

**REPORT OF THE  
JOINT SUBCOMMITTEE STUDYING**

**The Need for Restructuring  
the Commonwealth's Local  
Social Services Delivery System**

**TO THE GOVERNOR AND  
THE GENERAL ASSEMBLY OF VIRGINIA**



**SENATE DOCUMENT NO. 45**

**COMMONWEALTH OF VIRGINIA  
RICHMOND  
1993**

## **MEMBERS OF THE JOINT SUBCOMMITTEE**

Senator Joseph V. Gartlan, Jr., *Chairman*  
Delegate Thomas M. Jackson, Jr., *Vice Chairman*  
Senator Robert C. Scott  
Senator Walter Stosch\*  
Senator William A. Truban\*  
Delegate David G. Brickley  
Delegate Shirley F. Cooper  
Delegate Thomas G. Baker  
Mr. Michael A. Evans  
Mr. Harold D. French

\*Senator Truban retired from the Senate of Virginia after the first year of the subcommittee's study, and Senator Stosch was appointed to the subcommittee during the second year of study.

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**Report of the Joint Subcommittee Studying  
the Need for Restructuring the Commonwealth's  
Local Social Services Delivery System**

**To**

**The Governor and General Assembly of Virginia  
Richmond, Virginia  
May 1993**

**TO: The Honorable L. Douglas Wilder, Governor of Virginia,  
and  
the General Assembly of Virginia**

***I. EXECUTIVE SUMMARY***

Although the impetus for this study was a Wilder administration budget-reduction proposal to consolidate the management of the Commonwealth's 124 local social service agencies into 38 agencies, the scope of the study included an examination of administrative costs and automation needs of local agencies. The subcommittee concluded that consolidation proposals imposing financial penalties on local social services agencies that fail to consolidate should not be pursued and that incentives for cooperation and consolidation would be a more productive avenue to pursue. The subcommittee determined that it was not advisable to separate administrative costs from direct service costs in the appropriation act but that it would be beneficial to include language in the act stating that the appropriation for administrative costs includes eligibility and social worker salaries. The Department of Social Services' Application Benefit Delivery Automation Project (ADAPT) was endorsed by the subcommittee with a reminder to continue to work closely with localities in the development and implementation of the project.

***II. AUTHORITY FOR STUDY***

Senate Joint Resolution 213 and House Joint Resolution 314, identical resolutions agreed to by the 1991 General Assembly, established a joint subcommittee to assess the state-local social services delivery system. In addition to the study resolutions, Item 537 of the 1991 Appropriation Act stated the intent of the General Assembly to study the efficiency, effectiveness, and cost of administering social services programs at the local and state level pursuant to SJR 213/HJR 314. The study was continued by the 1992 General Assembly pursuant to Senate Joint Resolution 135 (resolutions are attached as Appendix A).

***III. BACKGROUND***

The resolutions establishing the study were introduced in response to a 1990 administration proposal to consolidate the management of certain local social service agencies. In 1990 Virginia experienced a revenue shortfall and state agencies were required to develop plans to trim their budgets. The consolidation proposal was one of the strategies developed to address the \$23.7 million biennium budget reduction target for the Department of Social

Services. The administration reported that once implemented, consolidation could save two million dollars of general fund money annually without cutting benefits or direct client services. In making its case the administration also mentioned high administrative costs and cited statistics showing that Virginia's costs are the 11th highest in the nation and 25 percent above the national average. Administration statistics indicated that the five largest local agencies administer 28 percent of the benefit caseload and that 72 percent of the agencies administer 20 percent of the caseload.

Although the administration's consolidation plan was not mandatory, many localities viewed it as mandatory because if a locality decided not to consolidate it would lose state and federal funds. Since state and federal funds make up a sizable portion of most benefit and service programs administered by local departments, local departments felt that it would be impossible to carry out their mission without such funds.

The administration established an ad hoc advisory committee to develop recommendations to implement the local social services management consolidation proposal. The ad hoc advisory committee contained representatives from the Virginia Association of Counties, Virginia Municipal League, and the Department and State Board of Social Services as well as local social services directors and social services advocates. A model consolidation framework was developed to illustrate that consolidation was workable and that savings could be realized. Under the model framework the number of local agencies would be reduced from the existing 124 to 38. Eleven existing agencies would have remained intact and the remaining 113 would have been consolidated into 27 agencies. Client access to the physical facilities would have remained unchanged, but the number of employee positions would be reduced by 151. All of the positions eliminated would be administrative rather than direct service and eligibility workers. Consolidation was to be phased in starting in July 1991 and completed by July 1992.

Although many communities agreed that Virginia's social services delivery system should be reviewed and that consolidation of agencies could be a viable option in some instances, there was sentiment that the social services delivery system should be carefully studied and other options explored before resources were devoted to consolidation. Some localities felt that the reorganization would lead to a loss of local identity in the community with a resultant loss of local funding and community support. The model proposed that agencies with less than 1.5 percent of the total number of cases statewide be consolidated. Some localities with rapidly growing populations would have fallen just under the 1.5 percent floor and been subject to consolidation without any mechanism for taking into account their projected growth. Other localities felt that consolidation was not practical because of dissimilarities between their locality and surrounding localities. Others felt that having a single director responsible for several agencies would result in a lack of hands-on management and tie up the director's time with travel. Consolidation would reduce the availability of the director to handle the expected but unpredictable crises that social service agencies are confronted with on a daily basis. Although there are other levels of management, the director is the final authority and is accountable for the management of the agency.

The administration responded to concerns about a loss of local involvement with the community by pointing out that all current client access points would remain open and all eligibility and services staff would be retained. In addition, key local staff who recruit and interact with volunteers would not be impacted, and other state, regional or consolidated agencies do not have difficulties obtaining volunteers or community support from their localities. As far as loss of local funding support, the administration pointed out that although local funding amounts to \$24.8 million annually, \$22.5 million of that is from localities not targeted for consolidation, and in addition, other combined agencies, such as community services boards, receive local funding support.

An October 1990 survey by the Department of Social Services found that there are 10 consolidated social service agencies in Virginia which include 10 counties and 12 cities. Eight agencies serve two jurisdictions, and two agencies serve three jurisdictions. All combined jurisdictions are city and county combinations. There are no combined counties. With the exception of the Rockbridge Area (Rockbridge, Lexington, and Buena Vista) which was established 20 years ago, the jurisdictions merged at the time they first established an agency or when one jurisdiction became an independent city. See Appendix B for an article on consolidated social service agencies that appeared in the June 1991 issue of *Virginia Town and City*.

Also introduced during the 1991 General Assembly Session was House Bill 1571, patroned by Delegate R.B. Jones, which prohibited the Department or State Board of Social Services from withholding state or federal reimbursement from a local department or board of social services solely because the local department did not consolidate with another local agency. The bill, which had an emergency clause and a sunset date of March 31, 1991, was referred to the House Appropriations Committee where no action was taken.

Once the study resolutions were introduced during the 1991 General Assembly Session, no further action was taken regarding consolidation.

#### ***IV. ACTIVITIES, FINDINGS AND RECOMMENDATIONS***

##### **A. Consolidation**

The subcommittee reviewed Virginia's existing social services delivery system, thoroughly examined the administration's consolidation proposal and heard the viewpoints of interested parties. (See Appendix C for a description of Virginia's social services delivery system.) In addition to hearing from the administration, which essentially presented the information contained in the background section of this report, the subcommittee heard from the Virginia Municipal League, the Virginia Association of Counties, and the Virginia League of Social Services Executives. The administration also noted that Virginia's current system of state supervision and local provision of services is over 50 years old, and a review of the system might be in order. Although the Virginia Municipal League did not oppose consolidation as a concept, it was concerned with the short time frame and the lack of information on the

financial, administrative, service and legal implications of wide-scale consolidation and suggested that consolidation was not the only option that should be considered. The Virginia Association of Counties suggested that the State define its goals for delivering social services and that it was unrealistic to think that the State would be able to reduce the amount of money spent on social services in the next few years.

The Virginia League of Social Services Executives testified that there were specific administrative alternatives that would save over two million dollars without causing the upheaval that consolidation would cause. The League was also concerned that the personnel savings might be illusory because personnel whose jobs were being eliminated might have "bumping" rights, and when demoted their salaries would be frozen at current levels. Another concern was that directors of some of the smaller agencies perform direct client services and this reduction in services was not taken into account. The local director is a vital link between the community and the local governing body, particularly in smaller communities that lack a sophisticated local government management structure. Eliminating the local director's position would be the loss of a vital resource and would be disruptive, at least at first. The director is often regarded as the expert in human resources and is often an initiator of community services.

Subcommittee discussion indicated that because each locality has unique needs consolidation might work better if it was initiated by the localities involved. After its considerations the subcommittee voted unanimously that it was the sense of the subcommittee that the consolidation proposals imposing financial penalties on local social services agencies that fail to consolidate would not be considered and that the subcommittee would prefer to examine incentives for consolidation.

