agencies.
- *Summary of Potential Impediments to Achievement*

While OCS has been successful in forecasting costs, it is inherently difficult due to the nature of the program. CSA costs are driven by multiple factors, some beyond state and local control. These include: number of mandated children; severity of problems; availability, type and duration of services; service rates; availability of other funding; local practices; and policy changes. The cost of just one child can unexpectedly place significant strain on a community's budget.

  - While the agency has been a catalyst in the use of internet technology to report expenditure and child specific

information, the knowledge base associated with systems integrity resides with a sole outside contractor. The agency has no IT staff. The information architecture supporting CSA systems is old and is becoming too large to efficiently maintain.

- The OCS is a small department, with a staffing level of 13 FTE's and has historically operated as a compartmentalized operation, minimizing cross-training. Emphasis on expansion of department knowledge is essential to maintain agency effectiveness.

#### Service Area List

Service Number	Title
200 453 03	Financial Assistance for Child and Youth Services

#### Agency Background Information

##### Statutory Authority

The authority for the Comprehensive Services Act may be found in the following cites within the Code of Virginia:

2.2-2648 establishes the State Executive Council as the supervisory council for the CSA, defining its membership, meeting, powers and duties.

2.2-2649 establishes the Office of Comprehensive Services for At-Risk Youth and Families and defines its powers and duties.

2.2-5200 defines the intent of the CSA; defined as a law to create a collaborative system of services and funding that is child-centered, family-focused and community-based when addressing the strengths and needs of troubled and at-risk youth and their families.

2.2-5201 – 5203 establishes the State and local advisory team, appointment, membership, and powers and duties. The state and local advisory team is established to better service the needs of troubled and at-risk youths and their families by advising the Council by managing cooperative efforts at the state level and providing support to community efforts.

2.2-5204 – 5206 establishes the community policy and management team, appointments, fiscal agents, membership, and powers and duties. The community policy and management team is to manage the cooperative efforts in each community to better service the needs of troubled and at-risk youths and their families and to maximize the use of state and community resources.

2.2-5207 - 5209 establishes the family assessment and planning team, membership, powers and duties and establishes referral requirements. The family assessment and planning team shall assess the strengths and needs of troubled youths and families and determine the complement of services required to meet those unique needs.

2.2-5210 establishes that all public agencies that have served a family or treated a child referred to a family assessment and planning team shall share agency client information with the team after obtaining proper consent and that this information is confidential. Demographic, service and cost information of a nonidentifying nature may be gathered for reporting and evaluation purposes.

2.2-5211 - 5214 establishes a state pool of funds to be allocated to the community policy and management teams in accordance with the Appropriations Act. Rates paid for services purchased shall be determined by competition of the market place and published in a service fee directory. Establishes a state trust fund.

##### Customers

Customer Group	Customers served annually	Potential customers annually
Local Governments	131	131
Service providers	1,542	1,600
Youth and their families	18,195	19,000

##### Anticipated Changes To Agency Customer Base

As the philosophies and principals associated with the Children's System Transformation continue to be implemented across the Commonwealth, it is anticipated that there will be a shifting from the use of congregate care placements to less restrictive community based services. Evidence of this has been demonstrated in the pilot localities associated with the system transformation, where in December 2007 there were a total of 763 children in congregate care settings and that

number has been reduced to 438 by June 2008, a 42% reduction.

Although too early for trend analysis, there are early indicators that local changes in practice and the continued economic stress has actually reduced the number of children receiving CSA funded services. Third quarter 2009 census data (quarter ending March 2009) reports a 1.31% decline in unduplicated CSA population served as compared to 2008. (15,509 children in FY2009 versus 15,715 in 2008)

### Partners

Partner	Description
[None entered]	

### Products and Services

- *Description of the Agency's Products and/or Services:*

State Share Reimbursement: Reimbursement of state share service payments to local governments for services purchased for youth and families. In FY08, total pool fund payments (excluding Medicaid payments) were \$380 million. The state share contribution on these expenditures was \$244.3 million.

- Ensure sufficient and appropriate funding is budgeted and available to reimburse local government the appropriate state share of expenditures.

-Ensure state share reimbursement is submitted to local government in accordance with all applicable Commonwealth of Virginia timely disbursement policies and guidelines.

•Guidance on CSA Implementation. Provide clear and consistent state guidance across the child serving agencies on policy, program, and practice issues.

