



Comprehensive Services Act

Utilizing Data to Maximize Resources and Youth Outcomes

Presentation for the Commission on Youth

November 7, 2012



Virginia Comprehensive Services Act

Effective July 1, 1993

It is the intention of this 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 youths and their families in the Commonwealth.

This law shall be interpreted and construed so as to effectuate the following purposes:

1. Ensure that services and funding are consistent with the Commonwealth's policies of preserving families and providing appropriate services in the least restrictive environment, while protecting the welfare of children and maintaining the safety of the public;
2. Identify and intervene early with young children and their families who are at risk of developing emotional or behavioral problems, or both, due to environmental, physical or psychological stress;
3. Design and provide services that are responsive to the unique and diverse strengths and needs of troubled youths and families;
4. Increase interagency collaboration and family involvement in service delivery and management;
5. Encourage a public and private partnership in the delivery of services to troubled and at-risk youths and their families; and
6. Provide communities flexibility in the use of funds and to authorize communities to make decisions and be accountable for providing services in concert with these purposes.



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Established a State Pool by consolidating funds that purchased services for individual children:

- DYFS 286 Special Placement Funds
- DYFS 239 Special Placement Funds
- DOE Private Tuition Assistance
- DOE Interagency Assistance Fund for Non-educational Placements of Handicapped Children
- DSS State/Local Foster Care
- DSS Foster Care Block Grant (Purchase Services & Supplemental)
- DMHMHSAS Bed Purchase Funds for Adolescents
- State Interagency Consortium's Funds Pool

State Pool funds are allocated to local interagency teams charged with the responsibility to assess the needs of youth and families and develop the complement of services necessary to meet those needs. Teams consist of representatives of child serving public agencies, parents, and private providers.

Purchased services are the shared financial responsibility of the state and each local government. Each community's match rate is based upon formula to ensure equitable access to services statewide. The state's match rate currently averages 64.4%.



CSA Administration

State Executive Council (SEC)

Chaired by the Secretary of Health and Human Resources; Members include agency heads of Social Services, Education, Behavioral Health and Developmental Services, Juvenile Justice, Health, Local Government, Parents, Private Providers.

Establishes programmatic and fiscal policies for implementation of the Act.

Office of Comprehensive Services (OCS)

Implements the policies of the SEC. Advises the SEC on fiscal and programmatic policies. Provides oversight and training to local communities.

State and Local Advisory Team (SLAT)

Advises the SEC on fiscal and programmatic policies; advises state agencies on training needs.

Local Community Policy and Management Teams (CPMT)

Establishes local policies and procedures to implement the Act. Receives and administers funds.



Populations Served

Mandated to receive services under federal law:

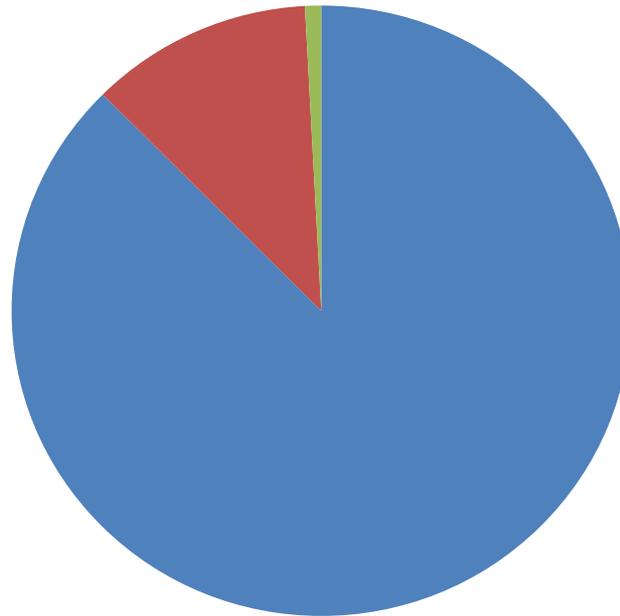
- Youth eligible for foster care services (including prevention of foster care)
- Youth requiring special education in private day schools or private residential schools

Eligible for CSA funds (“non mandated”)

- Youth with emotional/behavioral difficulties requiring services of multiple agencies and/or at risk of residential placement