At the subcommittee's request the Virginia Municipal League, the Virginia Association of Counties, and the Virginia League of Social Service Executives formed a work group to discuss cooperative efforts and possible incentives for cooperation or consolidation. The subcommittee noted that the General Assembly succeeded in halting forced consolidation and that localities had represented that better services could be delivered at lower cost if there were incentives for voluntary cooperation and requested that the group work hard to develop specific incentives for cooperation and consolidation to submit to the subcommittee.

The work group mailed surveys to all 124 directors of local departments of social services to determine the amount of existing interagency cooperation and to ascertain their viewpoints. The response rate was 86 percent. Sixty-eight agencies responded that they were involved in some type of cooperative effort and identified 11 nonresponding local departments involved in cooperative arrangements or agreements, bringing the total to 78 or 63 percent of all local agencies. Cooperative efforts range from small to large scale, and from a single effort between local agencies to multiple efforts involving more than two agencies.

The survey also revealed that:

- Fifty-six (82 percent) of the 68 agencies which indicated that they were involved in cooperative efforts said that their experience with cooperative efforts had been positive overall. Four respondents reported negative experiences.
- Fifteen of the cooperating agencies said that cooperative efforts reduced their costs; 11 said that their costs increased as a result and 35 said that their costs were neither increased nor reduced as a result of cooperative efforts.
- Thirty-nine of the cooperating agencies said that cooperative efforts made more efficient use of their staff, while 14 reported that staff efficiency did not change.

The respondents suggested the following as specific incentives that the state or federal government could offer to encourage cooperative efforts:

- 50% suggested increasing the state administrative reimbursements to cooperating agencies.
- 38% suggested relaxing reporting, paperwork, or confidentiality requirements and allowing more flexibility in the use of funds and staff at the local level.
- 14% suggested that the State share savings derived from joint efforts with the local agencies involved in the efforts.
- 5% suggested giving more travel funds to geographically dispersed agencies to encourage cooperative efforts.

Other suggestions included:

- Compensating the fiscal agent in a cooperative effort for the additional costs incurred and acknowledging and addressing the costs incurred by agencies acting as administrative agents in cooperative efforts.
- Rewarding agencies for using staff in nontraditional ways that lead to better outcomes for clients.
- Giving technical assistance or training regarding joint ventures.
- Giving local boards information on how cooperative efforts can benefit clients, the community, and the agency.
- Ensuring that state and local regulations do not conflict.
- Giving additional funds to understaffed agencies to attract and keep specialized staff (e.g., foster care) or for necessary office space used for regional efforts.
- Having the state and federal government pay more when cooperative efforts work better but cost more.



The respondents listed the following as the programs they believed best suited for cooperative efforts:

- Foster care (20 responses)
- Recruitment/training of staff and volunteers (16)
- Child protective services (13)
- JOBS/Employment services and training (12)
- Day care (10)
- Any program/depends on circumstances (9)
- Fraud workers/investigations (7)
- Adoption (5)

The survey identified the following as efforts other than cooperation that have been undertaken by local agencies to improve service delivery or operations:

- 30 agencies use volunteers
- 25 use interagency teams or networks
- 5 involve private sector groups, civic groups and religious organizations to help raise money, find facilities or staff
- a few agencies try to educate the community about local programs, combine with literacy councils to educate clients, or combine training with other agencies.

More detailed information about the survey, including the survey instrument and examples of existing cooperative efforts, is included in Appendix D.

The work group reported that the possibility of offering better services to clients and making better use of staff and financial resources were incentives for cooperation. However, the group identified a number of disincentives, including the absence of encouragement or support from the state and federal government for improving program delivery through different service delivery methods. Localities are concerned that efforts to cooperate or consolidate will focus on saving money without adequate consideration being given to program quality and outcome and that instead of being rewarded departments which cooperate may lose staff, funds, or flexibility. For these reasons the group suggested pursuing the idea of increasing the percentage of state administrative reimbursement to local departments which cooperate in programs or share staff. The idea of letting local departments share a percentage of any savings achieved from cooperative efforts was attractive; however, this would not address situations where the cooperation resulted in program improvements but not in significant cost savings. The group emphasized the importance of focusing on client needs and program outcome when considering cooperation and consolidation and of rewarding rather than inadvertently penalizing local departments for undertaking, continuing or expanding cooperative ventures.

Recommendation 1: Consolidation proposals imposing financial penalties on local social services agencies that fail to consolidate should not be considered, and incentives for consolidation and cooperation should be examined instead.

Recommendation 2: The Department of Social Services should develop a list of existing cooperative arrangements because there is a lack of awareness of these efforts and their outcome.

## **B. Administrative Costs**

Because the administration cited Virginia's high administrative costs as a reason for consolidation, the subcommittee explored the categorization of administrative costs and direct service costs in Virginia. The Virginia League of Social Services Executives asked the subcommittee to consider whether separating administrative costs from direct service costs in the appropriation act would provide the General Assembly and the public with a better understanding of administrative overhead costs versus the costs attributable to direct services to clients. This would involve creating a separate line item in the 1994 Appropriation Act for administrative costs of local departments.

Representatives of the Virginia League of Social Services Executives explained some of the reasons that the League would like to have a separate line item in the appropriation act for administrative costs. One of the reasons the administration gave for its consolidation proposal in the fall of 1990 was that Virginia had high administrative costs for its AFDC caseload. The League feels that this assertion was based on faulty indicators, that it is damaging and that one way to erase this myth would be to separate administrative costs from direct service costs in the budget. The League believes that having direct service and administrative costs lumped together causes confusion and leads to inaccurate comparisons. The assertion that Virginia has comparatively high administrative costs has arisen repeatedly, and the League would like to resolve the issue. It was noted that the 1986 Report of the Joint Subcommittee Studying the Costs to Localities For Public Assistance Programs (House Document No. 26, 1986) concluded that increases in administrative costs of public assistance programs were justified by increased responsibility imposed in administering the programs. The report also stated that there does not appear to be significant waste or mismanagement.

Although there was no opposition to the concept of separating administrative costs from direct service costs in the appropriation act, a number of questions arose about the method of separating the two and the consequences of such a separation. One problem in separating the two is how to define administrative costs versus direct service costs. Although direct service workers and administrative staff would be easy to classify, it would be difficult to categorize supervisory staff who also deliver services without requiring detailed record keeping and time sheets. Questions were raised about whether separating the costs would affect the way localities have structured their financial arrangements to draw down federal funds. Concern was also expressed about whether separation would reduce the amount of flexibility that local social service departments have in negotiating financial arrangements with their local government. Because it is a state supervised, locally administered program, local departments of social services have a variety of financial arrangements with their local governments, some pay rent and some do not, some pay for various goods and services and others do not.

In addition, evidence was presented that other state agencies that have separated various costs have found that it decreases flexibility and that administrative costs tend to get neglected when there is an increase in direct services costs. For example, there may be an increase in staff but no corresponding increase in office supplies or office space. For these reasons the subcommittee determined that it would not be feasible to separate administrative and direct service costs in the appropriation act and recommended that language be added to the appropriation act stating that the appropriation includes but is not limited to certain delineated expenses.

Recommendation 3: Because of the difficulty in categorizing costs and because the benefits to be derived would be questionable, the subcommittee recommends that administrative costs not be separated from direct service costs in the appropriation act.

Recommendation 4: The subcommittee should request the Department of Planning and Budget to add language to Items 379 and 380 in the appropriation act stating that the amount appropriated includes but is not limited to such things as rent, overhead, supplies, etc. (The language is attached as Appendix E.)

Recommendation 5: The subcommittee's report should contain a description of the deliberations on the possible separation of administrative and direct service costs in the budget and how the conclusion to continue the current system was reached.

### **C. Automation**

Although automation was not one of the originally targeted topics, it was added to the study resolution for the second year of the study because it was repeatedly mentioned by those who testified before the subcommittee as the single best way to increase productivity. Because of the uniform consensus that increased automation was urgently needed, the subcommittee focused a great deal of attention on the use of automation in determining eligibility for benefit programs administered by local departments of social services.

The subcommittee learned that throughout the State, local departments of social services have been overwhelmed by increasing numbers of applications for benefit programs in recent years. Virginia's caseloads in AFDC, Food Stamps, and Medicaid increased by 20.3 percent, 30.9 percent, and 32.9 percent, respectively, from April 1990 to April 1992. In addition to the ever present threat of loss of federal funds because of noncompliance with time guidelines and error rates, the stress on local agencies has further been exacerbated by the recent food stamp lawsuit. Current information systems are cumbersome, timeconsuming, and labor intensive and impede the timely processing of applications and delivery of benefits.

During the first year of its study, the subcommittee toured the Richmond City Department of Social Services, viewed intake and eligibility determination areas and received an overview of the intake process. A departmental presentation on the eligibility determination process illustrated how repetitive and timeconsuming the existing process was. (See Appendix F for an illustrative chart.)