-Ensure the least restrictive services are provided in family-based and community settings for children and their families whenever appropriate.

-Streamline administrative requirements across agencies and reduce unnecessary workload burdens.

•Technical Assistance and Training: provide localities resources, technical assistance, training, and management tools.

-Enhance the capacity of communities to sustain an effective system of services and funding for children with emotional and behavioral problems and their families that is child centered, family focused, community based, and cost effective.

-Ensure compliance with state policies and procedures.

-Enable local governments to become more informed purchasers through sharing information on evidenced based services, best practices, utilization management techniques and web-based management reporting tools.

•Utilization management: provide select localities clinical consultation and utilization review services for children in residential care.

-Assist communities in serving children in the most appropriate, least restrictive setting that builds on the strengths and needs of the child and family.

-Ensure compliance with state policies and procedures.

•Statistical Reporting/ Data Collection: Develop state and local government management reporting tools to track child demographic, service and fiscal trends over time.

-Assist local government with management tools to ensure cost-effective services are developed and provided to children and families served by CSA.

-Provide statewide local government operating census and financial statistics to all stakeholders and the general public.

-Facilitate and coordinate the collection of child specific data across the state child serving agencies to assist state and local decision makers with effective policy and decision making for children served by the CSA.

-Assist local governments with increased use of web-based technology to analyze and report child specific information on children served by CSA.

-Identify and prioritize a few child and family outcomes to better assess the impact of CSA services.

- *Factors Impacting Agency Products and/or Services:*

\* Pool Fund Incentive Match Rates: Working with the Secretary of Health and Human Resources and the various stakeholder agencies, the Annie E. Casey Strategic Consulting Group provided policy advice to strengthen CSA financial incentives to reduce reliance on residential care, serve children in their homes when possible and invest funds to expand community services. This strategy, implemented in FY2008, reduced the local match rate on community based services by 50% and initially increased the local match on congregate care services by 15% (effective January 2009). The increase to congregate care services would then increase to 25% effective July 2009. A report in the effectiveness of the initial program year activity is due November 2009.

• Medicaid: The federal government narrowed the definition of case management for treatment foster care services through the Deficit Reduction Act (DRA) of 2005, thereby reducing allowable payments under the federal Medicaid program. To ensure compliance with the DRA, DMAS implemented required changes effective March 1, 2007. This change shifted costs from the federal government to state and local governments in the CSA program. Some costs for treatment foster care are appropriate for payment through federal Title IV-E dollars for eligible children. However, in order to appropriately access these funds, standard definitions and standard rates based on the needs of children must be developed statewide. During the transition period, State and local governments must share the costs for treatment foster care services that are no longer reimbursable through Medicaid. These costs were shared prior to Medicaid funds being used for these services beginning in 2001.

\* The 2007 Appropriations Act (Item 279L) required OCS, the Virginia Department of Social Services (VDSS) and other stakeholders to examine establishing statewide rates for treatment foster care, determine the fiscal impact and report to the Governor and money committee chairs by October 1, 2007. VDSS took a leadership role because of its expertise on treatment foster care services and its previous work on rate structuring in the adoption subsidy program. They are working closely with the federal government to ensure appropriate use of Title IV-E funds. Effective October 2009 VDSS will implement a statewide rate structure to govern the administration of additional daily supervision (ADS) payments to foster and adoptive parents. VDSS concludes that they will be able to utilize Title IV-E funding for more treatment foster care activities at a higher level of reimbursement. While CSA will continue to reimburse the case management portion for children who are not Title IV-E eligible, VDSS estimates the amount of Title IV-E funds accessed will be more, thus reducing CSA expenditures.

• *Anticipated Changes in Products or Services:*

OCS anticipates more children being effectively served in their homes, schools and communities and fewer children being served in more restrictive residential and group placements.

**Finance**

• *Financial Overview:*

The agency is funded with general funding (\$305.9 million or 85%) and non-general funding (\$53.6 million or 15%). Almost \$33 million of the general fund is dedicated to Medicaid funding for residential and treatment foster care services, coupled with \$270.9 million general fund to reimburse local government state share reimbursement for pool fund service expenditures. The remaining \$2.0 million general fund is reserved for local government administrative funding, payment of utilization management services, uniform web based reporting and training.