CSA Spending



■ Pool Fund Services

■ Medicaid Services

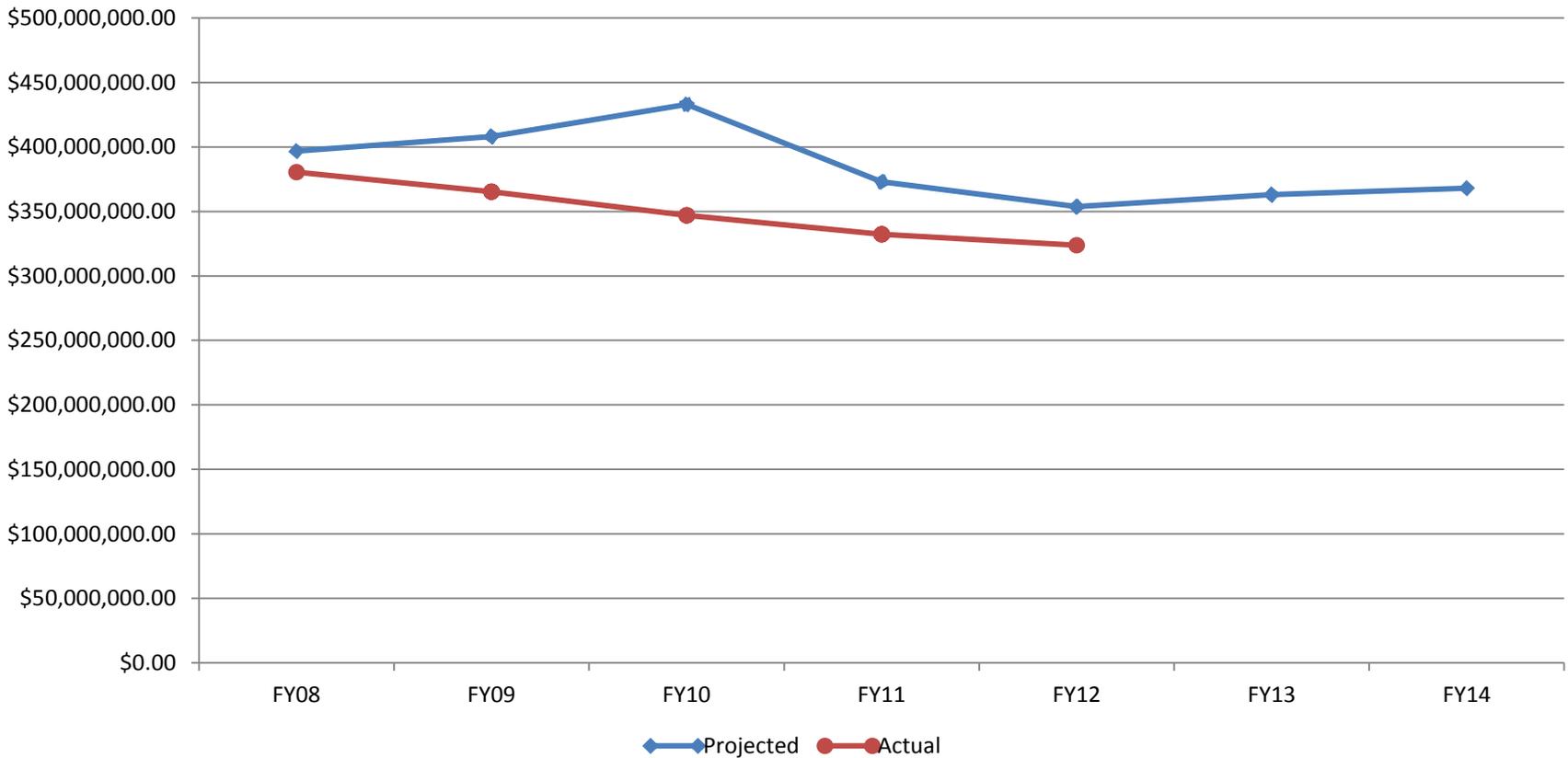
■ Earmarks: Administration

- Earmarks: Training, Utilization Management Services, Uniform Reporting, Local Administration, Uniform Assessment



Projected v. Actual Expenditures

Total State and Local CSA Expenditures

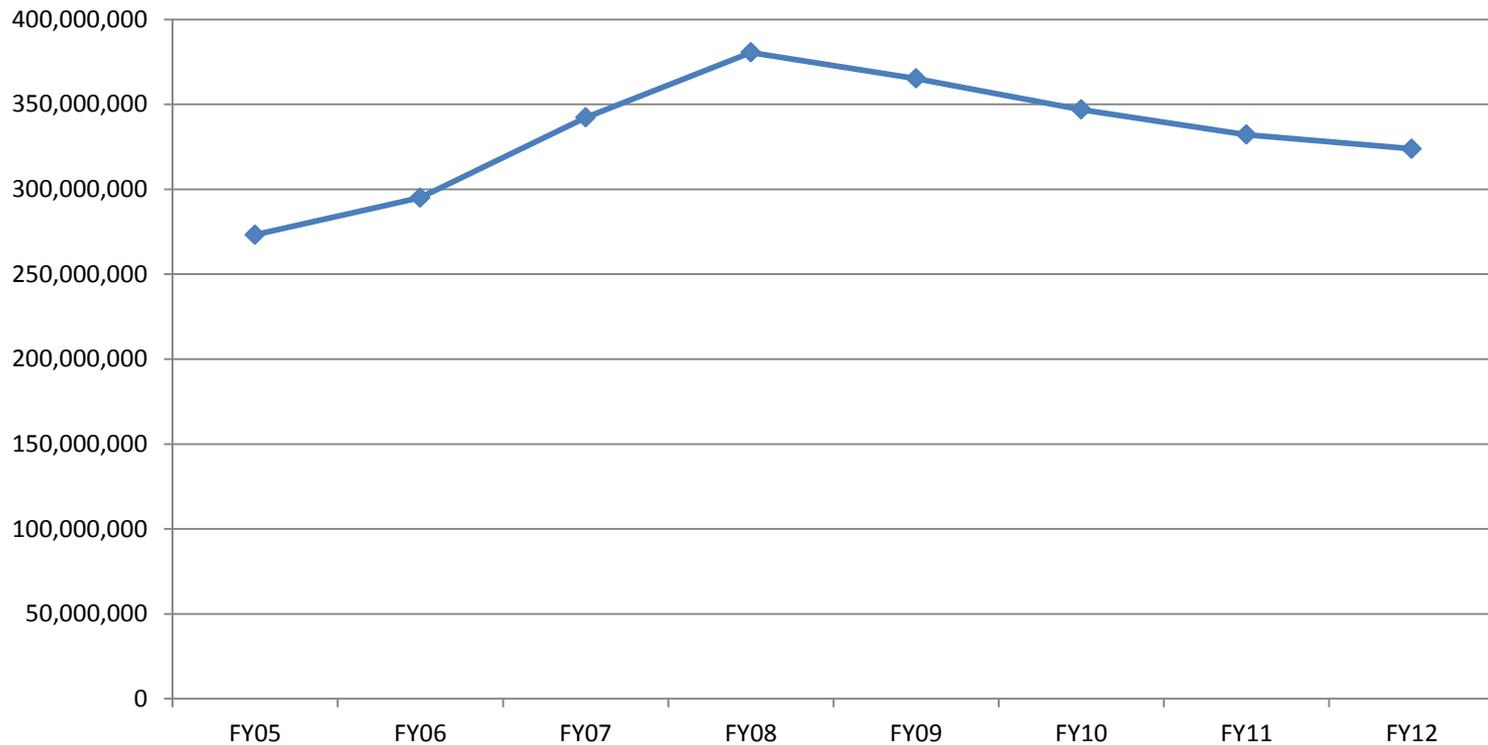




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Service Expenditures for Youth and Families





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A tiered match rate system was fully implemented in FY2009 to provide financial incentive for the use of community based services and financial disincentive for use of congregate care placements. The current match rate system lowers a community's match rate by 50% for community based services, increases the local match rate by 25% for congregate care/residential services, and maintains at each community's base match rate treatment foster care services, private special education services, and wrap-around services for students with disabilities.

The match rate system was implemented co-currently with the *Children's Services Systems Transformation* which was designed to change local practice to increase use of community-based services.