At that time the subcommittee also heard from local governments that they had waited patiently for the State Department of Social Services to address the development of an automated eligibility process for local departments of social services and that the situation had become so critical that the Virginia Association of Counties and the Virginia Municipal League were seriously considering forming a consortium to explore automation alternatives available from the private sector.

Also during the first year of the subcommittee's study, the Department of Social Services unveiled Project ADAPT (Application Benefit Delivery Automation Project), an ambitious project which the Department asserted would significantly streamline the application and benefit delivery process and put Virginia in the forefront of using new technology to enhance existing systems. Representatives of the Department explained how ADAPT was developed and stated that a major objective of ADAPT is to provide local agencies with a single point of contact for interfacing with multiple systems. A schedule for the various phases of the project was presented, and it was projected that tangible benefits to local staff would begin with the fourth quarter of calendar year 1991 and that major portions of the project would be completed within 24 months. It was noted that the success of ADAPT is dependent on financial support to procure equipment for local agencies and the availability of staff and other resources required for development, implementation and maintenance. The estimated project cost was reported to be \$16,204,183, and preliminary cost benefit analysis indicated that the pay back period would be less than four years.

Second year testimony indicated that a great deal of work had been done on ADAPT, that the state Department worked closely with localities, and that many localities participated in various pilot projects. The composition and role of planning groups comprised of state and local personnel and of the various pilot projects were explained. The Department reported that it had determined that personal computers with graphical user interface could increase worker productivity by 48 to 55 percent and reduce overall computer costs and that, although ADAPT is a major project and will result in fundamental changes, the Department is utilizing existing equipment and enhancing existing systems in addition to acquiring new equipment and technology.

The subcommittee received assurances that Project ADAPT will be workable in and very beneficial to local departments of social services. Based on these assurances, and the fact that the Department responded to subcommittee concerns about moving forward in a timely manner and involving local governments in the planning and implementation process, the subcommittee felt that favorable consideration should be given to the Department's budget requests for Project ADAPT which supplemented \$500,000 of general funds appropriated by Chapter 893 during the 1992 General Assembly Session. The Department asked to carry forward \$1,424,000 from FY 92 general fund balances for the purchase of hardware for local agencies, to upgrade state-local communications capability, and to continue to develop the necessary software. The Department also submitted three ADAPT-related budget requests totalling \$1,800,269 in general funds and \$2,860,871 in federal funds for FY 1994. These requests include 17

full-time employees for central office positions to maintain and update ADAPT, conduct training, and staff a "help desk" and the purchase of additional personal computers for localities. The subcommittee determined that the success of ADAPT is dependent upon the ability to procure equipment for local agencies and the availability of staff and other resources required for development, implementation, and maintenance. It was noted that adequately funding ADAPT would allow Virginia to take advantage of the current federal formula which provides 90 percent reimbursement for a portion of the hardware and 50 percent reimbursement for development costs.

Recommendation 6: Because of the urgent need to automate the benefit eligibility process in local departments of social services, the subcommittee voted to write a letter in support of the Department of Social Services' budget requests for Project ADAPT to the Secretary of Health and Human Resources and the Secretary of Finance (letters are attached as Appendix F).

Recommendation 7: The subcommittee strongly encourages the state Department and localities to continue to work together so that the best automated system can be developed, rather than working on parallel tracks. Millions of dollars and vast amounts of time will be spent developing and implementing this computer system, and it is essential that the product be workable at both the state and local level. Equal emphasis should be given to the development of automated support for social workers and service case management.

Respectfully submitted,

Senator Joseph V. Gartlan, Jr., *Chairman*  
Delegate Thomas M. Jackson, Jr., *Vice-chairman*  
Senator Robert C. Scott  
Senator Walter Stosch  
Delegate David G. Brickley  
Delegate Shirley F. Cooper  
Delegate Thomas G. Baker  
Mr. Michael A. Evans  
Mr. Harold D. French

## APPENDICES

## APPENDIX A

### SENATE JOINT RESOLUTION NO. 213

*Requesting a joint subcommittee to study the need for restructuring the Commonwealth's local social services delivery systems.*

Approved by the Senate, February 21, 1991

Approved by the House of Delegates, February 20, 1991

WHEREAS, the Commonwealth of Virginia has maintained a social service delivery system administered by counties and independent cities since 1936; and

WHEREAS, all levels of government within the Commonwealth have been and remain committed to the efficient and effective delivery of social services to their respective citizenries; and

WHEREAS, alternative social service delivery models have from time to time been proposed and may be supported by modern systems of transportation and communication; and

WHEREAS, changes to the existing social service delivery system present possibilities to adversely affect recipients of social services and local governments; and,

WHEREAS, no alternative social service delivery methods should be implemented prior to proper study, evaluation, and planning as to the impact on users of such services and local and state fiscal processes; and

WHEREAS, it is the intent of the Commonwealth that the existing high quality of services not be diminished in order to bring about economies; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That a joint subcommittee is requested to assess the state local social service delivery system. The study shall include, but not be limited to:

1. A review of the efficiency and effectiveness of the current local delivery system which relies on local government to deliver social services to its citizens;

2. Consideration of the efficiency and effectiveness of alternative delivery systems, including, but not limited to (i) current district models established as provided in § 63.1-44 of the Code, (ii) current contractually established multi-jurisdictional delivery systems, and (iii) services or staff positions shared by several localities; and

3. An evaluation of the functions of the Virginia Department of Social Services to assure (i) that the Department efficiently provides local agencies with effective oversight and resource allocation to provide the array of services mandated by statute and (ii) that the Department effectively supports the state supervised, locally administered delivery system.

The joint subcommittee shall be composed of nine members: three shall be from the Senate to be appointed by the Senate Committee on Privileges and Elections; four shall be from the House of Delegates to be appointed by the Speaker; and two shall be appointed by the Governor to represent local interests. In addition to the Division of Legislative Services, staff support shall be provided by the Secretary of Health and Human Resources in a manner deemed appropriate by the joint subcommittee.

The joint subcommittee shall complete its work and report its findings and recommendations to the Governor and the 1992 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for processing legislative documents.

The indirect costs of this study are estimated to be \$13,675; the direct costs of this study shall not exceed \$8,100.

Implementation of this resolution is subject to subsequent approval and certification the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.

# GENERAL ASSEMBLY OF VIRGINIA--1991 SESSION

## HOUSE JOINT RESOLUTION NO. 314

*Requesting a joint subcommittee to study the need for restructuring the Commonwealth's local social services delivery systems.*

Agreed to by the House of Delegates, February 4, 1991

Agreed to by the Senate, February 21, 1991

WHEREAS, the Commonwealth of Virginia has maintained a social service delivery system administered by counties and independent cities since 1936; and

WHEREAS, all levels of government within the Commonwealth have been and remain committed to the efficient and effective delivery of social services to their respective citizenries; and

WHEREAS, alternative social service delivery models have from time to time been proposed and may be supported by modern systems of transportation and communication; and

WHEREAS, changes to the existing social service delivery system present possibilities to adversely affect recipients of social services and local governments; and

WHEREAS, no alternative social service delivery methods should be implemented prior to proper study, evaluation, and planning as to the impact on users of such services and local and state fiscal processes; and

WHEREAS, it is the intent of the Commonwealth that the existing high quality of services not be diminished in order to bring about economies; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That a joint subcommittee is requested to assess the state-local social services delivery systems. The study shall include, but not be limited to:

1. A review of the efficiency and effectiveness of the current local delivery system which relies on local government to deliver social services to its citizens;

2. Consideration of the efficiency and effectiveness of alternative delivery systems, including, but not limited to (i) current district models established as provided in § 63.1-44 of the Code, (ii) current contractually established multi-jurisdictional delivery systems, and (iii) services or staff positions shared by several localities; and

3. An evaluation of the functions of the Virginia Department of Social Services to assure (i) that the Department efficiently provides local agencies with effective oversight and resource allocation to provide the array of services mandated by statute and (ii) that the Department effectively supports the state supervised, locally administered delivery system.

The joint subcommittee shall be composed of nine members: four shall be from the House of Delegates to be appointed by the Speaker; three shall be from the Senate to be appointed by the Committee on Privileges and Elections; and two shall be appointed by the Governor to represent local interests. In addition to the Division of Legislative Services, staff support shall be provided by the Secretary of Health and Human Resources in a manner deemed appropriate by the joint subcommittee.

The joint subcommittee shall complete its work and report its findings and recommendations to the Governor and the 1992 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

The indirect costs of this study are estimated to be \$13,675; the direct costs of this study shall not exceed \$8,100.

Implementation of this resolution is subject to subsequent approval and certification by the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.