A total of \$43.2 million of the non-general funding is dedicated to Medicaid funding for residential and treatment foster care services. The remaining \$9.4 million is used to reimburse local governments for state share pool fund expenditures. This non-general fund is transferred to CSA from the Department of Social Services using SSBG or TANF funds. Almost 1.0M is appropriated for CSA trust funds, administered by the DSS.

• *Financial Breakdown:*

	FY 2009		FY 2010	
	General Fund	Nongeneral Fund	General Fund	Nongeneral Fund
Base Budget	\$239,329,274	\$52,607,746	\$239,329,274	\$52,607,746
Change To Base	\$60,388,413	\$965,579	\$76,511,290	\$965,579
Agency Total	\$299,717,687	\$53,573,325	\$315,840,564	\$53,573,325

*This financial summary is computed from information entered in the service area plans.*

**Human Resources**

• *Overview*

The OCS administrative budget and human resources are housed in the Department of Social Services. OCS has 11 MEL to achieve its mission. The Department of Education serves as the fiscal agent for CSA. One DOE employee serves in that capacity and is not included in OCS' MEL. There are 2 Department of Behavioral Health and Developmental Services employees dedicated to utilization management and technical assistance activities.

• *Human Resource Levels*

Effective Date	1/1/2009
Total Authorized Position level	0
Vacant Positions	0
<b>Current Employment Level</b>	<b>0.0</b>

Non-Classified (Filled)	0	<i>breakout of Current Employment Level</i>
Full-Time Classified (Filled)	0	
Part-Time Classified (Filled)	0	
Faculty (Filled)	0	
Wage	0	
Contract Employees	0	
<b>Total Human Resource Level</b>	<b>0.0</b>	= <i>Current Employment Level + Wage and Contract Employees</i>

- *Factors Impacting HR*  
[Nothing entered]
- *Anticipated HR Changes*  
[Nothing entered]

**Information Technology**

- *Current Operational IT Investments:*  
OCS is supported administratively by the Department of Social Services. The agency employs web-based, agency developed applications to supports its mission. The Department of Social Services supplies all web connectivity and supplies technology support as necessary. The Virginia Information Technology Agency (VITA) considers OCS and the CSA as part of DSS and incorporated CSA with its agency consolidation of DSS. The OCS has several major information technology initiatives in implementing the CANS assessment instrument, revising the CSA data set and replacing the service fee directory system. OCS does not anticipate any major IT projects requiring approval of the IT Investment Board, but will know more once the scope of these projects are clearer. This increases the demand on OCS from a data systems and analyses perspective that is beyond our current capacity. It is unclear whether there will be any new and/or unanticipated information technology service charges for OCS to store data since VITA is a cost supporting agency.
- *Factors Impacting the Current IT:*  
The agency has no dedicated Information Technology resources. The requirements associated with implementing all VITA/NG standards must be absorbed within the scope of existing office and administrative operations. To comply with enhanced future standards will require additional resource hours of the existing CSA IT contractor.
- *Proposed IT Solutions:*  
None, at this time
- *Current IT Services:*

Estimated Ongoing Operations and Maintenance Costs for Existing IT Investments

	Cost - Year 1		Cost - Year 2	
	General Fund	Non-general Fund	General Fund	Non-general Fund
Projected Service Fees	\$0	\$0	\$0	\$0
Changes (+/-) to VITA Infrastructure	\$0	\$0	\$0	\$0
<b>Estimated VITA Infrastructure</b>	\$0	\$0	\$0	\$0
Specialized Infrastructure	\$0	\$0	\$0	\$0
Agency IT Staff	\$0	\$0	\$0	\$0
Non-agency IT Staff	\$0	\$0	\$0	\$0
Other Application Costs	\$0	\$0	\$0	\$0
<b>Agency IT Current Services</b>	\$0	\$0	\$0	\$0

*Comments:*

[Nothing entered]

- Proposed IT Investments

Estimated Costs for Projects and New IT Investments

	Cost - Year 1		Cost - Year 2	
	General Fund	Non-general Fund	General Fund	Non-general Fund
Major IT Projects	\$0	\$0	\$0	\$0
Non-major IT Projects	\$0	\$0	\$0	\$0
Agency-level IT Projects	\$0	\$0	\$0	\$0
Major Stand Alone IT Procurements	\$0	\$0	\$0	\$0
Non-major Stand Alone IT Procurements	\$0	\$0	\$0	\$0
<b>Total Proposed IT Investments</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

- Projected Total IT Budget

	Cost - Year 1		Cost - Year 2	
	General Fund	Non-general Fund	General Fund	Non-general Fund
Current IT Services	\$0	\$0	\$0	\$0
Proposed IT Investments	\$0	\$0	\$0	\$0
<b>Total</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

[Appendix A](#) - Agency's information technology investment detail maintained in VITA's ProSight system.