In addition to decreasing overall service expenditures since implementation, these initiatives have successfully changed local practice with the following measurable results:

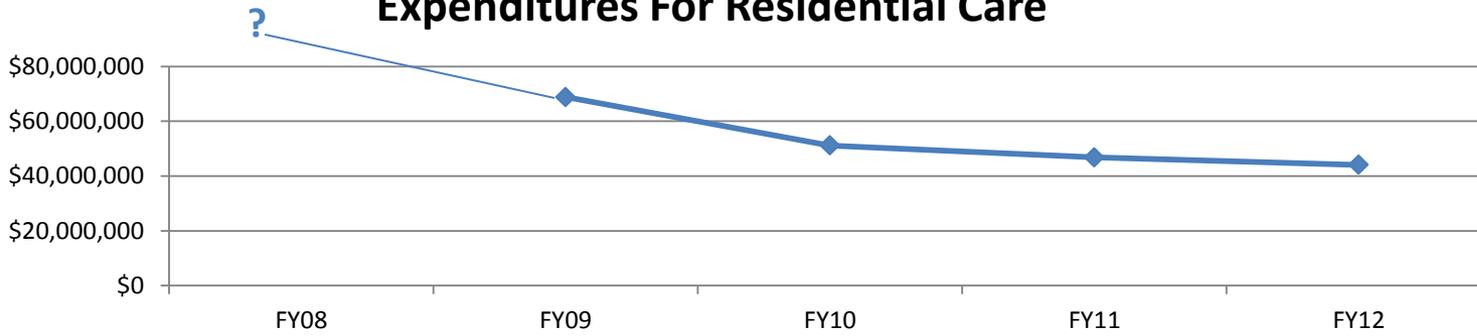
- reduction to the number of residential placements,
- increased family-based placements,
- fewer youth in foster care, and
- decreased CSA expenditures.



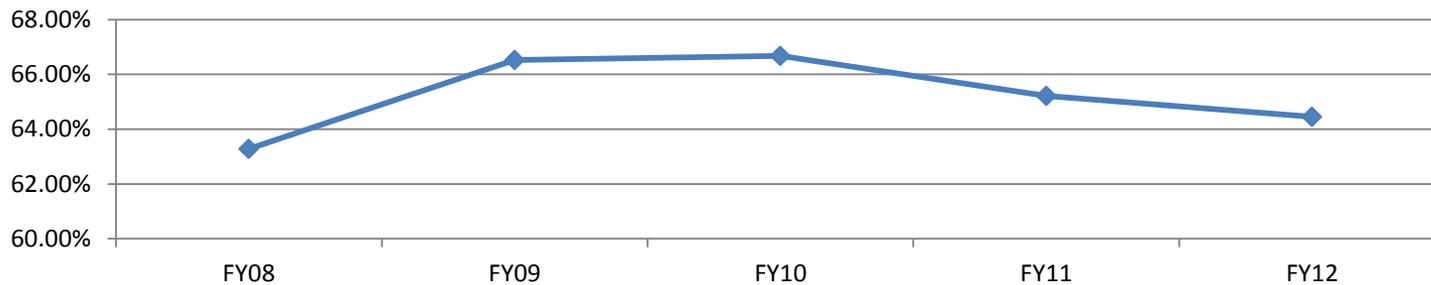
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Expenditures For Residential Care



Effective State Match Rate





Questions

- Are services available to the children who need them?
- Are services being provided in accordance with each child's needs?
- Are funds for services being spent wisely?
- To what extent is each program meeting the measurable goals for that program based on the availability of services, each child's needs and the funds for those services?



Responsibilities of OCS Include:

- ✓ develop and provide for the **consistent oversight** for program administration and compliance with state policies and procedures
- ✓ provide for training and **technical assistance to localities in the provision of efficient and effective services** that are responsive to the strengths and needs of troubled and at-risk youths and their families
- ✓ **deny state pool funding to any locality not in compliance** with federal and state requirements pertaining to the provision of special education and foster care services funded in accordance with § 2.2-5211, Code of Virginia
- ✓ **report to the Council all expenditures** associated with serving children who receive pool-funded services. The report shall include expenditures for (i) all services purchased with pool funding; (ii) treatment, foster care case management, and residential care funded by Medicaid; and (iii) child-specific payments made through the Title IV-E program
- ✓ **report to the Council on the nature and cost of all services** provided to the population of at-risk and troubled children identified by the State Executive Council as within the scope of the CSA program;



History of CSA Monitoring

Pre 2005	Office of Comprehensive Services Compliance Unit <ul style="list-style-type: none"> • Reviews responsive to issues/concerns identified via reports submitted to OCS
2005	Focus on Technical Assistance - Compliance Unit disbanded
2008	North Highland Audit of OCS - Findings identified lack of internal controls over expenditures
2010	Revised responsibilities assigned to Technical Assistants <ul style="list-style-type: none"> • Identify data anomalies (no criteria or protocol) • Make inquiries to localities for explanation of anomaly • Report potential compliance concerns identified during course of technical assistance activities (self reporting) • Third party reporting of potential compliance concerns
2011	<ul style="list-style-type: none"> • Denial of funds policy adopted by SEC HB 1679 and SB 1171 • Auditor of Public Accounts local CSA audit: identifies local and state control weaknesses
March 2012	<ul style="list-style-type: none"> • Reorganization of the Office of Comprehensive Services • Two internal Program Auditors hired
July 2012	<ul style="list-style-type: none"> • Comprehensive Internal Audit Plan implemented (includes “Self Assessment Workbook”) • Casey/SAS Proof of Concept project completed • \$500,000 allocated by the General Assembly to conduct a performance audit review of CSA to identify strengths and gaps in state and local compliance procedures regarding eligibility, program, and fiscal requirements.



Virginia's Proof of Concept Data Project

Conducted by SAS - Sponsored by Casey Family Programs

Goal:

The Commonwealth of Virginia needs a better understanding of the relationship between child need, service funding, and outcome within the CSA program and across DSS agencies.