## SENATE JOINT RESOLUTION NO. 135

*Continuing the Joint Subcommittee Studying the Need for Restructuring the Commonwealth's Local Social Services Delivery Systems.*

Agreed to by the Senate, February 5, 1992  
Agreed to by the House of Delegates, March 3, 1992

WHEREAS, the Joint Subcommittee Studying the Need for Restructuring the Commonwealth's Local Social Services Delivery Systems was established in 1991 by Senate Joint Resolution No. 213 and House Joint Resolution No. 314 to assess the state-local social services delivery system; and

WHEREAS, the study resolutions were introduced in response to a 1990 administration proposal to consolidate the management of certain local social services agencies which was not pursued once the study resolutions were introduced; and

WHEREAS, the subcommittee thoroughly reviewed the administration's proposal and heard from representatives of local departments of social services and local governing bodies; and

WHEREAS, the subcommittee voted unanimously that it is the sense of the subcommittee that consolidation proposals imposing financial penalties on local social service departments that fail to consolidate will not be considered and that the subcommittee would prefer to examine incentives for consolidation; and

WHEREAS, the joint subcommittee has recommended certain statutory changes to remove barriers to consolidation of local boards of social services; and

WHEREAS, the subcommittee intends to form a working group consisting of several subcommittee members, representatives of state and local governments and other interested groups to determine the feasibility of offering incentives for the consolidation of activities of local departments of social services; and

WHEREAS, the subcommittee heard testimony about the recent dramatic increase in applications for benefit programs, the repetitiveness and time-consuming nature of the current eligibility determination process, and the urgent need for eligibility automation; and

WHEREAS, the subcommittee has reviewed a proposal by the State Department of Social Services called Project ADAPT (Application Benefit Delivery Automation Project) which reportedly will significantly streamline the application and benefit delivery process; and

WHEREAS, the subcommittee strongly endorses efforts to automate the eligibility process and recommends that the Department and localities work together on automation so that the best system can be developed, rather than working on parallel tracks; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That the joint subcommittee, established in 1991 pursuant to Senate Joint Resolution No. 213 and House Joint Resolution No. 314, be continued to assess the state-local social services delivery system. The study shall include, but not be limited to:

1. A review of the efficiency and effectiveness of the current local delivery system which relies on local government to deliver social services to its citizens;
2. A consideration of the efficiency and effectiveness of alternative delivery systems, including, but not limited to (i) current district models established as provided in § 63.1-44 of the Code, (ii) current contractually established multijurisdictional delivery systems, and (iii) services or staff positions shared by several localities;
3. An evaluation of the functions of the Virginia Department of Social Services to assure (i) that the Department efficiently provide local agencies with effective oversight and resource allocation to provide the array of services mandated by statute and (ii) that the Department effectively support the state-supervised, locally administered delivery system; and
4. A determination of the steps that need to be taken to develop a statewide automated eligibility process.

All members of the joint subcommittee shall remain members, and any appointments to fill vacant positions shall be made by the Speaker of the House if the vacant position was previously held by a member of the House of Delegates; by the Senate Committee on Privileges and Elections if the vacant position was previously held by a member of the Senate; or by the Governor if the vacant position was previously held by a citizen member appointed to represent local interests.

In addition to the Division of Legislative Services, staff support shall be provided by the Secretary of Health and Human Resources.

The joint subcommittee shall complete its work in time to submit its findings and recommendations to the Governor and the 1993 Session of the General Assembly as provided in the procedures for the Division of Legislative Automated Systems for the processing of legislative documents.

The indirect costs of this study are estimated to be \$13,255; the direct costs of this study shall not exceed \$8,100.

Implementation of this resolution is subject to subsequent approval and certification by the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.

## Intergovernmental Cooperation

# Many Jurisdictions Share Social Services

By Christy Everson

*Note: The following continues the Virginia Municipal League's program to highlight intergovernmental cooperation in each issue of Virginia Town & City and is taken from information submitted to the league in response to a request in December 1990 for information on cooperative efforts.*

Cooperation in the areas of human and social services is high among local governments, according to the information the Virginia Municipal League received in response to a December 1990 request. Many jurisdictions share social service agencies, courts and jail facilities, mental health services, programs for the elderly, homeless programs, indigent health care programs, job training programs, juvenile detention homes and group homes of all types. Often mentioned in the information submitted are joint efforts through community ser-

vice boards, regional jail authorities and area agencies on aging. In addition, local governments operate intergovernmental task forces and planning and networking groups in efforts to find solutions to social problems, often viewed as regional in scope, or to simply improve and better coordinate services.

Barbara Driver, director of Alleghany County-Covington Department of Social Services, says the city and county have always had a joint agency. The county serves as the "host agency," paying for the services up front and then billing the city with a formula based on caseloads and population to cover the administrative cost and dollar for dollar for program costs.

The department is located in the county, but until seven years ago it was in the city. However, Driver says the location has been purely incidental. She serves as the director of the agency that

is governed by a six-member board with three county members and three city members. The benefits are obviously the savings offered by using combined facilities and staff and the homogeneous, regional service for the county and city.

Although joint social service agencies are fairly common, most are organized differently. Barbara Booth, a management analyst supervisor in the Virginia Department of Social Services' Bureau of Planning and Management Analysis, says that a survey she conducted in October 1990 indicated there were 10 joint social service bureaus in the state that include 10 counties and 12 cities. She found these agencies to be organized basically in one of three ways: with one locality taking the lead and the other or others merely contracting for services, with responsibilities equally shared among jurisdictions, or as an agency separate from the local governments established as a social service district under section 63.1-44 of the Virginia Code.

The most unusual configuration might be the relationship between Staunton and Augusta County. In this instance, two agencies are headed by one director and they have one staff and are housed together. Their budgets, funding and caseloads are separate however, and they are governed by two separate boards. The county's board is a five-member administrative board appointed by the board of supervisors, while the city's board is a five-member advisory board chaired by the city manager. Workers receive two checks: one from the county and one from the city. Even with such an unusual configuration, the two agencies are saving on administrative costs and facilities.

Other local governments sharing social services include Bedford and Bedford County; Chesterfield and Colonial Heights; Greensville and Emporia; Halifax and South Boston; Roanoke County and Salem; York County and Pocahontas; Fairfax County, Fairfax and Falls Church; and Rockbridge County, Lexington and Buena Vista.

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#### **About the Author**

Christy Everson is director of communications for the Virginia Municipal League and editor of Virginia Town & City and Municipal League Letter.

## APPENDIX C

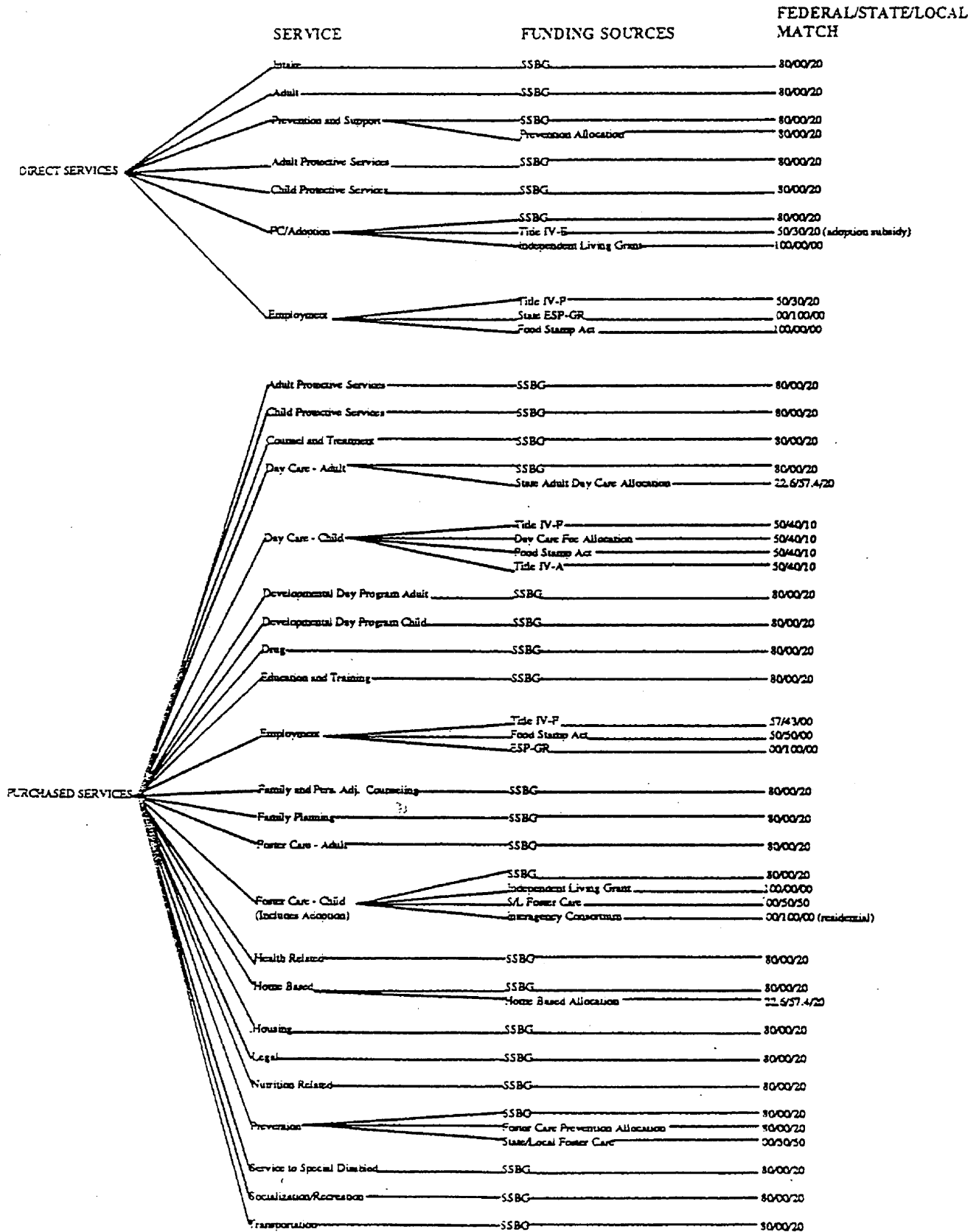
### VIRGINIA'S SOCIAL SERVICES DELIVERY SYSTEM

