

Strategic Plan
(2012-2014 Version 1)

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

Agency Plan

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 Virginia's children 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. We embrace the concepts and philosophy of the Virginia Children's Services Practice and Family Engagement Models.

Values

Family Focused: Promotes working in partnership with families to ensure that the assessment, design, delivery and management of service is family driven

Continuum of Care: Provides access to a continuum of assessment, early intervention, treatment, and transition services and supports in communities.

Integrated Services Across Agencies: Provides for integrated services and funding for children and their families with designated care management to ensure multiple services are coordinated across agencies and evolve over time to meet the changing strengths and needs of children and their families

Collaborative: Supports open communication, active participation, and collaboration among CSA stakeholders across all sectors and at all levels on program and fiscal policy development, service development, delivery and management.

Systems of Care: Promotes policies, uniform guidelines, services, funding and practices that support systems of care in communities that can be tailored to meet the unique strengths, resources, and needs of children, families and communities.

Fiscal Accountability: Ensures fiscal accountability in that funds are spent effectively, efficiently and equitably, maximizing the use of all local, state, federal & private funding streams.

Information Technology

Current Operational IT Investments

In 2012 the agency hired its first Information Technology Manager. This newly hired position plans and administers the technical and data operations activities for the Office of Comprehensive Services (OCS). The Department of Social Services continues to supply web connectivity and technology support to the Office of Comprehensive Services as necessary.

The OCS has several major information technology initiatives:

* In January 2012, a proof of concept data based program evaluation was initiated with Casey Family Programs (CFP). The project conducted a 3 year data analysis including: assessment of data collected on all youth receiving CSA funded services; client level case management and service expenditure data and case management/demographic data for foster care youth. The proof of concept successfully indicated that the state can easily collect client specific data without modification to local systems and payment data can successfully be linked across agencies. Procurement of comprehensive analysis capabilities was finalized in fiscal year 2013. The collection of client-specific expenditure data commenced in May 2013 and once fully implemented will enhance the ability to identify effective and efficient practices in serving youth and to identify fraud, waste, and/or abuse of CSA funds.

• Continued implementation/modification and report development of the CANS on line assessment instrument allowing the agency to collect data to use in measuring child and system performance outcomes. Value added is in constituent service, as localities are able to better evaluate the effectiveness of the services provided to children and families. Operational efficiency is enhanced as all assessments are entered into the web-based system, eliminating the need for paper assessments. An assessment instrument is mandated under section 2.2-2648 (11) COV.

* The existing OCS operational systems for collection of expenditure and demographic data utilized outdated technologies and were converted in FY2013 to comply with operating and security requirements of the Commonwealth. Enhancements to these systems continue to be made to improved user functionality.

• Improving utilization of data to provide a detail evaluation of individual services received by a child. This information, coupled with CANS outcome data, will assist in providing the most effective child service delivery. Numerous statistical management reports and key performance measures are derived from information. The collection of child data is mandated under sections 2-2-2649 (11) and 2-2-2648 (16) COV. This project is connected with the data integration project listed above.

• The CSA Service Fee Directory provides provider information for the purchaser (local governments in CSA) to provide comparative "shopping" for children requiring the same or similar service needs. The depth of the service information needs to be expanded to afford purchasers of children's services with information to make the most efficient service decision for the child and family. OCS continues to examine necessary improvements and the most effective means to provide such information to localities. The Service Fee Directory is mandated under section 2-2-5214 COV.

Factors Impacting the Current Agency IT

In FY 2012, all historical child specific CSA data were migrated to a new server. Current data systems require conversion to meet VITA standards. The recently hired information technology manager is evaluating existing applications to ensure compliance with standards and to maximize reliability and functionality of all systems.

Present data collection client level service data and demographics is inadequate to inform management evaluation of program effectiveness. Expenditure data is collected only in the aggregate. OCS has plans to collect client specific data and upgrade local reporting mechanisms.

Proposed IT Solutions

OCS has procured comprehensive data analytics software and consultative supports during FY2013 to support the initiatives discussed above.