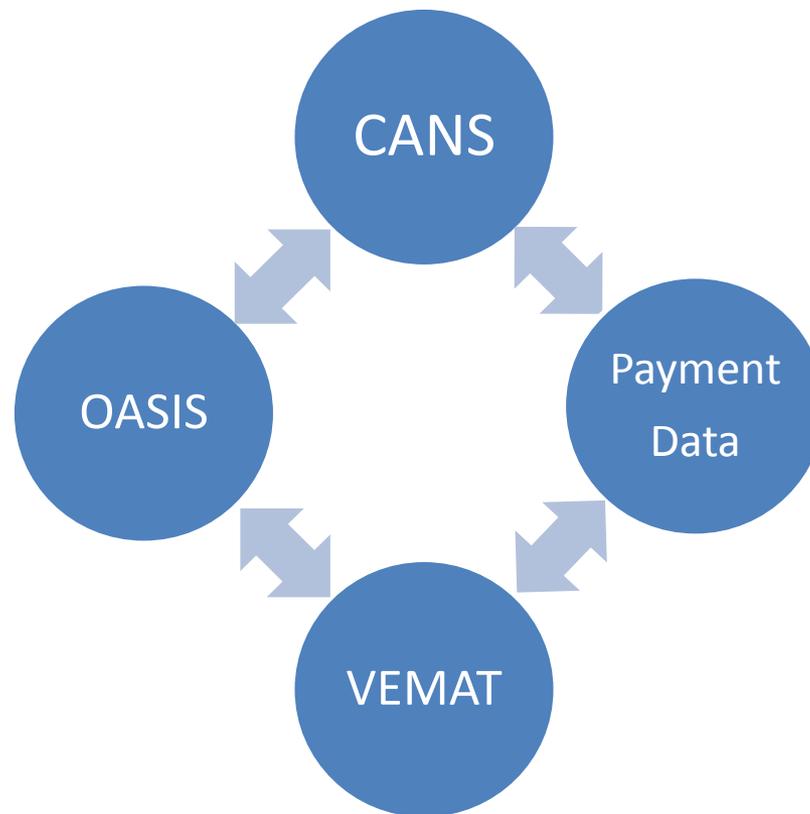
Project:

Evaluate data from disparate sources to allow analysis of child need and service funding to support better decision making and improve CSA program efficacy.

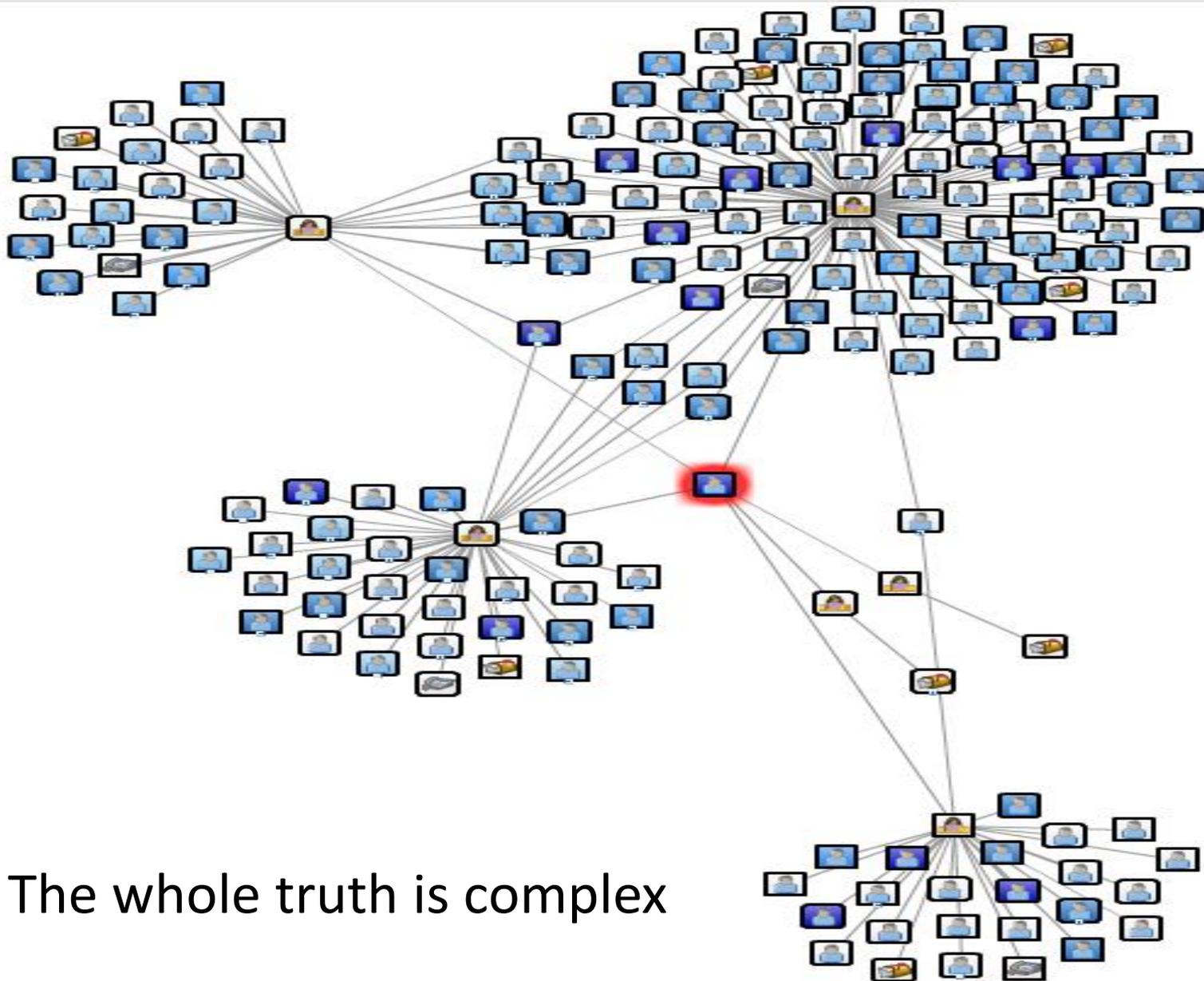


Connecting Connected Facts

To build a more complete picture of an individual child's experience, we linked four main sources of data.