**Capital**

- Current State of Capital Investments:**  
With the exception of computer equipment, whose inventory is maintained by VITA, the agency has no capital assets.
- Factors Impacting Capital Investments:**  
No capital investments
- Capital Investments Alignment:**  
No capital investments

**Agency Goals**

**Goal 1**

Involve families more proactively throughout CSA.

**Goal Summary and Alignment**

Objectives • Institutionalize ways to engage families in decision-making on CSA teams through providing information, tools and best practices on recruiting, engaging, training and retaining families and through developing mechanisms to increase communication among CSA family representatives. • Work collaboratively with the Children Services System Transformation network to strenghten permanent family connections. •Outcomes for troubled youth and improvement in the CSA system are most successful with family involvement.

**Goal Alignment to Statewide Goals**

- Inspire and support Virginians toward healthy lives and strong and resilient families.

**Goal 2**

Improve the capacity of communities to effectively implement CSA, while reducing administrative burdens.

### Goal Summary and Alignment

Objective: • Tailor technical assistance to the developmental levels of communities and develop high quality technical assistance tools to assist communities in: strengthening CSA vision and community teams; assessing community strengths and needs; planning and developing creative wrap around and evidenced based services; improving utilization management; maximizing and pooling available resources; managing by data and collaborating regionally. • Develop training opportunities through designing and implementing CSA orientations for key stakeholder groups; begin designing a CSA Academy to help communities take CSA to next level; and provide targeted training. • Improve utilization management (UM) processes through implementing new UM process for non-Medicaid children in residential care collaboratively with eligible communities and private providers and working with statewide group of UM staff from localities to share best practices. • Begin developing one system of care through identifying strategies for tackling the issue of mandated and nonmandated children; bridging and building upon strengths of mental health and CSA systems of care; and resolving the custody relinquishment issue. • Begin expanding community services and the appropriate use of residential care through implementing community incentive grants and other initiatives. • Provide support for the Joint Legislative Subcommittee on CSA (SJR 96). •Virginia desires to ensure the best outcomes are achieved for troubled youth and their families through implementing local systems of care that are child centered, family focused, community based, and cost effective. •Local governments seek adequate funding, clear state guidance on policy and program implementation and coordinated technical assistance and training to assist them in making sound program and business decisions. Measure: OCS desires to support as many children as appropriate with services in the least restrictive setting. \*The percentage of Comprehensive Services Act funded youth served in community and family based settings compared to total CSA youth served. \* Measure Type: Outcome Measure Frequency: Annually \* Measure Baseline: 38.44% in FY05 \* Measure Target: 50% by FY09 \* Measure Source and Calculation: Using local government statistical information gathered from the CSA data set for the program year, we will determine the unduplicated children receiving only community based/special education day services. That total will be divided by the total CSA annual unduplicated census to arrive at the percentage of children receiving only community and family based services.

### Goal Alignment to Statewide Goals

- Inspire and support Virginians toward healthy lives and strong and resilient families.

#### Goal 3

Manage a strong financial infrastructure and continue to maximize all available resources.

### Goal Summary and Alignment

Objective: • Forecast, budget, manage, reimburse, and monitor CSA state pool funds that local governments use to purchase services for children and families. • Maximize and efficiently utilize all available federal, state, private and local funding streams complementary with CSA. • Monitor issues impacting partner agencies that can fiscally impact CSA: Federal Medicaid changes; Federal IV-E Eligibility (Rosales); Federal IV-E DSS Case Review; and Adoption Subsidies. • Reimburse the Department of Medical Assistance Services for eligible CSA expenditures. • Provide local government administrative funds. •Virginia's taxpayers, who provide the funding for the delivery for troubled youth and families, expect the state to professionally monitor service expenditures, appropriately budget state supported programs, and reimburse local governments the appropriate state contribution of expenditures in a timely and efficient manner.