Virginia has a state-supervised but locally-administered social service delivery system. Benefit and service programs in Virginia are administered by 124 local departments of social services, subject to rules and regulations promulgated by the State Board of Social Services in accordance with federal law and regulation and state law. Virginia's state-local system was established in 1938 when the General Assembly passed the Virginia Public Assistance Act which required every county and city in the State to establish a local department of public welfare. This Act enabled Virginia to participate in federal funding of assistance programs under the federal Social Security Act.

Public social services policy in Virginia is established by the State Board of Social Services. Based on federal law and policy and state law, the State Board adopts rules and regulations necessary for the effective operation of the various public assistance and social service programs by local social service agencies. The State Department of Social Services is headed by the Commissioner of Social Services who is responsible for properly administering the provisions of the Virginia Code that apply to the Department of Social Services and for enforcing rules and regulations adopted by the State Board. The State Department of Social Services, with the assistance of the State Board, establishes and monitors policies and procedures that guide local programs, allocates federal and state funds for these programs, and provides administrative support. The State Department has five regional offices which supervise and assist the 124 locally operated social service agencies in carrying out policies and programs. The number of regional offices was reduced from seven to five on July 1, 1991, as part of the Department's budget reduction plan.

Local social service agencies provide or arrange for benefits and services for eligible clients. Local boards of social services establish some program policy and budgets, approve certain case actions and have authority for individual personnel actions such as selection, promotion, dismissal, etc. Local governing bodies approve local department budgets and appropriate funds for administration and some program costs in anticipation of reimbursement for costs, according to a formula, from the Department of Social Services.

## Direct and Purchased Services (FY 1992)



*Updated Chart for Appendix B of 1989 Funding Needs of  
Local Social Service Agencies Study by the  
Department of Social Services.*

## APPENDIX D

### Update on Cooperation Survey

As requested, VML followed up with the local departments of social services that did not answer our initial survey. The follow up survey mailing brought in an additional 45 responses, bringing the total to 107 (an 86 percent response rate). The following is an updating of the responses to individual questions on the survey. Spreadsheets with some of the question responses and listing of responses to the other survey questions (broken out by local agency) is included with this information.

#### Who's Cooperating Now?

With the additional responses received, the total number of agencies saying that they are involved in some type of cooperative effort or efforts reached a total of 68. As in the first round of surveys, these responding agencies identified other local departments involved in cooperative agreements/arrangements that did not respond to the survey. A total of 11 of these non-answering agencies were identified, bringing the total of agencies involved in some type of cooperative effort(s) to 78 (63 percent of all local agencies).

#### How Have Cooperative Efforts Fared?

Out of the 68 agencies who responded that they are involved in a cooperative effort(s), 82 percent (56 respondents) said that their experience with cooperative efforts have been positive overall, and four reported a negative experience. In addition:

- Fifteen respondents said that cooperative efforts reduced their costs; 11 said that their costs increased as a result; and 35 said that their costs were neither reduced or increased as a result of cooperative efforts.
- Thirty-nine respondents said that cooperative efforts made more efficient use of their staff, while 14 reported that it made no difference in their use of staff.

Thirty-nine agencies (36 percent of respondents) said that they are not presently involved in any cooperative efforts.

#### Other Efforts

Efforts other than cooperation that have been undertaken by local agencies to improve service delivery or operations include the following:

- thirty agencies use volunteers
- twenty-five agencies use interagency teams or networks
- the number remained the same for those who involve private sector groups, students, or other organizations to help raise money, find facilities, or staff.

#### Incentives to Cooperation

What specific incentives would encourage cooperative efforts to begin or continue?

- the percentage of respondents suggesting an increase in the state administrative reimbursement for cooperating agencies was comparable to the earlier response (50 percent)
- thirty-eight percent suggest relaxing reporting requirements, paperwork and granting flexibility in use of funds and staff at the local level

- fourteen percent suggest that the state share savings derived from joint efforts
- other suggestions include compensating the fiscal agent in a cooperative effort for the additional costs incurred; streamlining state government more; making funding more equitable among local agencies; and rewarding agencies for using staff in non-traditional ways that lead to better outcomes for clients.

#### Programs on Which to Cooperate

Again, the responses varied on the question of which programs are best suited for cooperative efforts. The most prevalent responses included:

- Foster care (20 responses)
- JOBS/Employment services & training (12 responses)
- CPS (13 responses)
- Recruitment/training of staff/volunteers (16 responses)
- Day care (10 responses)
- Any program/depends on the circumstances (9 responses)
- Fraud workers/investigators (7 responses)
- Adoption (5 responses)

## Incentives to Cooperation and Cooperative Efforts, Part II September 15, 1992

Following a request at the last meeting of this study committee for further information regarding cooperative efforts and possible incentives for cooperation, the Virginia Municipal League and Virginia Association of Counties decided to go straight to the source for information about incentives and cooperative efforts – the local social services directors. In cooperation with the Virginia League of Social Services Executives, we mailed surveys to all local social services directors in Virginia.

Our survey asked local directors about the following issues:

- 1) their agency's involvement or lack of involvement in cooperative efforts;
- 2) what cooperative efforts have accomplished for the local agency;
- 3) what other efforts have been undertaken to improve service delivery or operations;
- 4) which programs, in their opinion, are best suited for cooperative efforts; and
- 5) what specific incentives should be offered to encourage and increase cooperative efforts.

The survey was mailed to every local social services agency in the state -- a total of 124 agencies. So far we have received 62 responses, for a 50 percent response rate.

### Who's Cooperating Now?

Out of the 62 survey responses, 45 agencies said that they are involved in some type of cooperative effort or efforts. These 45 agencies identified a total of 74 local agencies involved in cooperative or consolidated service efforts. The reason that more agencies were identified as cooperating than the total number of survey responses received is that some of the agencies identified in the cooperative efforts did not respond to the survey.

Cooperative efforts range from small to large scale, and from a single effort between local agencies to multiple efforts involving two or more local agencies. Some of these examples are attached for your information.

### How Have Cooperative Efforts Fared?

Out of the 45 respondents involved in cooperative efforts, 75 percent (34 respondents) said that their involvement in a cooperative effort or efforts was a positive experience overall, and only three said it was a negative experience overall. Other findings include:

- Ten respondents said that cooperative efforts reduced their costs; eight reported that their costs increased; and 20 said that their costs were neither reduced or increased in cooperative efforts. Seven did not answer this question.
- Twenty-six respondents said that cooperative efforts made more efficient use of staff, while six reported cooperating made no difference in their use of staff. Thirteen respondents did not answer this question.

Twenty agencies said that they were not presently involved in any cooperative efforts. The reasons for this and possible ways to smooth the path for such efforts will be discussed a little later.

### Other Efforts

We asked about efforts other than cooperation that have been undertaken by local agencies to improve service delivery or operations. These findings included the following:

- eighteen agencies use volunteers
- fifteen agencies use interagency networks or teams
- five agencies involve private sector groups, civic groups and religious organizations to help raise money, find facilities, or staff
- a few agencies try to educate the community about local programs, combine with literacy councils to educate clients, or combine training with other agencies.