CANS – Child and Adolescent Needs and Strengths Assessment
OASIS – VDSS case management data system
VEMAT – Virginia Enhanced Maintenance Assessment Tool



The whole truth is complex



Data Analysis

Risk-Adjusted Payment Model

Linear model for payment per client per day to account for the effects of the following variables simultaneously:

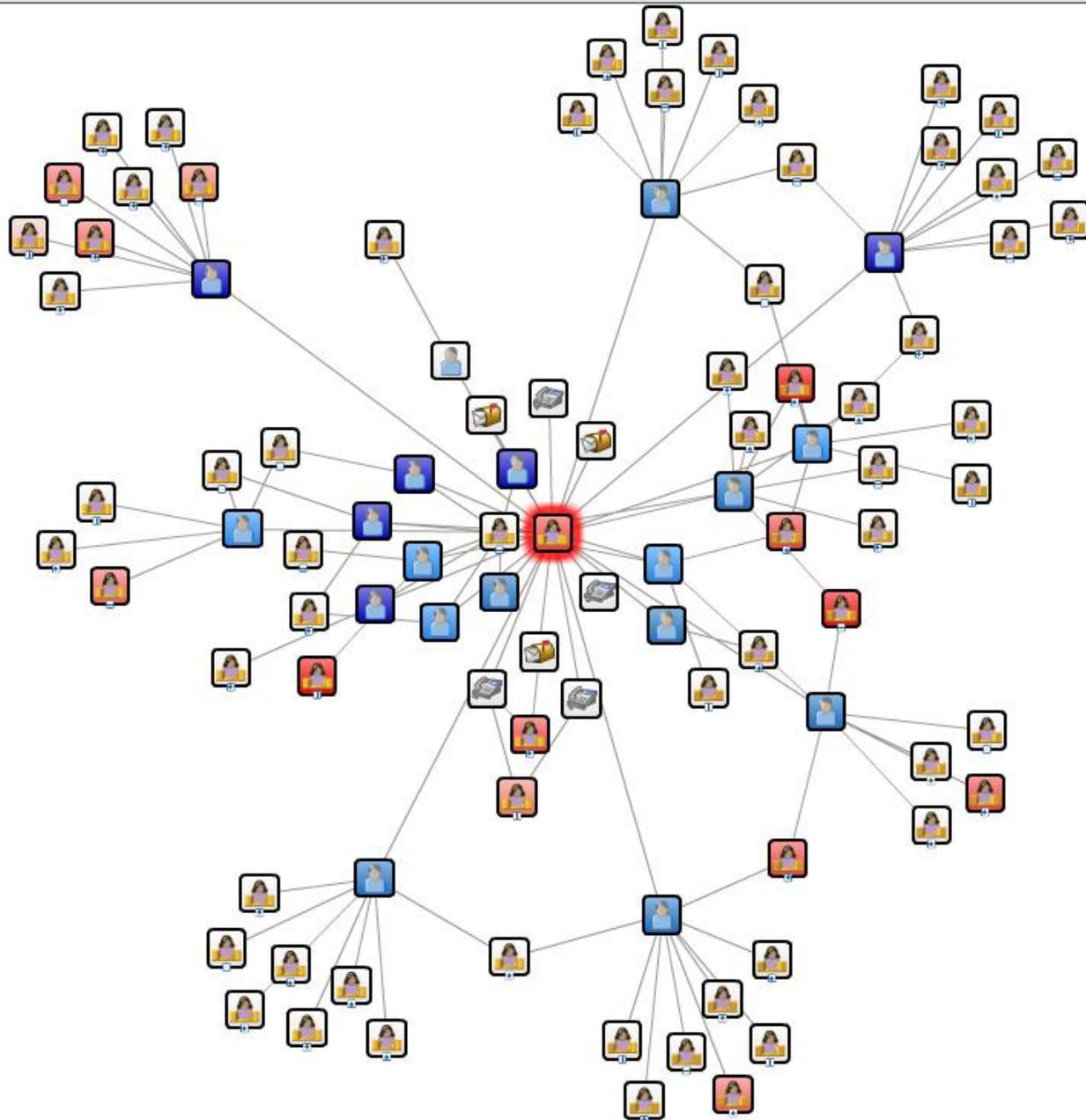
- Gender
- Ethnicity
- Locality
- Six domain scores for the initial assessments
- Difference between the initial and the last assessments for the six domain scores
- Age at initial assessment
- Number of distinct placements
- Number of different service codes



