



# COMMONWEALTH of VIRGINIA

James A. Rothrock, M.S., L.P.C.  
**COMMISSIONER**

*Department Of Rehabilitative Services*

8004 FRANKLIN FARMS DRIVE

RICHMOND, VmGINIA 23229

VOICE: (804) 662-7000 TTY: (804) 662-9040

VOICE - TOLL FREE: 800-552-5019

TTY- TOLL FREE: 800-464-9950 FAX: (804) 662-9532 EMAIL:

drs@drs.virginia.gov

July 29, 2005

The Honorable John H. Chichester  
General Assembly Building  
Room 626  
Richmond, Virginia 23219

Dear Senator Chichester:

The Department of Rehabilitative Services is pleased to report that as a result of funding appropriated for FY 2005 and FY 2006, Virginians with Brain Injuries and their family members are able to deal with this condition in a vastly improved manner. Not only have we seen considerable improvements in the newly coordinated network of services for these individuals, but we are able to respond to the following directive on these results in this letter and attached report:

*3. Beginning August 1, 2005, the Department of Rehabilitative Services (DRS) shall submit an annual report to the Chairmen of the Senate Finance and House Appropriations Committees documenting the number of individuals served, services provided, and success in attracting non-state resources.*

As you read this report, I would like to offer the following notes to highlight and clarify these notable accomplishments.

In reviewing the report of number of people served with FY '05 funds, you will note a variance in the number served per program. This is due to the nature of the services provided, which should be clarified for full understanding of the statistics. Last year, a stakeholder group identified three "core" services that were funded through the FY '05 appropriation. These three services provide a foundation for future development of brain injury services within a community: regional resource coordination; case management; and day/clubhouse program. The capacity for the number of people to be served through these three different service models varies due to the way services are delivered and also based on the type of service:

Regional Resource Coordination: one staff person provides public education/awareness, building of local coalitions, and serves as a catalyst for development of services within a local/regional community; number served is, theoretically, the number of people with brain injury in the community who need support/services. Service ratio is difficult to determine, as the one staff person serves the community as a whole.

Case Management: one staff person provides service coordination (identify individual's need, then find resources) on a one-to-one basis; average "caseload" of individuals for one staff person typically ranges from 35-50 people. Service ratio is approximately 1 :35.

Day/Clubhouse Program: several staff people provide a variety of vocational, educational, social services five days a week to approximately 15-35 people in a fixed physical location. This is an effective -and popular -service model, as it provides a "place to go" for individuals to continue their recovery from a brain injury, keep structure in their lives, and move forward in their efforts to return to productive community activities. Service ratio can range from 2:6 for a small day program, to 3: 15 for a larger clubhouse model.

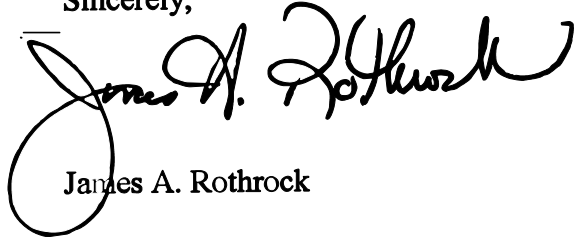
A primary concern raised during the session regarding the designation of funds for brain injury services was, "What are these programs doing to bring in non- state dollars and resources?" This is certainly a legitimate question and one which the Department of Rehabilitative Service (DRS) had begun addressing by asking contractors to include a "plan for sustainability." We are very pleased to report that all of the state-funded brain injury programs have achieved success in bringing in non-state dollars as well as in-kind resources (with the exception of the one "start-up" clubhouse program in Newport News which recently opened its doors; they do, however, have a plan for moving toward sustainability). Primary sources of non-state dollars include fundraising efforts through annual development campaigns and/or fundraising events; fee for service income; solicitation of private donations; and success in applying for grant funds. Some programs have been successful in receiving local county funds, as well. This consistent success across programs in attracting non-state resources that demonstrates that they are aware that they cannot be totally dependent on state General Funds.