### Goal Alignment to Statewide Goals

- Be recognized as the best-managed state in the nation.

#### Goal 4

Enhance communication with all CSA stakeholders.

### Goal Summary and Alignment

Objective: • Provide staff support for the SEC, SLAT and its task groups. • Conduct regional meetings with CSA stakeholders across the state. • Continue developing strong partnerships with key stakeholder groups: the four state child serving agencies (DJJ, DBHBS, DOE, and DSS) and their local associations; the CSA Coordinators Network; private providers; and judges. • Improve electronic communications including: implementing an electronic newsletter; ensuring compliance with new state website requirements; improving the technical assistance and family pages on OCS' website; implementing a calendar on OCS' website to post major events by partners; and meeting with stakeholders to determine ways to enhance the service fee directory. •CSA serves troubled youth who require services that are not available, are beyond normal agency services, or require coordinated services by at least two agencies. It requires a collaborative structure at the state and community levels, encouraging family involvement and a public and private partnership in service delivery. Thus, CSA by design is dependent on the contributions, synergies and efficiencies created by all CSA stakeholders at the state and communities levels working together. Effective communication is critical to successful implementation of CSA.

**Goal Alignment to Statewide Goals**

- Inspire and support Virginians toward healthy lives and strong and resilient families.

**Goal 5**

Provide management information for decision making.

**Goal Summary and Alignment**

Objective: •Finalize CSA outcomes and performance measures. • Develop additional quality on-line management reports for CPMTs. • Continue to analyze CSA data set information. • Explore feasibility of linking CSA, Medicaid & Title IV-E expenditures by child. •Citizens and state and local government should be provided information to assist with planning, development, monitoring and evaluation of services provided.

**Goal Alignment to Statewide Goals**

- Engage and inform citizens to ensure we serve their interests.

**Goal 6**

Strengthen the culture of preparedness across state agencies, their employees and customers

**Goal Summary and Alignment**

This goal ensures compliance with federal and state regulations, policies and procedures for Commonwealth preparedness, as well as guidelines promulgated by the Assistance to the Governor for Commonwealth Preparedness, in collaboration with the Governor's Cabinet, the Commonwealth Preparedness Working Group, the Department of Planning and Budget and the Council on Virginia's Future. The goal supports achievement of the Commonwealth's statewide goal of protection the public's safety and security, ensuring a fair and effective system of justice and providing a prepared response to emergencies and disasters of all kinds. Objectives: • We will be prepared to act in the interest of the citizens of the Commonwealth and its infrastructure during emergency situations by actively planning and training both as an agency and as individuals Measure: Agency Preparedness Assessment Score. Measure Type: Outcome Measure Frequency: Annual Measure Class: Agency other Measure Baseline: 2008 Agency Preparedness Assessment Results (% out of 100) Measure Target: Minimum of 75% Measure Source and Calculation: The Agency Preparedness Assessment is an all-hazards assessment tool that measures agencies' compliance with requirements and best practices. The assessment has components including Physical Security, Continuity of Operations, Information Security, Vital Records, Fire Safety, Human resources and Risk management. Strategy: The Agency Emergency Coordination Officer will stay in continuous communication with the Office of Commonwealth Preparedness, the Virginia Department of Emergency Management and other Commonwealth Preparedness Working Group agencies

**Goal Alignment to Statewide Goals**

- Elevate the levels of educational preparedness and attainment of our citizens.
-

## Service Area Strategic Plan

**Comprehensive Services for At-Risk Youth and Families (200)**

3/11/2014 9:37 am

Biennium: 2008-10 ▼

## Service Area 1 of 1

**Financial Assistance for Child and Youth Services (200 453 03)****Description**

This service area provides localities resources, technical assistance, training and utilization management services so they can maintain a system of services and funding for children who have emotional and behavioral problems and their families. It forecasts, budgets, reimburses and monitors funds that local governments use to purchase services for children and families under the Comprehensive Services Act for At-Risk Youth and Families (CSA). It directs, manages and reports data on CSA funded children. It works collaboratively with its partners (state and local government agencies, service providers, and children and their families) to increase the capacity of communities across the Commonwealth to successfully implement CSA. It ensures the decisions of the State Executive Council are implemented, working closely with the State and Local Advisory Team.