Data Analysis

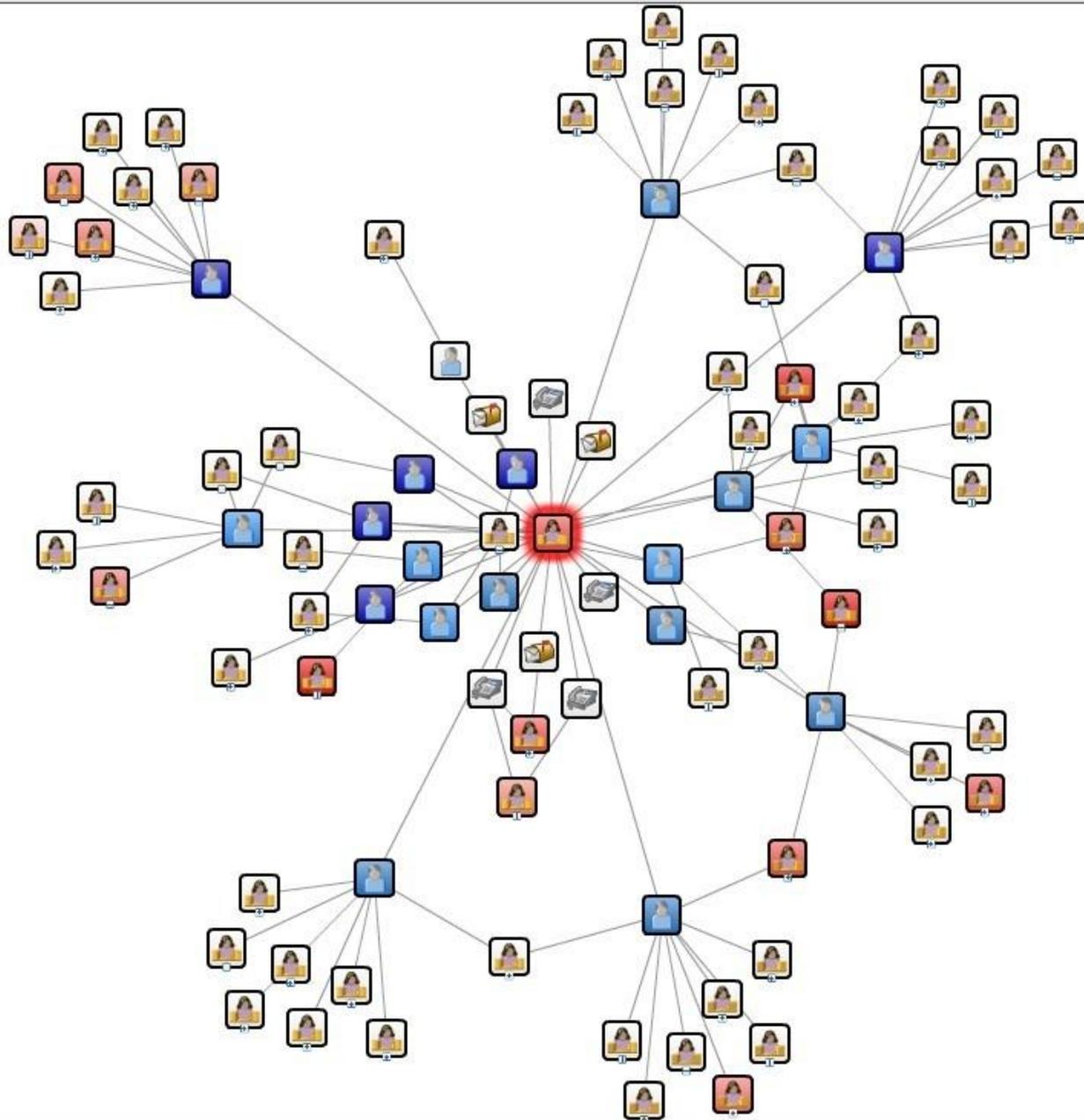
Social Network Model

- Includes child need data, service data, local provider cost data, and relevant outcome measures
- Captures relationships between children and providers, a child and other children, and providers with other providers
- Uses risk-adjusted measures of provider cost
- Uses standardized measures of child need
- Enables a dynamic view of the complexity of services provided to the child over time



Legend ✕

Icons	Colors
	Client
	Billing Address
	Provider
	Business Phone



Social Network Shows:

Child Need in Blue:

Darker Blue = Greater Need

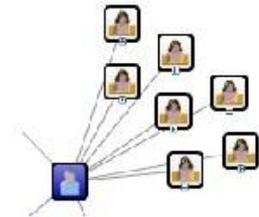


Provider Risk-adjusted Fees:

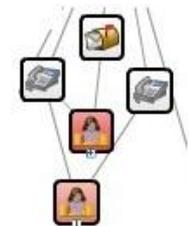
More Red = Higher Costs



Connections between Child and Provider



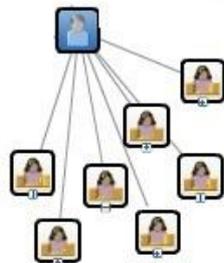
Connections between Provider and Provider



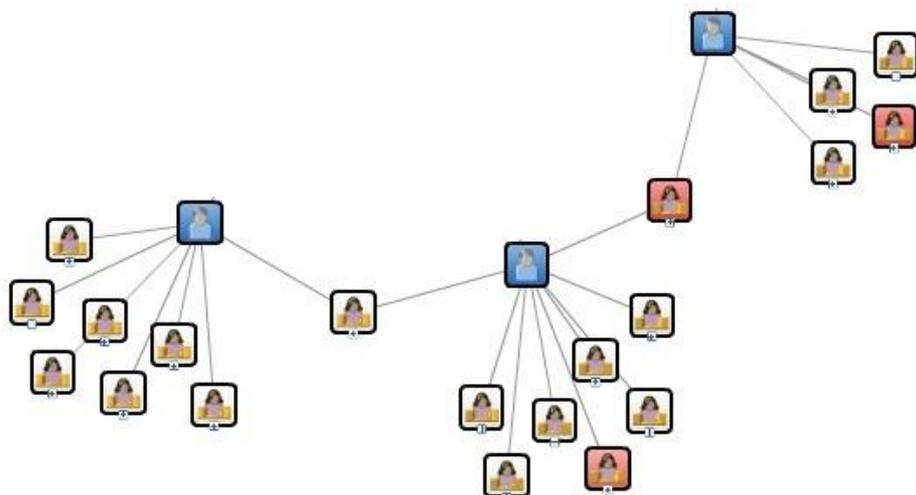
A Single Child first served
by one provider...



Is later served by other providers...



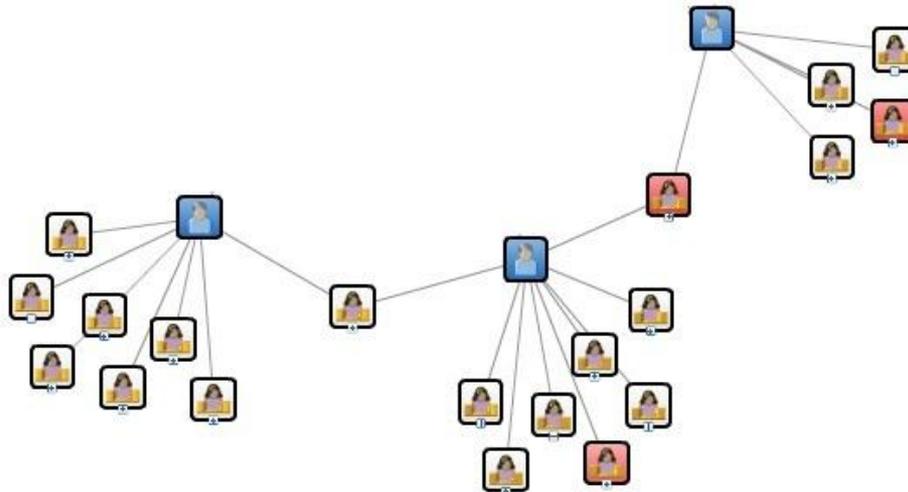
Who serve other children...



What is being done to coordinate services?

What accounts for differences in costs for providers serving children with similar needs?

And why have the needs of the children in this network never changed over time?