Financial Overview

In FY13, the agency is funded with general funding (\$225.4 million or 81%) and non-general funding (\$52.6 million or 19%). Just over \$28.5 million of the general fund is dedicated to Medicaid funding for residential and treatment foster care case management services, coupled with \$194.3 million general fund to reimburse local government state share reimbursement for pool fund service expenditures. The remaining \$2.6 million general fund is reserved for local government administrative funding, payment of the uniform assessment instrument, uniform web based reporting, partial procurement of the data analytics package and training.

The \$44.6 million decline in general funding from the 2013 base budget almost exclusively is comprised of reduced caseload and service utilization.

The \$52.9 million general fund reduction (Changes to Base Budget) in FY14 results from adjustments for reduced caseload and service utilization of \$43 million coupled with projected saving of \$9.9 million from the purchase of the data analytics package summarized in the IT initiative section of this strategic plan.

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.

Budget Component	2013 GF	2013 NGF	2014 GF	2014 NGF
Base	270,060,815	52,607,746	270,060,815	52,607,746
Changes to Base	-44,637,091	0	-52,863,079	0
Total	225,423,724	52,607,746	217,197,736	52,607,746

Agency Goals

- 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.
- * Develop mechanisms to increase communication among CSA family representatives.
- Promote permanency and encourage family engagement.

Long Term Goal

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

Societal Indicator: Foster Care

- 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 provide high quality technical assistance to enable communities to strengthen community teams; assess community strengths and needs; planning and developing creative wrap around and evidenced based services; improve utilization management; and maximize utilization of available resources.
- Provide robust training to local communities on issues critical to effective fiscal and program operations.
- Support a comprehensive system of care through identifying strategies for ensuring access to services for youth not mandated to receive services; bridging and building collaboration across child serving agencies, private providers, and families; and expanding community services.
- Ensure the best outcomes are achieved for troubled youth and their families by supporting communities in the provision of services that are child centered, family focused, community-based, and cost effective.
- Provide clear state guidance on policy and program implementation.

Long Term Goal

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

Societal Indicator: Foster Care

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

Goal Summary and Alignment

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.

Objective:

- Forecast, budget, manage, reimburse, and monitor CSA state pool funds that local governments use to purchase services for children and families.
- Maximize and efficient utilization of all available federal, state, private and local funding streams.
- Monitor issues impacting partner agencies that can fiscally impact CSA: Federal Medicaid changes; Federal IV-E Eligibility; 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.

Long Term Goal

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

Societal Indicator: Government Operations

- Enhance communication with all CSA stakeholders.

Goal Summary and Alignment

CSA serves troubled youth who require services that are not otherwise 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. CSA, by design, is dependent on the contributions, synergies and efficiencies created by all CSA stakeholders at the state and local levels working together. Effective communication is critical to successful implementation of CSA

Objective:

- Provide staff support for the SEC, SLAT and its task groups.
- Solicit input from CSA stakeholders across the state.
- Continue developing strong partnerships with key stakeholder groups: the four state child serving agencies (DJJ, DMHMRSAS, DOE, and DSS) and their local associations; the CSA Coordinators Network; private providers; and judges.
- Improve communications including: maintain calendar on OCS' website to post major events by partners; meet with stakeholders to determine ways to enhance OCS services; provide meaningful data and reports to the public; disseminate key information to constituents.

Long Term Goal

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

Societal Indicator: Foster Care

Programs and Service Areas for Agency

- 45303: Financial Assistance for Child and Youth Services

Customers

Pre-Defined Customer Group	User Specified Customer Group	Customers Served Annually	Potential Annual Customers	Projected Trend in # of Customers
Child	Youth and their families	15,255	19,000	Increase
Local or Regional Government Authorities	Local Governments	130	130	Stable
Health Care	Service providers	1,333	1,500	Stable

Key Risk Factors

The Office of Comprehensive Services has identified several key initiatives impacting agency operations over the next biennium:

- All historical child specific data were migrated to a new server in 2012. Current data systems require conversion to meet VITA standards. The agency is converting existing applications to become compliant with standards and to maximize reliability and functionality of all supporting systems.
- Effective with FY 2014 OCS is currently for the first time client specific expenditure data and has begun development of revised systems to enhance local reporting mechanisms.
- Concurrent with the upgrading of reporting mechanisms, activities to enable the integration of data across multiple systems were initiated in FY 2012. In

January 2012, a proof of concept data based program evaluation was initiated with Casey Family Programs. This project led to the purchase of comprehensive data integration and analysis services which will enhance the ability to identify effective and efficient practices in serving youth and to identify fraud, waste, and/or abuse of CSA funds.