Specific services falling under the umbrella of this service area as required by the Appropriations Act include:

- Reimbursing local government the state share of eligible services for children and families.
- Reimbursing the Department of Medical Assistance Services for eligible expenditures made by the department on behalf of CSA.
- Maintaining agency performance measures, the Governor's agency administrative measurements and other required administrative activities.
- Assisting Community Policy and Management Teams (CPMTs) to ensure that services and funding are consistent with the Commonwealth's policies of preserving families and providing appropriate services in the least restrictive environment.
- Providing communities with technical assistance on ways to implement systems of care, promote system transformation, encourage wrap around service alternatives, control costs, use alternative/flexible funding sources, conduct utilization management, and other administrative and fiscal issues.
- Provide select localities clinical consultation and utilization review services for children in residential care to assist serving children in the most appropriate, least restrictive and cost effective setting in an effort to transition to community service.
- Developing guidelines for strengthening CPMT's and FAPT's by developing resource tools, local agency surveys, developing effective framework on roles, responsibilities and best practices and clarifying CSA policy.
- Strengthening the role of families in FAPT's and CPMT's and communities
- Improving information available on residential care providers by developing a standardized information system that will enable regulatory agencies to report licensing and compliance data to OCS, DSS, DOE, DJJ and DBHDS
- Providing support for uniform CSA assessment and reporting requirements.
- Providing local government information on funding opportunities.

**Background Information****Mission Alignment and Authority**

- *Describe how this service supports the agency mission*

This service area is directly aligned with the State Executive Council's mission to direct a cost-effective collaborative system of services for youths that is child centered, family focused and community based. This service area is further aligned with Virginia's long term goal of supporting Virginians toward healthy lives and strong and resilient families.

- *Describe the Statutory Authority of this Service*

The authority for the Comprehensive Services Act may be found in the following cites within the Code of Virginia:

2.2-2648 establishes the State Executive Council as the supervisory council for the CSA, defining its membership, meeting, powers and duties.

2.2-2649 establishes the Office of Comprehensive Services for At-Risk Youth and Families and defines its powers and duties.

2.2-5200 defines the intent of the CSA; defined as a law to create a collaborative system of services and funding that is child-centered, family-focused and community-based when addressing the strengths and needs of troubled and at-risk youth and their families.

2.2-5201 – 5203 establishes the State and local advisory team, appointment, membership, and powers and duties. The state and local advisory team is established to better service the needs of troubled and at-risk youths and their families

by advising the Council by managing cooperative efforts at the state level and providing support to community efforts.

2.2-5204 – 5206 establishes the community policy and management team, appointments, fiscal agents, membership, and powers and duties. The community policy and management team is to manage the cooperative efforts in each community to better service the needs of troubled and at-risk youths and their families and to maximize the use of state and community resources.

2.2-5207 - 5209 establishes the family assessment and planning team, membership, powers and duties and establishes referral requirements. The family assessment and planning team shall assess the strengths and needs of troubled youths and families and determine the complement of services required to meet those unique needs.

2.2-5210 establishes that all public agencies that have served a family or treated a child referred to a family assessment and planning team shall share agency client information with the team after obtaining proper consent and that this information is confidential. Demographic, service and cost information of a nonidentifying nature may be gathered for reporting and evaluation purposes.

2.2-5211 - 5214 establishes a state pool of funds to be allocated to the community policy and management teams in accordance with the Appropriations Act. Rates paid for services purchased shall be determined by competition of the market place and published in a service fee directory. Establishes a state trust fund.

**Customers**

Agency Customer Group	Customer	Customers served annually	Potential annual customers
Local Governments	Local governments	131	131
Service providers	Service providers	1,542	1,600
Youth and their families	Youth and families	18,195	19,000

*Anticipated Changes To Agency Customer Base*

As the philosophies and principals associated with the Children’s system transformation continue to be implemented across the Commonwealth, it is anticipated that there will be a shifting from the use of congregate care placements to less restrictive community based services. Evidence of this has been demonstrated in the pilot localities associated with the system transformation, where in December 2007 there were a total of 763 children in congregate care settings and that number has been reduced to 438 by June 2008, a 42% reduction.

Although too early for trend analysis, there are early indicators that local changes in practice and the continued economic stress has actually reduced the number of children receiving CSA funded services. Third quarter 2009 census data (quarter ending March 2009) reports a 1.31% decline in unduplicated CSA population served as compared to 2008. (15,509 children in FY2009 versus 15,715 in 2008).