How do we get from  to  ?

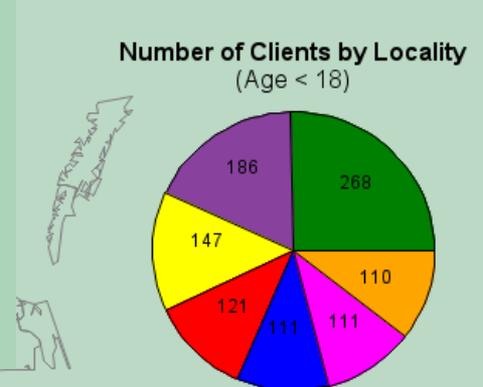
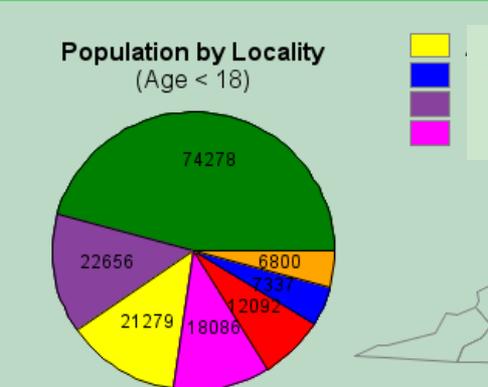
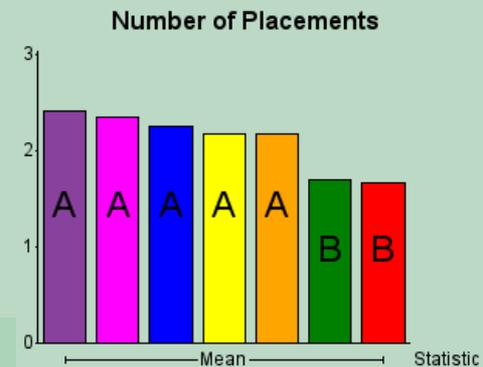
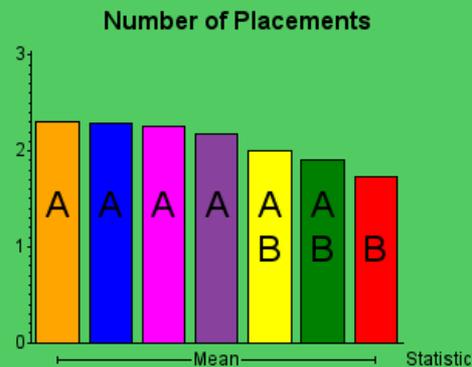
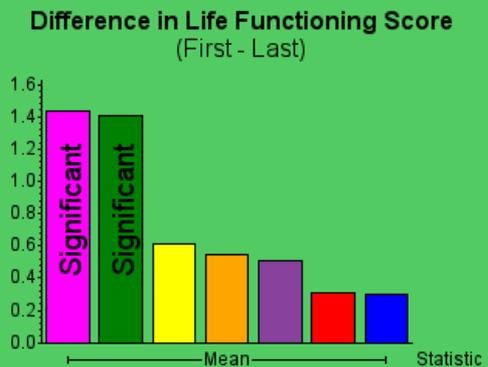
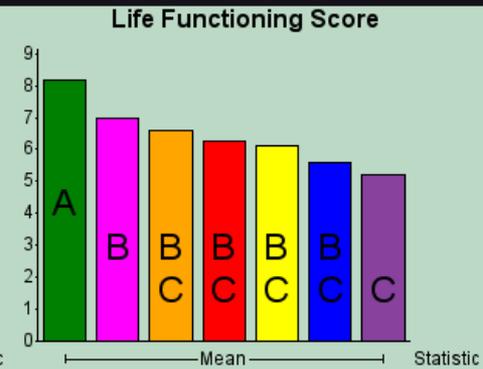
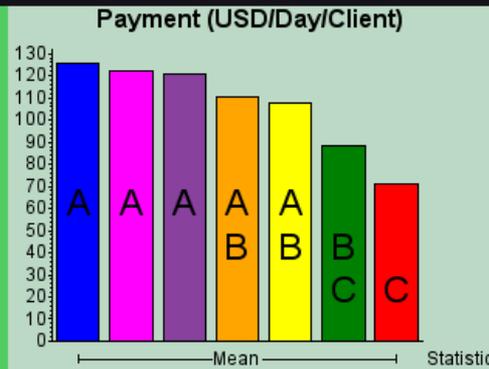
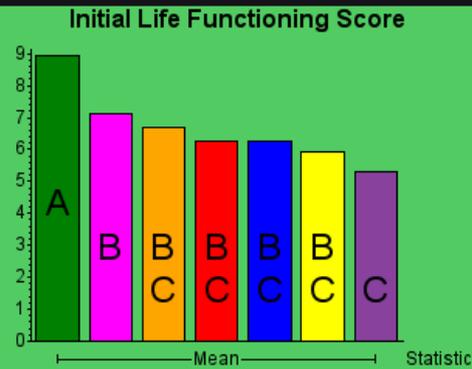
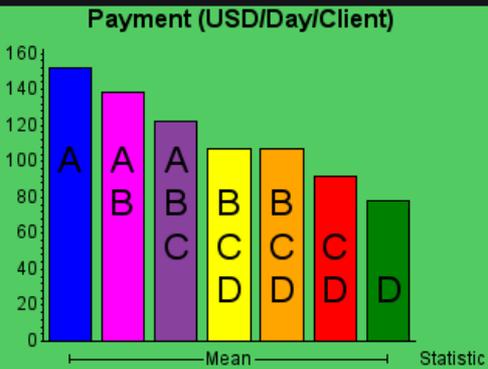


Data Analysis

Comparison Across Communities

- Geo-mapping to display services (identify gaps in services)
- Graphs, charts, tables to demonstrate unusually high, low, or average financial charges
- Graphs, charts, tables to demonstrate differences in child need, child outcomes