### Incentives to Cooperation

We asked agency directors what specific incentives the state or federal governments should offer to encourage cooperative efforts. The respondents replied as follows, starting with the most popular possible incentive and moving down from there:

- fifty percent of respondents suggested increasing the state administrative reimbursements to cooperating agencies
- thirty-two percent suggested relaxing reporting requirements and confidentiality rules, and more flexibility in how funds are used and organizations are structured in cooperating agencies
- twelve percent suggested that the state share savings derived from joint efforts with the local agencies involved in the efforts
- five percent suggested giving more travel funds to geographically dispersed agencies to encourage cooperative efforts

Other suggestions for encouraging cooperative efforts included:

- give technical assistance or training regarding joint ventures
- give local boards information on how cooperative efforts can benefit clients, the community, and the agency
- ensure that state and federal regulations don't conflict
- ensure that local staff will not be decreased
- acknowledge and address the costs incurred by agencies acting as administrative agents in cooperative efforts
- give additional funds to understaffed agencies to attract and keep specialized staff (e.g., foster care) or for necessary office space used for regional efforts
- have the state and federal government pay more when cooperative efforts work better but cost more

### Programs On Which to Cooperate

We asked agency directors which programs, in their opinion, would be best suited for cooperative efforts. The responses varied widely, but some of the most prevalent responses included the following:

- Foster care (16 responses)
- JOBS/employment services and training (11 responses)
- Any program/it depends on the communities (11 responses)
- CPS (7 responses)
- Education/training of staff (6 responses)
- Day care (6 responses)
- Fraud workers/investigations (5 responses)



- Independent living training & services (5 responses)
- Adoption services (4 responses)

Several other programs or services received one or two votes, including adult services, benefit program supervision, refugee assistance, volunteer coordination, energy assistance and state-local hospitalization. Only one director said that no programs are suitable for cooperative efforts.

### Why Not Cooperate?

As mentioned earlier, 20 agencies responded that they were not involved in cooperative efforts. Some of the reasons for not trying joint ventures are harder to address than others. Some of the reasons for not being involved in cooperative efforts and possible ways to address concerns and problems are as follows:

#### 1. Geographic distance between agencies

Possible solutions:

- Enhance telecommunications capacity between agencies
- Pay for satellite office space for cooperating agencies  
(But you still need staff to run the offices)

#### 2. Sharing staff isn't easy under current DSS policies

Possible solution:

- Relax rules and regulations for cooperating agencies

#### 3. Limited administrative funding and time necessary to look into cooperative efforts with others

Possible solutions:

- Increase administrative reimbursement for cooperating agencies
- Disseminate case studies of successful efforts to everyone
- Furnish training regarding partnerships to everyone

#### 4. No employee time to free up to work on joint projects

Possible solutions:

- Staff the caseload standards for cooperating agencies
- Increase administrative reimbursement for cooperating agencies

#### 5. No local interest or lack of interest on the part of other local agencies

Possible solutions:

- Increase the administrative reimbursement for cooperating agencies
- Disseminate case studies of successful efforts to everyone
- Educate local boards on the possible benefits to their clients and agency

#### 6. Too many fiscal and administrative complexities

Possible solutions:

- Ease reporting requirements and allow more flexibility in use of funding & organizational structure for cooperating agencies

### Policy Options

- Identify which state and federal rules or regulations get in the way of cooperative efforts and what can be done to change or relax these rules and regulations
- Highlight examples of cooperative efforts in existing publications, such as the Dept. of Social Services newsletter (VML will probably use some of these examples when it highlights regional efforts in its publications as well)
- Develop information about other possible sources of assistance (e.g., using volunteers or interagency working groups)
- Discuss the magnitude of proposed incentives -- how much can be offered, at what point do agencies qualify for incentives, etc.
- Consider establishment of an incentive fund to encourage cooperative efforts and where such funds would originate. Continue existing grant programs and technical assistance regarding grants applications.

In conclusion, it appears from the survey results that more than half of the local agencies cooperate on at least one facet of their operations. The reasons for cooperating may be varied, but the overall experience seems to be positive for these agencies. Many local agencies use other resources to make better use of their staff and to get more for their money, such as volunteers and interagency and interjurisdictional networks and working groups.

Local agencies are very interested in incentives to continue or increase their cooperative efforts, and they list increased administrative reimbursement and relaxation of rules and regulations (in other words, more flexibility over operations) as the top two possible incentives to pursue. The Joint Committee may wish to discuss the pros and cons of these possible incentives before making any final recommendations regarding incentives.

We hope that this survey information is helpful to the Joint Committee in its deliberations on the topic of cooperative efforts and incentives.

# SOCIAL SERVICES COOPERATIVE EFFORTS/INCENTIVES SURVEY

Name of Jurisdiction: \_\_\_\_\_

Your Name: \_\_\_\_\_

Your Telephone Number: \_\_\_\_\_

1a. Is your department involved in any cooperative service delivery or administrative services efforts with any other social services department?

\_\_\_\_\_ Yes \_\_\_\_\_ No

If yes, please go to Question 2.

If no, answer b and then skip to Question 6.

b. If not, why not? (e.g., complying with state or regulations, the size of your department, no interest in pursuing it, etc.)

2. Please list the cooperative efforts in which you are involved, and with whom: (please attach extra sheets if necessary)

3. Working cooperatively has accomplished the following for my department (please check all that apply):

\_\_\_ My department's costs have decreased.

\_\_\_ My department's costs have increased.

\_\_\_ My department's costs have not changed.

\_\_\_ My staff has been used more efficiently.

\_\_\_ There has been no difference in the way my staff is used.

\_\_\_ It has been a positive experience overall.

\_\_\_ It has been a negative experience overall.

4. Have you taken any other steps to improve service delivery or administrative operations (e.g., interagency efforts, use of volunteers)? Please list those initiatives, and the positive or negative impact on your department:

5. Which programs are best suited for cooperative efforts?

6. What *specific* incentives should the state or federal government offer to encourage cooperative efforts? (e.g., relax certain reporting rules, increase state administrative reimbursement to cooperating departments, share savings with state, etc.)

7. Do you have any other comments or suggestions regarding cooperative effort or other ways to improve use of resources?

***\*Please send a copy of any summary of your cooperative program(s), including the fiscal impact on your department.***

Please return this survey to Janet Arson, Virginia Municipal League, P.O. Box 12164, Richmond, VA 23241 by Sept. 9, 1992.

## A Sample of Cooperative Efforts

### *Amherst & Nelson Counties*

The Amherst and Nelson Departments of Social Services have joined together to provide respite foster care services in both localities. This joint venture (four months old), required substantial coordination and collaboration in the areas of project development, grant-writing, hiring of staff and fiscal-supervisory responsibility. The end result is to provide relief to foster parents as they deal with multi-problematic foster children. The agencies jointly recruit, train and utilize respite families.

### *Newport News, et al.*

1) A cooperative arrangement between Newport News, Hampton, James City County and York/Poquoson social services agencies provides uniform services to area JOBS participants. These agencies review available services that can assist all area JOBS clients. By pooling resources, some services can be purchased at a reduced rate, simply due to the volume. This directly decreases purchased services cost. This joint effort can also reduce administrative costs in that there is no duplication of efforts by staff. Savings to the individual agencies can range from minimal to sizable, depending on the amount of staff time involved in the development/acquisition of the services and the level of services for a large percentage of the active JOBS population.

The alliance also looks at ways to effectively and efficiently implement JOBS policy, thereby enhancing the quality of services to clients. Again, administrative savings may be a result of the joint effort. Staff time and efforts may result in administrative savings when the most effective and efficient methods are used for programmatic implementation.

2) TNCC - Enrichment Program -- a purchase service agreement between Newport News, Hampton, and York/Poquoson social services agencies and Thomas Nelson Community College. This agreement establishes a structured study hall that offers support services (e.g., tutoring, special workshops) to students who are ESP participants. The intent is to have a positive impact on the number of ESP participants who not only successfully complete their course of study but who complete within the pre-established time frame, decrease the number of dropouts, and eliminate the need for clients to repeat courses. Clients' overall grade point average should increase as a result of their participation in the enrichment program.

This joint venture has resulted in substantial savings in purchase of services costs to Newport News Social Services JOBS program. The cost per participant decreased with an increase in the number of clients participating. Some of the clients participating are from other agencies, therefore these participants' costs become an expenditure of the referring agency. Savings are also reflected in the provision of direct services to clients. The Thomas Nelson Community College Enrichment Program gives counseling and guidance services to clients.

### *Orange County, et al.*

1) The Soho Center, Madison County -- contract to provide training to agency day care providers. The counties participating in this include Greene, Page, Madison, Culpeper and Orange.

2) JTPA funding for employment services clients. Culpeper is the contracting agency. Participants include Madison, Orange, Culpeper, Fauquier, and Rappahannock.

*Scott County, et al.*

- 1) Respite Foster Care Program is run in cooperatin with Wise County and Norton departments of social services.
- 2) Therapuetic Foster Care Program is run through the LENOWISCO Health District.
- 3) Interagency Staffing Teams - Community services agencies participate together.

*Suffolk, et al.*

Western Tidewater Youth and Family Network's Interagency Consortium consists of citizens of Suffolk, Franklin, and the Counties of Isle of Wight and Southampton. They work together to serve the needs of troubled youth. The WTIC also administers a community assessment team which plans for youth and family services as well as a therapeutic foster care coordinator.

*Virginia Beach, et al.*

- 1) Work with Suffolk on microcomputer applications for child day care
- 2) Cooperate with Norfolk - Hospital on worker to process medicaid applications

*Winchester & Frederick County*

These agencies work together on a temporary emergency food assistance program, benefits program policy training, and emergency operations.

