

2016-18 Executive Progress Report

Commonwealth of Virginia
Secretary of Health and Human Resources
Department for Aging and Rehabilitative Services

At A Glance

The Virginia Department for Aging and Rehabilitative Services, in collaboration with community partners, provides and advocates for resources and services to improve the employment, quality of life, security, and independence of older Virginians, Virginians with disabilities, and their families.

Staffing 906 Salaried Employees, 31 Contracted Employees, 1038 Authorized, and 97 Wage Employees.

Financials Budget FY 2017, \$235.35 million, 23.59% from the General Fund.

Trends
Legend ↑ Increase, ↓ Decrease, → Steady

Key Perf Areas → VR Competitive Employment
 ↑ No Wrong Door
Productivity ↑ VR Employment Rate
Legend ↑ Improving, ↓ Worsening, → Maintaining

For more information on administrative key, and productivity measures, go to www.vaperforms.virginia.gov

Background and History

Agency Background Statement

The Department for Aging and Rehabilitative Services (DARS) was created by legislation in 2012 to take the programmatic units of the Department of Rehabilitative Services and the Department for the Aging and create a new entity with a wider menu of service options. In 2013, the Adult Services and Adult Protective Services units from the Department of Social Services became a part of DARS.

DARS' vocational rehabilitation, community rehabilitation and Social Security Disability Determination Services programs support Virginians with disabilities to maximize their employment, independence and full inclusion into society. Virginia is also committed to having livable communities for aging Virginians and Virginians disabilities who are transitioning from institutions to community settings and individuals who wish to live and work with the assistance of longterm supports and services. DARS is there to support them in their new choices.

The DARS Division for the Aging is designated by the federal government to oversee all state programs using funds from the federal Older Americans Act and the Virginia General Assembly. The Division contracts with the 25 Area Agencies on Aging (AAA) and other community partners to provide services for older Virginians and their families in communities throughout Virginia.

The DARS Adult Protective Services Division administers the state Adult Protective Services, Adult Services and Auxiliary Grant programs formerly under the Department of Social Services. Direct services are provided by 120 local departments of social services (LDSS).

Major Products and Services

Vocational Rehabilitation: Provides services to eligible persons with disabilities to help them remove barriers to employment and reach an employment goal. Longterm services needed by consumers for successful job placement include supported employment and extended employment services.

Disability Determination: Provides accurate, timely, efficient and cost effective evaluations of medical evidence related to claims filed by citizens for benefits under the Social Security Act; and to process claims filed for Medicaid based on disability.

Community Rehabilitation: Improves the employability and independence of the most severely disabled citizens through independent living, personal assistance services, long term case management, brain injury programs, and local assessment and systems change.

Aging Services: Helps citizens find information and services needed to lead healthy and independent lives as they grow older. The Area Agencies on Aging (AAA) administer aging services at the community level. Common AAA services include adult day care, homemaker, communication referral and information, transportation, congregate (group) and home delivered meals, disease prevention and medication management education, legal assistance, elder abuse prevention, Ombudsman and Virginia's Insurance Counseling and Assistance Program to Medicare beneficiaries. The Public Guardian and Conservator Program serves adults age 18 and older who cannot pay for guardian services, and have no one else to provide this service. The Division of Aging has 15 local public guardianship programs.

Adult Protective Services: Develops, maintains, monitors and supervises the implementation of legislation, regulations and policy for the Adult Protective Services, Adult Services and Auxiliary Grant programs and provides technical assistance and training to Local Departments of Social Services that provide the services. Local services provided to eligible individuals include the receipt, investigation of reports of abuse, neglect and exploitation of vulnerable adults and provision of protective services; homebased companion, chore and homemaker services; assessments and screenings for longterm care placements; and eligibility determination for Auxiliary Grants to lowincome residents of assisted living facilities or adult foster care homes.