- At the April 2013 State Executive Council meeting, council adopted "Carve Out Policy" which will allow a maximum of \$2.0 million in general fund to be set aside from local service allocations to support one-time start up costs for new services. Adoption of the policy is contingent upon state allocation of additional funds to support the fiscal impact.
- It is inherently difficult to forecast CSA cost at the state and local level due to the nature of the program. CSA costs are driven by multiple factors, many beyond state and local control, including: the number of mandated children in a particular community; severity of problems; availability, type and duration of services; service rates; availability of alternative funding sources; and local practice and policy changes.

Products and Services

The primary product of the Office of Comprehensive Services is the state share reimbursement to local governments for eligible services they purchase for youth and their families. Local governments coordinate a wide array of services for eligible at-risk youth and families including, but not limited to, foster care services, private day and residential special education services, and behavioral health services. In the 2012 program year the agency served 15,255 youth at a cost of \$323.8 million (\$208.7 million general fund). An additional \$67.3 million was paid by the Department of Medical Assistance Services (DMAS) for Medicaid eligible CSA service expenditures.

In FY 2012, all historical child specific CSA data were migrated to a new server as required to meet VITA security standards. The agency has evaluated all existing applications to ensure compliance with standards and to maximize reliability and functionality of all systems.

Effective with the FY 2014 fiscal year, OCS will collect client-specific expenditure data from every locality. This will represent the first such collection and will enable significantly enhanced program evaluation.

Trends

Rankings & Customer Trends

In July 2008, the Commonwealth implemented strategies to reduce the reliance on residential care and to emphasize service to children within their homes and communities. The strategies included a reduction to the local match rate for community based services by 50% and an increase to the local match rate for residential care by 25%. Since July 2009, the number of children served under the CSA in residential care was reduced from 3,046 to 2,054 for program year ending 2012, or by 33%. There has also been a decline in the overall number of children receiving CSA funded services. The number of children served under the CSA has declined by 2,373 since 2009 (17,628 in 2009 versus 15,255 in 2012) representing a 13.5% decline.

A key goal for CSA in the next biennium is to support implementation of a singular, unified system of care that ensures equal access to services for at risk youth across the Commonwealth. Strategies identified to accomplish this goal include: review and revise the policies of child service agencies governing the use of funds to align service criteria, assessment, authorization and utilization review; encourage local utilization of available CSA allocations for youth not mandated for services; support the development of new services through state facilitated collaborative meetings between localities and private providers; review, revise and recommend policy and/or statute changes to enable development of new services to address service gaps; and support cross-secretariat leadership with regard to services for at risk youth.

Trend Name	Trend Area
Total annual program expenditure	Decrease
Youth served in the community	Increase
Youth served in residential	Decrease

Performance Highlights: Service Performance & Productivity Initiatives

Increasing utilization of community based services to decrease reliance on restrictive, residential placement is a key CSA performance measure. Since 2008, several strategies have been implemented to decrease reliance on residential care including:

- In July 2008 the State Executive Council approved a hierarchy of service categories with an accompanying incentive match rate system.
- The *Children's Services Systems Transformation* initiative was implemented statewide. This initiative was designed to change local practice to increase use of community based services.

These two initiatives have had significant impact on the overall service expenditures paid by the Comprehensive Services Act. Overall CSA expenditures have declined from an apogee of \$380.5 million in the 2008 program year (the initiation of the system delivery change) to \$323.8 million in the FY 2012 program year, a 14.9% decline in 4 years. (Note: Program year FY 2013 expenditure results will be finalized in November 2013).

Similarly, these initiatives have positively contributed to the CSA goal of increasing the percentage of community based services to total overall CSA services. Usage of community based services represented 40.05% of total services in 2008; this ratio increase to 42.5% in FY 2012.