*York/Poquoson*

In addition to efforts noted under Newport News's report, this agency also appoints a member to the Private Industry Council and a member to the the Peninsula Chamber of Commerce's BIG-ED (Business, Industry, Government and Education) Council.

Local Departments of Social Services:  
1992 Cooperative Efforts and Incentives

Involvement in Cooperative Service Delivery

Localities	Y	N	Reason(s) if No
Accomack		1	
Albemarle	1		
Allaghany/Covington	1		
Amherst	1		
Arlington	1		
Bath		1	Have thought, talked about w/adjoining Co. director, but have not pursued further
Bedford	1		
Bland	1		
Botetourt	1		
Bristol	1		
Brunswick	1		
Buckingham		1	In past, had contracts w/ Prince Ed. & Cumberland DSSs ; contracts terminated with fed/state program changes & funding decreases
Campbell		1	No interest in pursuing it; never approached or invited to participate
Caroline	1		
Carroll	1		
Charles City County	1		
Charlotte	1		
Charlottesville	1		
Cheesapeake	1		
Chesterfield/Col. Hgts	1		
Clarke		1	Have done joint foster parent recruiting/training; are talking about other efforts as well
Craig	1		
Culpeper	1		
Cumberland		1	
Danville	1		
Dickenson		1	No local government interest because of geographic locations and no financial encouragement
Dinwiddie		1	New in job & unsure of ramifications of such efforts at this time
Fairfax	1		
Fauquier		1	Competes w/staff used for intradepartmental & interjurisdictional efforts; benefits not immediate
Fluvanna	1		
Franklin County		1	X (see Notes below)
Franklin City	1		
Frederick	1		
Fredericksburg	1		
Galax	1		
Giles		1	No state encouragement of financial means to develop cooperative efforts
Gloucester	1		

Local Departments of Social Services:  
1992 Cooperative Efforts and Incentives

Involvement in Cooperative Service Delivery

Localities	Y	N	Reason(s) if No
Goochland	1		
Grayson	1		
Greene	1		
Greenville/Emporia	1		
Halifax		1	Size of our agency and of rural county; lack of interest by local governing bodies; fiscal complexities
Hampton	1		
Hanover	1		
Harrisonburg		1	No opportunities where it would be advantageous; too many regs & requirements
Henrico		1	Size and area covered; different philosophies; fed. & state regs.
Henry	1		
Highland		1	Too far away from others to make it cost-effective for this agency
Hopewell	1		
Isle of Wight	1		
James City County	1		
King & Queen	1		
King George	1		
Lancaster		1	Need and feasibility. See #7.
Lee		1	Due to geographic area and proximity to other DSSs, wouldn't be feasible or cost-effective w/o some incentives
Loudoun		1	Not necessary
Louisa		1	N/A
Lunenburg		1	We are a small agency with 12 employees.
Lynchburg	1		
Madison		1	X
Manassas	1		
Manassas Park		1	State regulations and lack of state support/guidance. Additional cost to Manassas Park - local \$.
Mathews		1	Has not been necessary.
Mecklenburg		1	Given distance involved & lack of transportation, we do not feel it is feasible.
Montgomery	1		
Nelson	1		
New Kent	1		
Newport News	1		
Northampton	1		We don't share admin./staff services. Reason: geography of shore makes it infeasible (may also be history)
Northumberland	1		
Nottoway	1		
Orange	1		
Page	1		
Patrick	1		
Petersburg	1		

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**Local Departments of Social Services:  
1992 Cooperative Efforts and Incentives**

**Involvement in Cooperative Service Delivery**

Localities	Y	N	Reason(s) if No
Pittsylvania	1		
Portsmouth	1		
Powhatan	1		
Prince George		1	
Radford		1	X
Rappahannock		1	Have been interested, but neighboring jurisdictions have not
Richmond City		1	
Richmond County		1	No overarching motivation, given size of county and agency
Roanoke City	1		
Roanoke County	1		
Rockbridge	1		Would be interested in combining further but geography makes it infeasible
Rockingham		1	X
Russell	1		
Scott	1		
Shenandoah		1	No interest in pursuing it; geography(mountain range) separates us from nearest neighbor, Page Co.
Smyth		1	Funding and selecting a fiscal agent are barriers.
Southampton		1	Currently, nothing makes it mutually beneficial.
Stafford	1		
Staunton/Augusta	1		
Suffolk	1		
Surry		1	X
Sussex		1	Location of agencies and lack of transportation prohibit active cooperation.
Tazewell	1		
Virginia Beach	1		
Warren		1	X
Washington	1		
Waynesboro		1	
Westmoreland		1	Voluntary contract for shared director began in June 1991 and ended in June 1992.
Williamsburg	1		
Winchester	1		
Wythe		1	X
York-Poquoson	1		

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**Notes for "Xs":**

FRANKLIN: The county is geographically large with less than 40,000 in population. Sandwiched between two more populous counties, we have found that in cooperating with other areas, services get centered in the adjacent counties and become geographically removed from Franklin residents. Given this situation, it seems reasonable to operate within the county alone.

**Local Departments of Social Services:  
1992 Cooperative Efforts and Incentives**

**Involvement in Cooperative Service Delivery**

<b>Localities</b>	<b>Y N</b>	<b>Reason(s) if No</b>
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**Notes for "Xs":**

**MADISON:** We have shared Employ. Serv. Worker with 2 agencies -- one was a success, the other very negative because worker was not interested in learning our clients and community. Sharing positions not easy to do under state DSS personnel policy. Agencies seem to have different "attitudes" toward working with clients.

**RADFORD:** We're cognizant of benefits. At one time, another agency administered our Food Stamp program. We're trying to establish a joint Fraud Investigator position with another locality. Compliance w/ regs in small agency with few backup staff presents a barrier.

**ROCKINGHAM:** Primary factors are limited administrative funding and time necessary to establish. Both agencies have a strong positive relationship that should make joint ventures possible.

**SURRY:** Believe current needs best met by our agency. Sharing could affect client access, oversight, staff availability during a crisis, and could complicate tracking of costs.

**WARREN:** Not feasible or desirable due to size of caseloads, amount of staff, and needs of community. Attempt to establish an emergency shelter with other communities in the planning district failed because of lack of money.

**WYTHE:** Have proposed several joint ventures with Bland Co.: 1) joint Fraud Investigator -- due to caseloads were unable to free up one position to do fraud exclusively. Fed. \$ but no state \$ for this position, so effort discontinued; 2) will share Sr. Employ. Serv. Worker with Richmond Co. if state DSS provides additional JOBS \$ for the position. Lack of state resources a primary barrier.

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Local Departments of Social Services:

1992 Cooperative Efforts and Incentives Experience with Cooperative Efforts

Localities	Reduced Costs	Increased Costs	No Change in Costs	Staff More Efficient	No Change in Staff Use	Positive Experience	Negative Experience
Accomack							
Albemarle	1	1				1	
Alleghany/Covington			1			1	
Amheret			1	1		1	
Arlington						1	
Bath							
Bedford	1			1		1	
Bland		1		1		1	
Botetourt		1					1
Bristol						1	
Brunswick		1			1		
Buckingham			1	1		1	
Campbell							
Caroline			1	1		1	
Carroll			1				
Charles City County	1			1		1	
Charlotte		1			1		
Charlottesville	1			1		1	
Chesapeake			1		1		
Chesterfield/Col. Hgts			1	1		1	
Clarke							
Craig			1		1	1	
Culpeper							
Cumberland							
Danville			1			1	
Dickenson							
Dinwiddie							
Fairfax	1		1		1	1	
Fauquier							
Fluvanna			1				
Franklin County							
Franklin City			1	1		1	
Frederick			1			1	
Fredericksburg			1	1		1	
Galax			1	1			
Giles							
Gloucester	1			1		1	

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Local Departments of Social Services:

1992 Cooperative Efforts and Incentives

Experience with Cooperative Efforts

Localities	Reduced Costs	Increased Costs	No Change In Costs	Staff More Efficient	No Change in Staff Use	Positive Experience	Negative Experience
Goochland		1		1		1	
Grayson						1	
Greene			1	1		1	
Greensville/Emporia				1		1	
Halifax							
Hampton				1			
Hanover		1		1		1	
Harrisonburg							
Henrico							
Henry			1	1		1	
Highland							
Hopewell	1						
Isle of Wight			1	1		1	
Jamee City County			1	1		1	
King & Queen			1				
King George				1		1	
LANCASTER							
Lee							
Loudoun							
Louisa							
Lunenburg							
Lynchburg				1		1	
Madison							
Manassas				1		1	
Manassas Park							
Mathews							
Mecklenburg							
Montgomery			1	1		1	
Nelson			1		1	1	
New Kent			1	1		1	
Newport News	1			1		1	
Northampton			1	1		1	
Northumberland			1		1	1	
Nottoway		1				1	1
Orange			1		1	1	1
Page					1		
Patrick		1					
Petersburg			1	1		1	

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**Local Departments of Social Services:**