**Partners**

Partner	Description
[None entered]	

**Products and Services**

- *Factors Impacting the Products and/or Services:*

- \* Pool Fund Incentive Match Rates: Working with Secretary of Health and Human Resources and the various stakeholder agencies, the Annie E. Casey Strategic Consulting Group provided policy advice to strengthen CSA financial incentives to reduce reliance on residential care, serve children in their homes when possible and invest funds to expand community services. This strategy, implemented in FY2008, reduced the local match rate on community based services by 50% and initially increased the local match on congregate care services by 15% (effective January 2009). The increase to congregate care services would then increase to 25% effective July 2009. A report on the effectiveness of the initial program year activity is due November 2009.

- \* Medicaid: The federal government narrowed the definition of case management for treatment foster care services through the Deficit Reduction Act (DRA) of 2005, thereby reducing allowable payments under the federal Medicaid program. To ensure compliance with the DRA, DMAS implemented required changes effective March 1, 2007. This change shifted costs from the federal government to state and local governments in the CSA program. Some costs for treatment foster care are appropriate for payment through federal Title IV-E dollars for eligible children. However, in order to appropriately access these funds, standard definitions and standard rates based on the needs of children must be developed statewide. During the transition period, State and local governments must share the costs for treatment foster care services that are no longer reimbursable through Medicaid. These costs were shared prior to Medicaid funds being used for these services beginning in 2001.

\* Rate Standardization: The 2007 Appropriations Act (Item 279L) required OCS, the Virginia Department of Social Services (VDSS) and other stakeholders to examine establishing statewide rates for treatment foster care, determine the fiscal impact and report to the Governor and money committee chairs by October 1, 2007. VDSS took a leadership role because of its expertise on treatment foster care services and its previous work on rate structuring in the adoption subsidy program. They are working closely with the federal government to ensure appropriate use of Title IV-E funds. Effective October 2009 VDSS will implement a statewide rate structure to govern the administration of additional daily supervision (ADS) payments to foster and adoptive parents. VDSS concludes that they will be able to utilize Title IV-E funding for more treatment foster care activities at a higher level of reimbursement. While CSA will continue to reimburse the case management portion for children who are not Title IV-E eligible, VDSS estimates the amount of Title IV-E funds accessed will be more, thus reducing CSA expenditures.

\* Forecasting: It is inherently difficult to forecast CSA costs at the state and local level due to the nature of the program. CSA cost are driven by multiple factors, many beyond state and local control including: The number of mandated children in the community; severity of problems; availability, type and duration of service; service rates; availability of alternative funding sources; local practices and policy changes.

- *Anticipated Changes to the Products and/or Services*

OCS anticipates more children being effectively served in their homes, schools and communities and fewer children being served in more restrictive residential and group settings

- *Listing of Products and/or Services*

- State Share Reimbursement: Reimbursement of state share service payments to local governments for services they purchase for youth and families.
- Guidance on CSA Implementation. Provide clear and consistent state guidance across the child serving agencies on policy, program fiscal and practice issues.
- Technical Assistance and Training: provide localities resources, technical assistance, training, and management tools.
- Utilization Management: conduct state-sponsored utilization management and clinical consultation of residential services for children funded through CSA who are not Medicaid eligible for eligible communities, in collaboration with localities and private providers.
- Statistical Reporting/ Data Collection: Develop state and local government management reporting tools to track child demographic, service and fiscal trends over time. Provide local governments comprehensive historical management reporting of CSA funded children served.

## Finance

- *Financial Overview*

The agency is funded with general funding (\$305.9 million or 85%) and non-general funding (\$53.6 million or 15%). Almost \$33 million of the general fund is dedicated to Medicaid funding for residential and treatment foster care services, coupled with \$270.9 million general fund to reimburse local government state share reimbursement for pool fund service expenditures. The remaining \$2.0 million general fund is reserved for local government administrative funding, payment of utilization management services, uniform web based reporting and training.

A total of \$43.2 million of the non-general funding is dedicated to Medicaid funding for residential and treatment foster care services. The remaining \$9.4 million is used to reimburse local governments for state share pool fund expenditures. This non-general fund is transferred to CSA from the Department of Social Services using SSBG or TANF funds. Almost \$1.0M is appropriated for CSA trust funds, administered by the DSS.