Customers

Customer Summary

The vocational rehabilitation program remains in Order of Selection, which is required by federal law when the program has insufficient funds to serve all eligible consumers. Order of Selection creates categories of consumers to be served based on the significance of disability. Wait lists are created for consumers whose category is not open for services. DARS has been in Order of Selection since July 1, 2004. Over 50% of VR consumers are youth at transition age (1424). Over the next several years this number is expected to grow exponentially with the targeted focus of the Workforce Innovation and Opportunity Act (WIOA) on youth with disabilities. The increased attention and resources on younger students with disabilities is an investment in the future and should in the long run result in improved VR outcomes for this population. However, shifting funds and service requirements will impact how services are delivered to adults in need of VR services. This in turn will impact DARS performance outcome measures. With fewer VR resources to support adults with disabilities and the typically lower wages and longer stay associated with youth with disabilities in the VR program, we are anticipating an initial detrimental impact to our performance outcome measures.

The Social Security Administration (SSA) projects that between 2015 and 2020, more than 10 million Baby Boomers will enter their most prone disability years and, along with the increase in the retirement age, disability workloads will remain high nationally and in Virginia. However, the biggest workload challenge facing the Virginia Disability Determination Services beginning in 2015 is the expected increase in the Continuing Disability Review (CDR) claims, which are periodic reevaluations to determine whether beneficiaries are still disabled. SSA estimates about \$9 to \$10 in lifetime program savings per dollar spent on CDR reviews, including Medicare and Medicaid program savings.

The projected Virginia CDR workload for 2017 is 18,258 compared to the 2016 workload of 19,076. The slight decrease in 2017 is due to budget constraints, but projected to increase in 2018. The Virginia budgeted workload in 2016 was 102,235. The projected workload target in 2017 is

around 99,447. Again, the decrease for 2017 is due to budget constraints and expected to increase in 2018.

The customer base for the Personal Assistance Services and Long Term Case Management programs should remain stable unless there are budget changes in these programs.

The staff size of DARs will remain stable.

The number of Virginians age 60 or older are expected to increase from the current 63,303 served by the AAAs. Every 25 years, the number of individuals age 65 and older doubles, while the rest of the population grows by only a third. By 2030, Virginians that reach age 65 will be a larger proportion of Virginia's population than Florida claims as "senior citizens" today.

Customer Table

Predefined Group	User Defined Group	Number Served Annually	Potential Number of Annual Customers	Projected Customer Trend
Consumer	Vocational Rehabilitation Consumer	29,000	29,500	Increase
Consumer	Disability Determination Services	102,235	103,500	Increase
Consumer	Area Agencies on Aging	25	25	Stable
Consumer	Individuals Receiving Assistance through No Wrong Door	34,721	38,280	Increase
Consumer	Personal Assistance Services and Community Rehabilitation Case Management	590	590	Stable
Employee	Employees of DARS	1,014	1,230	Stable
Consumer	Persons Filing Complaints with State Long-Term Care Ombudsman	2,452	2,500	Increase

Finance

Financial Summary

The appropriation for DARS is comprised of approximately 71% Federal and Special funding and 29% State funding. The introduction of the 2017 Budget Bill (the Governors amendments) decreased the 2017 General Fund appropriation by \$1,539,573 due to Governor's Savings strategy. The Governor's budget for fiscal year 2018 saw increases for Commonwealth Coordinated Care for Dual Ombudsman services, CCEVP, Public Guardianship and Conservator, Long Term Employment Support Services, and Brain Injury programs. Additional increases were for state wide salaries, benefits and VITA costs.

Fund Sources

Fund Code	Fund Name	FY 2017	FY 2018
0100	General Fund	\$55,524,434	\$58,460,661
0200	Special	\$2,338,334	\$2,338,334
0280	Appropriated Indirect Cost Recoveries	\$9,913,502	\$9,913,502
0911	Transportation Services For The Elderly/Disabled	\$200,000	\$200,000
0915	Commonwealth Neurotrauma Initiative Trust Fund	\$997,123	\$997,123
1000	Federal Trust	\$166,373,152	\$166,703,362

Revenue Summary

The vast majority of the nongeneral fund revenues (92.5%) are federal and the second largest nongeneral revenue stream (5.5%) is indirect cost which is derived from federal sources. These indirect cost revenues are reported twice in the chart below because the funds are received as federal funds (from which they are derived) and then transferred to indirect cost revenue and a portion to general fund revenue thereby being reported twice. The other nongeneral revenues are derived from fees for services to other agencies and revenue from the Department of Taxation for the Commonwealth Neurotrauma Initiative (CNI) Trust fund, Transportation services for the Elderly/Disabled and special fund revenues from operating agreement with Disability Service Agencies to support back office operations.