While the *Children's Services Systems Transformation* initiative can be considered complete, focused discipline on aligning practice and policies must be maintained. In FY 2013, The Virginia Wraparound Center of Excellence (COE) has been established through a four-year federal Substance Abuse and Mental Health Services Administration (SAMHSA) grant to bring the High Fidelity Wraparound Model of Care to scale in the State of Virginia. One of the goals of the COE is to provide training in the High Fidelity Wraparound Model. Virginia's commitment to the effective coordination of care for youth in, or at risk of, out of home placements is evidenced in its statutory requirement for each local CPMT to establish policies for the provision of Intensive Care Coordination Services. This training aims to provide participants with valuable information that they can use to guide Wraparound implementation efforts in their local communities and support staff development activities.

Management Discussion & Analysis

Future Direction, Expectations, and Priorities

There are four primary areas of focus for CSA operations: train, equip, analyze and monitor. The Office of Comprehensive Services is the administrative entity responsible for implementation of the decisions and policies of the State Executive Council (SEC). The SEC assures

collaborative programmatic policy development, fiscal policy development and administrative oversight of the efficient and effective provision of child centered, family focused and community based services to eligible youth and families. The CSA is concentrating on three overarching goals over the next biennium: 1) Support implementation of a singular, unified system of care that enables equal access to services for at risk youth; 2) Support informed decision making through utilization of data to improve child and family outcomes; 3) Improve the operational effectiveness of CSA administration.

45303: Financial Assistance for Child and Youth Services

Description

The Office of Comprehensive Services provides resources, technical assistance, training and utilization management services to localities so they can maintain a system of services and funding for at-risk youth 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 services. It works collaboratively with its partners (state and local government agencies, service providers, and 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.

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

- Reimbursing local government the state share of services purchased for eligible 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.
- Provide communities with technical assistance on ways to implement a comprehensive system of care, promote system transformation, encourage wrap around service alternatives, control costs, use alternative/flexible funding sources, conduct utilization management, and conduct other administrative and fiscal operations.
- Provide upon request clinical consultation and utilization review services for children in residential care to assist localities to serve children in the most appropriate, least restrictive and cost effective manner.
- Conducting fiscal and program audits to provide assessment of operations, identify areas for improvement, and provide consult and support for program improvement.
- Strengthening the role of families and the planning and implementation of services.
- Improving data collection, integration, analysis and utilization to improve outcomes for youth and families.
- Providing support for uniform assessment of youth functioning, ie managing training and electronic collection of data.

Mission Alignment and Authority

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.

Customers for this Service Area

Anticipated Changes to Customers Base

As the philosophies and principles associated with a comprehensive system of care continue to be implemented across the Commonwealth, it is anticipated that youth outcomes will be enhanced and efficiency of service delivery will be maximized.

Economics, combined with efforts to serve youth within their families, reduced the number of children receiving CSA funded services over the past five years. The number of children served by the CSA has declined by 3,203 (18,458 children in 2007 versus 15,255 in 2012) This decline has leveled off and it is anticipated numbers will begin to increase in the coming years.

Current Customer Base

Pre-Defined Customer Group	User Specified Customer Group	Customers Served Annually	Potential Annual Customers	Projected Trend in # of Customers
Child	Youth and families	15,300	17,000	Increase
Local or Regional Government Authorities	Local governments	131	131	Stable
Health Care	Service providers	1,623	1,700	Increase

Partners for this Service Area

Partner	Description
No partners currently entered in plan	

Products and Services

Factors Impacting the Products and/or Services

In July 2008, the Commonwealth implemented strategies to reduce the reliance on residential care and to emphasize serving children in their communities and within family-based settings. The strategies reduced the local match rate on community based services by 50% and increased the local match rate on congregate (residential) care by 25% and implementation of statewide efforts to transform practices for serving children. Since fiscal year 2009, the number of children served by CSA in congregate care has reduced from 3,046 children to 2,054 children for year ending fiscal year 2012, or 33%. Through these strategies, local governments saved almost \$24 million in local share, through the 2012 program year.

- 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 children in the community; severity of needs; type and duration of services needed; service rates; availability of alternative funding sources; local practices and policy or statutory changes.