**1992 Cooperative Efforts and Incentives**

**Experience with Cooperative Efforts**

Localities	Reduced Costs	Increased Costs	No Change In Costs	Staff More Efficient	No Change in Staff Use	Positive Experience	Negative Experience
Pittsylvania	1			1		1	
Portsmouth			1	1		1	
Powhatan		1		1		1	
Prince George	1						
Radford							
Rappahannock							
Richmond City							
Richmond County							
Roanoke City			1		1	1	
Roanoke County				1		1	
Rockbridge	1		1	1		1	
Rockingham							
Russell			1			1	
Scott			1		1		
Shenandoah							
Smyth							
Southampton	1				1	1	
Stafford				1		1	
Staunton/Augusta				1		1	
Suffolk				1		1	
Surry							
Sussex							
Tazewell	1					1	
Virginia Beach			1	1		1	
Warren							
Washington			1		1	1	
Waynesboro							
Westmoreland	1			1			1
Williamsburg		1				1	
Winchester			1		1	1	
Wythe							
York-Poquoson	1			1		1	
<b>TOTALS</b>	<b>16</b>	<b>11</b>	<b>36</b>	<b>39</b>	<b>14</b>	<b>56</b>	<b>4</b>

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## APPENDIX E

### Item 379

E. Included in this appropriation are funds to reimburse local social service agencies for eligibility workers who interview applicants to determine qualification for public assistance benefits which include but not limited to: Aid to Families with Dependent Children; Food Stamps; and Medicaid.

### Item 380

J. Included in this appropriation are funds to reimburse local social service agencies for social workers who deliver program services which include but not limited to: child and adult protective services complaint investigations; foster care and adoption services; and in-home companion services.

APPENDIX F

	Aid to Dependent Children	General Relief	Food Stamps
<b>Number of times the client must:</b>			
• write his name	4	2	4
• write his address	1	1	2
• sign his name	9	4	7
• enter the date	8	4	6
<b>Number of times the worker must:</b>			
• write client's name	16	15	14
• write client's address	5	5	6
• write client's case number	15	14	13
• list program category	9	8	7
• identify locality as Richmond	11	9	9
• write his name	4	4	5
• write his worker code	6	7	7
• sign his name	11	10	9
• enter the date	17	17	16
<b>Number of forms to be completed by client and worker:</b>			
	22	17	19

The eligibility determination process. Source: Richmond City Department of Social Services

Oct. 1991

APPENDIX G  
COMMONWEALTH OF VIRGINIA



SENATE

JOSEPH V. GARTLAN, JR.  
36TH SENATORIAL DISTRICT  
FAIRFAX COUNTY, SOUTHEASTERN PART  
5813 RIVER DRIVE  
MASON NECK, VIRGINIA 22079

COMMITTEE ASSIGNMENTS:  
PRIVILEGES AND ELECTIONS, CHAIRMAN  
COURTS OF JUSTICE  
FINANCE  
REHABILITATION AND SOCIAL SERVICES  
RULES

September 15, 1992

The Honorable Howard M. Cullum  
Secretary of Health and Human Resources  
202 North Ninth Street  
Ninth Street Office Building  
Richmond, Virginia 23219

Dear Secretary Cullum:

Because of the urgent need to automate the benefit eligibility process in local departments of social services, the Joint Subcommittee Studying the Need for Restructuring the Commonwealth's Local Social Services Delivery Systems (SJR 135) voted to ask me to write this letter in support of the Department of Social Services' budget requests for Project ADAPT (Application Benefit Delivery Automation Project). Throughout the state, local departments of social services have been overwhelmed by increasing numbers of applications for benefit programs in recent years. Virginia's caseloads in AFDC, Food Stamps, and Medicaid have increased by 20.3%, 30.9%, and 32.9%, respectively, from April 1990 to April 1992. In addition to the ever present threat of loss of federal funds because of noncompliance with time guidelines and error rates, the stress on local agencies has further been exacerbated by the recent food stamp lawsuit. Current information systems are cumbersome, time-consuming, and labor intensive and impede the timely processing of applications and delivery of benefits.

This is the second year of the Subcommittee's study and without exception, every speaker who has addressed the subcommittee mentioned the pressing need for increased automation in the benefit eligibility process. In the fall of 1991 the Subcommittee heard from local governments that they had waited patiently for the State Department of Social Services to address the development of an automated eligibility process for local departments of social services long enough and that the situation had become so critical that the Virginia Association of Counties and the Virginia Municipal League were seriously considering forming a consortium to explore automation alternatives available from the private sector.

The Subcommittee learned of Project ADAPT when the Department made a presentation on October 19, 1991, unveiling the ambitious project which the Department said would significantly streamline the application and benefit delivery process and put Virginia in the forefront of using new technology to enhance existing systems. At that time the Subcommittee strongly encouraged the Department and localities to work together, rather than working on parallel tracks,



The Honorable Howard M. Cullum  
September 15, 1992  
Page Two

so that the best system could be developed. The Subcommittee noted that millions of dollars and vast amounts of time will be spent developing and implementing the computer system and it is essential that the product be workable at both the state and local level. Testimony at the August 6, 1992, meeting of the Subcommittee indicated that a great deal of work has been done on ADAPT, the Department has been working closely with localities, and many localities have participated in various pilot projects. The Subcommittee received assurances that Project ADAPT will be workable in and very beneficial to local departments of social services. Based on these assurances, and the fact that the Department has responded to Subcommittee concerns about moving forward in a timely manner and involving local governments in the planning and implementation process, the Subcommittee is requesting that favorable consideration be given to the budget requests for Project ADAPT. These pending requests supplement \$500,000 of General Funds appropriated by Chapter 893 during the 1992 General Assembly Session. The Department is asking to carry forward \$1,424,000 from FY 92 General Fund balances to support the purchase of hardware for local agencies, to upgrade state-local communications capability, and to continue to develop the necessary software. The Department has also submitted three ADAPT related budget requests totalling \$ 1,800,269 General Fund and \$2,860,871 Federal funds for FY 1994. These requests include 17 FTE's for central office positions to maintain and update ADAPT, conduct training, and staff a "help desk" and the purchase of additional personal computers for localities.

The Subcommittee urges you to favorably consider these requests because the success of ADAPT is dependent upon the ability to procure equipment for local agencies and the availability of staff and other resources required for development, implementation, and maintenance. Adequately funding ADAPT at this time will allow Virginia to take advantage of the current federal formula which provides 90% reimbursement for a portion of the hardware and 50% reimbursement for development costs. Thank you for your attention to this matter.

Sincerely,

Joseph V. Gartlan, Jr., Chairman  
Joint Subcommittee Studying the Need  
for Restructuring the Commonwealth's  
Local Social Services Delivery Systems

cc: Members of Subcommittee  
Delegate Thomas M. Jackson, Jr., Vice-chairman  
Senator Robert C. Scott  
Senator Walter S. Stosch  
Delegate David G. Brickley  
Delegate Shirley F. Cooper  
Delegate Thomas G. Baker  
Mr. Michael A. Evans  
Mr. Harold D. French

-G2-

Mr. Larry Jackson, Commissioner  
Department of Social Services

# COMMONWEALTH OF VIRGINIA



JOSEPH V. GÄRTLÄN, JR.  
38TH SENATORIAL DISTRICT  
FAIRFAX COUNTY, SOUTHEASTERN PART  
5815 RIVER DRIVE  
MASON NECK, VIRGINIA 22078

## SENATE

COMMITTEE ASSIGNMENTS:  
PRIVILEGES AND ELECTIONS, CHAIRMAN  
COURTS OF JUSTICE  
FINANCE  
REHABILITATION AND SOCIAL SERVICES  
RULES

September 15, 1992

The Honorable Paul W. Timmreck  
Secretary of Finance  
202 North Ninth Street  
Ninth Street Office Building  
Richmond, Virginia 23219

Dear Secretary Timmreck:

Because of the urgent need to automate the benefit eligibility process in local departments of social services, the Joint Subcommittee Studying the Need for Restructuring the Commonwealth's Local Social Services Delivery Systems (SJR 135) voted to ask me to write this letter in support of the Department of Social Services' budget requests for Project ADAPT (Application Benefit Delivery Automation Project). Throughout the state, local departments of social services have been overwhelmed by increasing numbers of applications for benefit programs in recent years. Virginia's caseloads in AFDC, Food Stamps, and Medicaid have increased by 20.3%, 30.9%, and 32.9%, respectively, from April 1990 to April 1992. In addition to the ever present threat of loss of federal funds because of noncompliance with time guidelines and error rates, the stress on local agencies has further been exacerbated by the recent food stamp lawsuit. Current information systems are cumbersome, time-consuming, and labor intensive and impede the timely processing of applications and delivery of benefits.

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The Honorable Paul W. Timmreck  
September 15, 1992  
Page Two

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Joint Subcommittee Studying the Need  
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Mr. Michael A. Evans  
Mr. Harold D. French

-G4-

Mr. Larry Jackson, Commissioner  
Department of Social Services