Performance

Performance Highlights

DARS exceeded its target of 4,000 successfully employed VR consumers in Federal Fiscal Year (FFY) 2016 with 4060 consumers becoming successfully employed. This was a 69% increase over FFY 2015. 99 % of clients were competitively employed (working in an integrated setting making at or above minimum wage), which is one of DARS key measures. DARS productivity measure captures the employment rate of our VR consumers. This rate compares the number of consumers who exit the VR program after receiving services successfully employed versus those who are not employed. For FFY 2016, the employment rate was 56%.

WWRC's key performance metric is to deliver comprehensive vocational and medical rehabilitation services that lead to employment and/or re-entry to the workforce. This is measured as the percentage of WWRC Vocational Training graduates who are employed. This measure supports the Commonwealth's objective to enhance Virginia's economy by increasing employment among Virginians with disabilities. A stable trend is expected. Targeted strategies ensure a workforce driven curriculum that is responsive to industry demands, as well as shifting economic markets. WWRC has instituted actions to improve the timeliness of its discharge reports to assist consumers in their return to their community and work. The timeliness of discharge reports is expected to improve over time.

Ensuring a high accuracy rate of disability decisions is paramount, in order to provide an effective level of customer services to Virginians applying for disability benefits under Title II (Disability Insurance), Title XVI (Supplemental Security Income), and Title XIX (Medicaid disability) of the Social Security Act. The accuracy rate for Disability Determination Services for FFY 2016 was 97%.

DARS has an excellent performance management process in place to monitor the services provided by our community partners who have contractual relationships with the agency and/or receive state or federal appropriations. By monitoring and providing technical assistance, training, and guidance to these entities (Employment Service Organizations, AAAs, brain injury organizations, CILS, etc.), DARS helps ensure that their fiscal and administrative processes are in compliance with federal and state requirements and that they provide high quality services to customers.

Through our collaborative relationship with the AAAs, DARS ensures that older Virginians receive nutritional meals and transportation services to enhance their health and well-being. Another key measure for DARS is the number of individuals receiving communication, information, referral and assistance (CRIA) through the No Wrong Door (NWD) system. NWD is a statewide initiative, designed to help people navigate the complex system of public and private longterm services and supports, avoid unnecessary trips to the hospital and/or nursing home, and support individual choice. In State Fiscal Year 2016, 34,721 individuals received NWD CRIA services.

A review of the Quarterly Reports from the Comptroller for reports issued during the last biennium found that DARS and WWRC were mentioned four times, twice for delinquent travel card payments and twice for late SPCC card payments. Remaining mentions were for Status of Prior APA Audit Findings and new APA Audit Findings, all of which are either remediated or the subject of a corrective action plan for remediation. Our goal is six mentions per year or less and the Department achieved an average of two mentions per year.

Selected Measures

Measure ID	Measure	Alternative Name	Estimated Trend
26246102.001.001	Accuracy of Disability Decisions	DDS Accuracy Rate	Improving
M262SA13005	Number of Meals Served to Older Virginians in Group (Congregate) Settings	Congregate Meals Served	Maintaining
M262SA13002	Number of One-Way Transportation Trips Provided to Older Virginians	Transportation Trips Provided	Maintaining
26245404.001.001	Vocational Rehabilitation Consumer Competitive Employment Rate	VR Competitive Employment	Maintaining
M262SA13007	Number of Meals Delivered to Home-Bound Older Virginians	Home Bound Meals Delivered	Maintaining
262.0001	Employment Rate of Vocational Rehabilitation Consumers	VR Employment Rate	Improving
262.0002	Individuals Receiving Communication, Referral, Information and Assistance (CRIA) Through the No Wrong Door System	No Wrong Door	Improving

Key Risk Factors

The VR program receives about 79% of its Title I funding from the Federal government, with a required state match of about 21%. For each dollar DARS spends for VR services, it receives \$3.69 in federal funding. Between 2014 and 2016, DARS state general funds available for VR match increased by \$1,000,000 (from \$7,984,358 to \$8,984,358). However, there is still insufficient funding to serve all individuals needing VR services, which has led to an increase in the Order of Selection waiting list.