Anticipated Changes to the Products and/or Services

The 2011 Appropriation Act, Chapter 890, included language requiring the OCS, in collaboration with the Department of Medical Assistance Services (DMAS), to explore the possibility of transferring the CSA billing system to DMAS. A report on the actions necessary and preliminary cost, potential savings and timeline for transferring the system was provided in May 2012.

Concurrent with the exploration of the potential transfer of CSA billing to DMAS, activities to enable the integration of data across multiple systems were initiated. In January of 2012, a proof of concept data based program evaluation was initiated with Casey Family Programs (CFP). The project conducted a 3 year data analysis including: Assessment data collected on all youth receiving CSA services; client level case management and service expenditure data and case management/demographic data for foster youth. The proof of concept successfully indicated that the state can easily collect client specific data without modification to local systems and payment data can successfully be linked across agencies. The collection of client-specific expenditure data commenced in May 2013 and once fully implemented will enhance the ability to identify effective and efficient practices in serving youth and to identify fraud, waste and/or abuse of CSA funding.

Listing of Products and / or Services

State Share Reimbursement: Reimbursement of state share 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 resources, technical assistance, training, and management tools to local governments and other stakeholders.

Utilization Management: upon local request, conduct state-sponsored utilization management and clinical consultation of residential services for children funded through CSA.

Program Audit: provide independent, objective assurance and consulting services designed to add value and improve the operations of locally administered Comprehensive Services Act (CSA) programs. These services support CSA to accomplish its objectives by bringing a systematic, disciplined approach to evaluate and improve the effectiveness of risk management, control, and governance processes. Program Audits evaluate the effectiveness of internal controls and organizational practices applicable to financial and operational activities of CSA.

Statistical Reporting/ Data Collection: Collect fiscal, demographic, and assessment data and publish statistical analysis and reports for purposes of program evaluation and improvements.

Financial Overview

Budget Component	2013 GF	2013 NGF	2014 GF	2014 NGF
Base	270,060,815	52,607,746	270,060,815	52,607,746
Changes to Base	-44,637,091	0	-52,863,079	0
Total	225,423,724	52,607,746	217,197,736	52,607,746

Objectives for this Service Area

Objectives for this Service Area

Objective

Minimize the average state agency administrative cost to serve a Comprehensive Service Act funded child

Description

The purpose of this measure is to minimize the overall state administrative cost to support CSA stakeholders with achieving the overall strategic goals of the Comprehensive Services Act

Objective Strategies

No Strategies for this Objective

Alignment to Agency Goals

No Agency Goals for this Objective

Measures

- The average agency administrative cost to serve a Comprehensive Services Act funded youth.

Measure Class Measure Type Preferred Trend Frequency

Data Source and Calculation

The measure is determined by dividing the total unduplicated number of CSA funded children served (as reported by local governments) by the total cost for training and technical assistance supplied by the Office of Comprehensive Services

Objective

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

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.

Objective Strategies

No Strategies for this Objective

Alignment to Agency Goals

- Enhance communication with all CSA stakeholders.

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 Preferred Trend Frequency

Data Source and Calculation

Comprehensive Services Act Data Set management reporting system. Calculate the actual number of days for all localities to submit complete 2nd and 3rd quarter child specific demographic and financial information from the first day of each new applicable quarter.

- Average agency administrative cost to serve a Comprehensive Services Act funded youth

Measure Class Preferred Trend Frequency

Data Source and Calculation

The measure is determined by dividing the total unduplicated number of Comprehensive Services Act funded children served (as reported by local governments) by the total cost for training and technical assistance supplied by the Office of Comprehensive Services

Objective

Maximize the number of Comprehensive Services Act funded youth served in community and family based settings

Description

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

Objective Strategies

No Strategies for this Objective

Alignment to Agency Goals

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

Measures

- The percentage of Comprehensive Services Act funded youth served in community and family based settings compared to total Comprehensive Services Act youth served.

Measure Class Measure Type Preferred Trend Frequency

Data Source and Calculation

Using local government statistical information gathered from the Comprehensive Services Act data set for the program year, we will determine the unduplicated children receiving on community based services. That total will be divided by the total Comprehensive Services Act annual unduplicated census to arrive at the percentage of children receiving only community and family based services.