CANS - PAYMENT





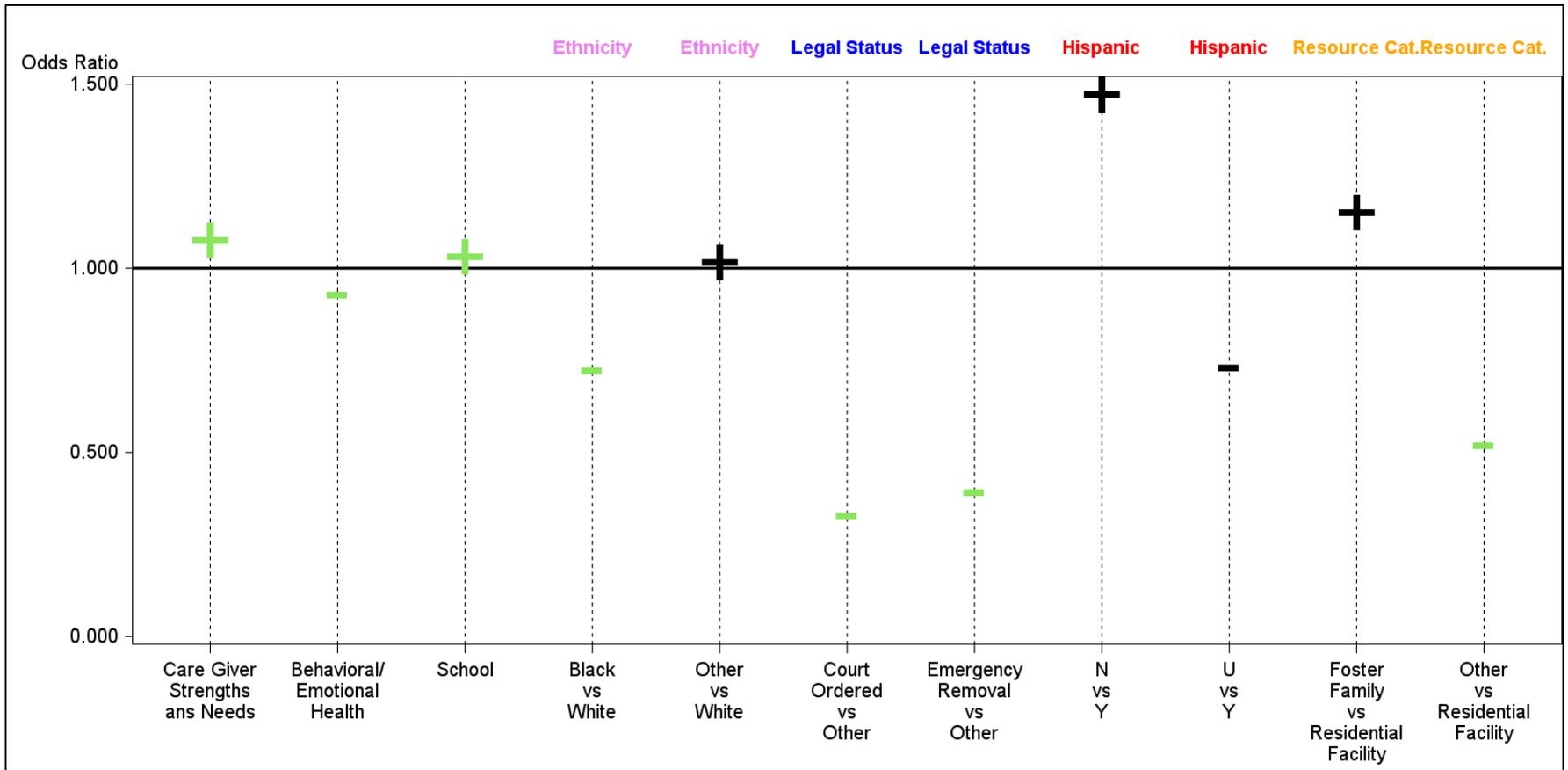
Data Analysis

Predictive Analysis

- Which service is most likely to produce positive outcomes for a youth with a specific area of need?
- What is the optimal length of stay for a particular service?
- Which youth are least likely to achieve outcomes, i.e., and require more intensive intervention to achieve outcomes?
- Which youth are likely to achieve outcomes without significant intervention?



Multivariate Analysis: Odds Ratios for CANS-Positive Permanency Outcome



Legend:

- + positive relationship
- negative relationship
- green significant relationship
- black non significant relationship



Challenge

Client level service data (i.e., expenditures by client, service, provider, dates) are not currently reported to the Commonwealth.



Opportunities

The data project has demonstrated that these data can be efficiently collected and can be matched to other data sources to enable powerful analysis.



Opportunities

The project documented things such as:

1. There is significant variability in the cost of services available to a child receiving CSA services at the local level, even adjusting for child need.
2. A risk-adjusted payment model can be produced to allow for comparable per diem per client estimates which will highlight outliers.
3. A linear model of payment per client per day allows us to account for the effects of the multiple variables simultaneously to identify statistically significant cost outliers indicative of “risk,” i.e., potential of fraud, waste or abuse.



Opportunities

The capacity to implement comprehensive analysis of client specific expenditure, demographic, and assessment data will allow us to capture differences in youth outcomes and payments by locality.

Having this information available to auditors will allow them to identify, with significantly greater clarity and detail, those localities at the highest levels of risk to the Commonwealth.

For example, we will be able to identify and take appropriate action to examine:

- Those localities who, despite unusually high spending do not produce positive outcomes for youth,
- Those localities whose per child expenditures or per service expenditures exceed regional and/or state norms,
- Those localities who evidence high use of “high risk” providers.



Opportunities

OCS, utilizing high-powered data analytics, will enable both the Commonwealth and localities to identify the services, and service providers, that will produce the best outcomes for its high-risk youth.



Opportunities

Local communities, with the capacity to access these same data analytics, will be empowered to improve long-range planning and to assess and evaluate their progress toward achieving local goals, maximizing resources, and effectively meeting the needs of youth in their communities.



Powerful Results

An OCS audit team, utilizing high-powered data analytics, will provide the Commonwealth a maximum level of accountability for implementation of the Comprehensive Services Act and assurance that state dollars are effectively and efficiently used.

The Commonwealth and localities, utilizing high-powered data analytics, will be able to make better programmatic decisions for youth and families.



Next Steps

- Obtain financial data from all 131 localities
- Integrate Medicaid and IV-E child level data
- Implement reporting using all need, service, and financial data
- Train audit teams and other reporting users
- Automate process for monthly/quarterly reporting



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