WWRC and DRS are affected by DARS Order of Selection which impacts the number of consumers receiving services and the complexity of their disabilities. This, combined with a rapidly changing workplace along with economic factors causing shifts in types of available jobs, increases risks to successful employment outcomes for persons served. The increase in WWRC consumers with Autism Spectrum Disorders requires specialized programming to address unique barriers to employment and independence. Efficient rehabilitation team operations, flexible use of resources, and innovative programming, in collaboration with DARS, will be required for WWRC to address complex disability related challenges faced by these WWRC consumers to successfully prepare them for employment and offer a competitive edge.

Even if consumer trends increase, programs and services will continue to operate without expansion of staffing levels. This will require WWRC to critically examine its internal admissions and departmental business processes to realign and adjust existing resources, and to facilitate efficient scheduling practices and program operations. A high percentage of WWRC employees who are eligible for retirement, or who will be eligible in the near future, will likely affect the continuity of critical organizational business processes due to loss of essential “institutional knowledge” combined with potential continued delays in hiring to minimize impact of General Fund reductions. The high percentage of employees who are eligible for retirement also poses a significant challenge for DARS, with the potential for a significant loss of institutional knowledge.

The demand for community rehabilitation programs and living options will grow as people with significant disabilities move from institutions into the community. The Commonwealth continues its commitment to, and compliance with, the Olmstead decision through the Community Integration Advisory Commission.

The Virginia Division for the Aging (VDA) distributes federal Older Americans Act and state general funds to the AAAs through an Intrastate Funding Formula. The Older Americans Act is not an entitlement program, so services may be curtailed due to lack of funding. Therefore, priority is given to serve older Virginians in the greatest economic and social need.

The Public Guardian and Conservator Program has the capacity to serve 856 individuals in FY ‘17. In FY’18, the number capacity will expand to 1,049 individuals.

For Adult Services, concerns are: (1) the continued rapid growth in the number and complexity of APS cases, especially financial exploitation; (2) significant and growing backlogs in preadmission screenings for Medicaid nursing facility and waiver services; (3) lack of monitoring of Auxiliary Grant assisted living providers; (4) growth of the service population due to the Age Wave; the transition from institutional to community longterm care services and supports; and reentry of aging and disabled prisoners; (5) absence of direct federal funding, technical assistance and standards for state APS programs and a 40 % reduction in state funding for homebased adult services; and (6) declining number of AG assisted living beds due to inadequate provider reimbursement.

With a continued emphasis on electronic claims, DDS has instituted many changes to meet the increasing technology and claimant demands. This requires ongoing training of staff. The continual training needs combined with a fluid workforce creates staffing challenges that DDS continues to

try and address through innovative approaches.

Uncertainty in changes to long standing federal fund sources affects many of DARS programs.

Agency Statistics

Statistics Summary

The following statistics provide a comprehensive snapshot of the Department for Aging and Rehabilitative Services during 2016

Statistics Table

Description	Value
# VR Consumers Served	29,000
Projected VR Wait List	2,288
# Consumers receiving long term employment supports	3,633
# Consumers Served by Disability Determinations	102,235
# Individuals receiving brain injury services	4,270
Current PAS and LTRCM wait list	89
# Home Delivered Meals for Older Virginians	2,210,628
# Congregate (Group) Meals for Older Virginians	682,833
# Transportation Services for Older Virginians (one way trips)	436,274
#Complaints Received by State Long-Term Care Ombudsman	2,452

General Information About Ongoing Status of Agency

DARS' focus is on improving lives of older Virginians and Virginians with disabilities. The agency will work with its community partners to be more effective in strategic planning, budgeting, program monitoring and evaluation and training and technical support. The agency will be at the center of the Commonwealth's response to two critical emerging issues.