- *Financial Breakdown*

	FY 2009		FY 2010	
	General Fund	Nongeneral Fund	General Fund	Nongeneral Fund
Base Budget	\$239,329,274	\$52,607,746	\$239,329,274	\$52,607,746
Change To Base	\$60,388,413	\$965,579	\$76,511,290	\$965,579
Service Area Total	\$299,717,687	\$53,573,325	\$315,840,564	\$53,573,325

## Human Resources

- *Human Resources Overview*

[Nothing entered]

- *Human Resource Levels*

Effective Date		
Total Authorized Position level	0	
Vacant Positions	0	
<b>Current Employment Level</b>	<b>0.0</b>	} breakout of Current Employment Level
Non-Classified (Filled)		
Full-Time Classified (Filled)		
Part-Time Classified (Filled)		
Faculty (Filled)		
Wage		
Contract Employees		
<b>Total Human Resource Level</b>	<b>0.0</b>	= Current Employment Level + Wage and Contract Employees

- *Factors Impacting HR*

[Nothing entered]

- *Anticipated HR Changes*

[Nothing entered]

**Service Area Objectives**

- Minimize the length of time when CSA child specific data set demographic and expenditure information is submitted to the state office after the end of the quarter

**Objective Description**

The purpose of this measure is to obtain child specific information on children receiving CSA funding in a timely manner. This information provides the framework to ascertain (1) who are the children served by CSA; (2) How did these children come to CSA; (3) What are the children being referred to CSA; (4) What services are they receiving; (5) How much do these services cost; (6) What is the outcome of the services provided.

**Alignment to Agency Goals**

- Agency Goal: Provide management information for decision making.

Comment: This objective aligns with the agency mission by providing stakeholders and other CSA partners with information to measure performance on a variety of parameters.

**Link to State Strategy**

- nothing linked

**Objective Measures**

- Assist all localities in submitting complete and accurate child service/cost information within 60 days of the close on each quarter.

Measure Class:  Measure Type:  Measure Frequency:  Preferred Trend:

Frequency Comment: quarters 2 and 3

Measure Baseline Value:  Date:

Measure Baseline Description: 60 days

Measure Target Value:  Date:

Measure Target Description: 50 days

Data Source and Calculation: CSA Data Set management reporting system.

- Maximize the number of CSA funded youth served in community and family based settings

**Objective Description**

The agency desires to support as many children as appropriate with services in the least restrictive setting.

**Alignment to Agency Goals**

- Agency Goal: Improve the capacity of communities to effectively implement CSA, while reducing administrative burdens.

Comment: This objective is strategically aligned with the intent of the CSA; defined as a law to create a collaborative system of services and funding that is child-centered, family-focused and community-based when addressing the strengths and needs of troubled and at-risk youth and their families.

**Link to State Strategy**

- nothing linked

**Objective Measures**

- We will increase the proportion of children served at home, in school and in the community.

Measure Class:  Measure Type:  Measure Frequency:  Preferred Trend:

Measure Baseline Value:  Date:

Measure Baseline Description: 38.44% for FY05

Measure Target Value:  Date:

Measure Target Description: 50% for FY09

Data Source and Calculation: Using local government statistical information gathered from the CSA data set for the program year, we will determine the unduplicated children receiving on community based/special education day services. That total will be divided by the total CA annual unduplicated census to arrive at the percentage of children receiving on community and family based services.

- Ensure that resources are used efficiently and programs are managed effectively, and in a manner consistent with applicable state and federal requirements.

**Objective Description**

To ensure that resources are used efficiently and programs are managed effectively, and in a manner consistent with applicable state and federal requirements.

**Alignment to Agency Goals**

- Agency Goal: Manage a strong financial infrastructure and continue to maximize all available resources.

**Link to State Strategy**

- nothing linked

**Objective Measures**

- Agency Scorecard Efficiency

Measure Class:  Measure Type:  Measure Frequency:  Preferred Trend:

Measure Baseline Value:  Date:

Measure Baseline Description: The 2007 score of the agency.

Measure Target Value:  Date:

Measure Target Description: To be developed by each agency.

Data Source and Calculation: The Management Scorecard grades agencies on six criteria. Take the number of cases where your agency scored "Meets Expectations" and divide by six.

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