First, many Virginians who are often referred to as "boomers" or "seniors" are in, or are approaching, their retirement years. They rightly expect to be secure in their efforts to age in place and to have safe options for their longterm care needs. DARS will need to be there for them. Secondly, Virginia is also committed to having livable communities for those Virginians with disabilities who are transitioning from institutions to community settings or those who wish to live and work with longterm supports and services. DARS will also be there in support of their new choices.

An efficient and effective human resource and management program is critical in supporting the agency's efforts to provide quality services leading to a higher quality of life for our consumers.

Information Technology

The Information Services Division (ISD) provides management, administrative support and technical assistance to functional programs of the Department for Aging and Rehabilitative Services (DARS). In addition, via memoranda of agreement (MOA), ISD provides administrative support and technical assistance to the Disability Services Agencies (DSA), which include the Woodrow Wilson Rehabilitation Center (WWRC), Department for the Blind and Vision Impaired (DBVI), the Virginia Rehabilitation Center for the Blind and Vision Impaired (VRCBVI), the Department for the Deaf and Hard of Hearing (VDDHH), and the Virginia Board for People with Disabilities (VBPD). The MOA also describes technology support provided to the Assistive Technology Loan Fund Authority (ATLFA). More precisely articulated services and a standard rate setting methodology has been in place for the past two years of the MOA. DPB analysts for the DSA agencies were active participants in revision of this agreement.

Data Exchanges between the agency's case management applications and agency financial systems was complete in 2014. Data exchanges between agency financial systems migrated from CARS to CARDINAL in 2016. Changes to leave accounting, time keeping and payroll systems are scheduled to occur in 2017 and 2018, requiring significant changes in agency business processes. Changes to the agency Chart of Accounts will change the look and coding on financial reports that will require user training.

A significant expansion of cybersecurity standards and oversight may have an impact of staff users, computer infrastructure and technology procurement.

The agency will use Microsoft tools to securely store documents and transmit links between state agencies and nonstate agency partners. Microsoft tools will allow the development of easy to operate dashboards that describe WWRC performance. By exposing these dashboards to public stakeholders, WWRC can better promote comprehensive services provided to DARS consumers.

Continued expansion of existing agency content management application will reduce paper storage and improve efficiency of retrieval. Use of E-forms will increase the agility of development and in turn, strengthen a self-service approach for consumers and their stakeholders.

The last biennium has seen a flattening in the management structure of the Information Services Division (ISD). The WWRC IT Director has assumed responsibility for the WWRC Medical Records unit due to its heavy dependence on DocFinity, our document management system. He handles the physical plant technology needs of a 200+ acre state owned facility. IT operations at WWRC are more tightly integrated with other components of the ISD. His responsibility has broadened to include technology services out of scope to VITA at both DARS and DBVI, including Employment Resource Centers (ERCs), classrooms, customer facing products such as Workworld, an email system for clients, SharePoint Services and out of scope networks. The HCBS Systems Director is responsible for systems related to community based services including NWD, ASAPS, BI First support and data warehousing for community based services. The System Development Director has a development unit and a business analysis unit. They develop and maintain AWARE, LTESS and systems that support administrative activities in the Security, HR and Fiscal Divisions. The IT Infrastructure Manager has a webmaster unit, a data base administrator unit, and general operations staff that cover maintenance and operations (M&O) for DocFinity, VTC, our managed print services (MPS), Mobile Device Tracking, VITA Work Requests and infrastructure development. ISD Directors report to the CCC/CIO. He also has a delegated AITR that manages VITA services to the DSA.

To reduce any potential conflict of interest, management of the Information Security Officer (ISO) and his staff was changed in 2015. The DSA ISO reports to the Director of Security and Internal Audit. Responsibilities include ownership of the Resource Directory (RD), our system for governing logical access, any agency activity involving VITA CSRM, participation in quarterly ISOAG meetings, review and approvals of VITA help tickets involving application security or licensing, consulting on SEC501 and SEC525 standards for contracts, interagency data sharing agreements and business operations, BIA and Risk Assessments, the DSA IT Security program, Technology Disaster Recovery planning and maintenance of IT Policy and Procedures.

The DSA relies heavily on VITA and maintains an effective working relationship through problem solving and status meeting twice each month with our VITA CAM and NG AOM. We meet on a regular basis with our PMO. We interact regularly with VITA staff responsible for web accessibility policy and perform accessibility assessment for VITA on web presence of COV Executive Branch agencies. We interact regularly with VITA staff responsible for IT security, supply chain and procurement.

VITA provides us with status reporting for bandwidth and data backups, logs for our DBMS, UAT for our work requests and blueprints of service offerings on a regular basis. We also run server and processor status reports for our devices and receive alerts and Vitacomms. We find these reports and dashboards valuable for assessing the health of the DARS infrastructure.

DSA technology staff are active participants in extra-agency technology planning activity. We are represented on the ITAC, the VITA Sourcing Steering Committee, RFP teams to provide replacement services for NG in 2017 and beyond and the WebMaster group. Select staff are invited to serve on the E-MOU group, the data stewards group and the data exchange group. We are represented at COVITS and the biannual Project Management summits.

DSA technology staff enjoy a high level of availability of web based training. Ten Pluralsite.com licenses are shared by interested IT and non-IT staff. Lynda.com keeps webmasters current. High availability of these products keeps staff professionally relevant and skilled.

Two new agency programs (Aging and Adult Services) and an existing program use different case management applications with substantial overlap, both in terms of target consumer populations and functions. Efforts toward integrating case management systems with No Wrong Door expansion continue into the next biennium.

The PeerPlace version of the ASAPS system is complete, fully integrated with No Wrong Door (NWD) and ready for deployment in January 2018. Despite repeated attempts to fund ASAPS system, DARS is unable to fund about \$440K in annual operations costs which will prohibit implementation.

Workforce Development

Currently, over 13% of DARS workforce is eligible to retire with unreduced benefits. Within the next 5 years that number will increase to 25%. A majority of those eligible for retirement are in management and/or leadership positions possessing an abundance of both technical and institutional knowledge. In addition, there are ongoing recruitment and retention challenges with vocational rehabilitation counselors within our Division of Rehabilitative Services (DRS) and Analysts working in the Disability Determination Services (DDS) division.

To address the inevitable upcoming retirements of employees in these critical positions, DARS is very active with succession planning strategies and management/supervisor training. Programs, including the DDS Leadership Program, the DRS restructuring of Lead Counselors and Unit Supervisors, and training sessions on managing people and hiring, have been implemented to prepare current staff to step into future leadership positions.

To implement more effective recruitment and retention plans, DARS has placed a stronger emphasis on teleworking, alternate and flexible work schedules, retention and signon bonuses, and training opportunities, including rehiring retirees as wage employees to cover caseloads and train new staff. In addition, DARS has expanded its student internship program and enhanced the screening process for all recruitments.

DARS has and will continue to develop and implement strategic initiatives to combat these and other important issues facing its workforce.

Physical Plant

Strategically located, affordable, accessible and well maintained facilities are critical to DARS ability to provide effective services. DARS administrative headquarter is located in an office park in Henrico County which is convenient to our consumers and fully accessible for individuals with disabilities.

All DARS offices are in leased space. DDS and the VR program have offices located throughout Virginia; the VR program has 32 offices where direct services are provided to VR consumers. Four of these offices are in One Stop Centers with other State agency partners. Two of the DDS offices, in Norfolk and Roanoke, are colocated with Social Security Administration Offices.

DARS has reduced its DRS field office presence to reduce leasing costs. These locations have been replaced with a more mobile workforce that relies on meeting space available locally in other state agencies.

DARS has improved its transportation program, centralizing transportation services and vehicle management and established processes with DMV to insure that staff are properly licensed to operate state vehicles.

DARS has improved its facility security, beginning with enclosed reception areas. It will continue to improve security with physical badge access, panic button availability to staff, secure printing and placement of cameras in strategic locations. These activities will proceed as funds permit.