During the past several months, we have been evaluating how our agency can support the development of services for people with brain injuries in the Southwestern part of the state. Specific funds were appropriated for expansion into this part of the state, but the network member, Brain Injury Services of Southwest Virginia, was unable to support this expansion. DRS was able to identify other resources that could be reallocated for this purpose. We will be working collaboratively with Brain Injury Services of Southwest Virginia and another community partner in the far Southwest to develop at least a part-time brain injury case manager. As we evaluate the impact of this effort, we hope to work with you to further expand much needed services in this part of our state.

We do thank you for your leadership in responding to the ever increasing needs of Virginians with Brain Injuries and look forward to sharing information next August on how we have continue to improve and expand this network.

With best regards, I am

Sincerely,

A handwritten signature in black ink, appearing to read "James A. Rothrock". The signature is fluid and cursive, with a large loop at the beginning of the first name.

James A. Rothrock

**ANNUAL REPORT OF THE  
VIRGINIA DEPARTMENT OF REHABILITATIVE SERVICES  
Brain Injury & Spinal Cord Injury Services**

For State Fiscal Year 2004-05  
(July 1, 2004 to June 30, 2005)

The 2004 General Assembly appropriated funds for brain injury services for State Fiscal Years 2005 and 2006 as follows: \$825,000 for FY '05 and \$1,075,000 for FY '06. These amounts include \$75,000 each year from the Governor's budget for "expansion of brain injury services in Southwest Virginia." Further, the General Assembly directed that

*3. Beginning August 1, 2005, the Department of Rehabilitative Services (DRS) shall submit an annual report to the Chairmen of the Senate Finance and House Appropriations Committees documenting the number of individuals served, services provided, and success in attracting non-state resources.*

The information contained herein constitutes the August 1, 2005 Annual Report from the Department of Rehabilitative Services (DRS) to the Chairmen of the Senate Finance and House Appropriations Committees.

**EXECUTIVE SUMMARY**

The 2004 General Assembly provided a biennial total of \$1.9 million in additional permanent funds for SFY '05-'06 for brain injury services. As the lead agency to coordinate services for people with physical and sensory disabilities, the Department of Rehabilitative Services (DRS) was designated to administer the new funds. Through the allocation of these new funds, members of the General Assembly responded to the demonstrated need to continue critical program services provided initially via Commonwealth Neurotrauma Initiative (CNI) Trust Fund grants awarded in 2002. Six (6) programs received CNI Trust Fund grants to develop an array of services for people with brain injuries in various locations across the Commonwealth. CNI grants are intended by regulation to be short-term grant awards that encourage development of innovative community based model programs for services to people with brain injury and/or spinal cord injury.

Having demonstrated the need for the CNI funded programs, there was intense concern that these successful programs would be forced to "close their doors" at the end of the maximum three-year CNI grant period. Program staff and service recipients coordinated efforts to educate their legislators about the need for ongoing funding of the services. The General Assembly responded by approving a biennial budget appropriation in the amounts of \$750,000 for FY '05 and \$950,000 for FY '06, including \$75,000 each year from the Governor's budget for the expansion of services in Southwest Virginia. Of the total allocated for FY '05, \$600,000 was targeted for those CNI funded programs whose grants were ending that year. An additional \$150,000 was designated as permanent funding for a "new program" to be funded through a Request For Proposals (RFP) process administered by DRS. Community Futures Foundation, which operates The Mill House in Richmond, competed for and was awarded funding to establish Denbigh House, a vocational clubhouse program in Newport News.

DRS worked closely with Legislative Services and representatives of the six brain injury services providers to equitably distribute funds among the programs at greatest risk of "closing their doors" due to the end of CNI grant funding: Brain Injury Association of Virginia; Brain Injury

Services, Inc.; Brain Injury Services of Southwest Virginia; Community Futures Foundation; Commonwealth Support Services; and Virginia NeuroCare. DRS convened a meeting prior to the July 1 effective date to review the proposed plan which included the issuance of a competitive \$150,000 Request For Proposal for a “new program.” The DRS plan was approved by Legislative Services and by the Secretary’s Office, as well as by the involved programs. The final distribution of new FY ’05 - ’06 funds - and existing funding per program - is charted below:

<b>STATE-FUNDED PROGRAM</b>	<b>AREAS SERVED</b>	<b>SERVICES PROVIDED</b>	<b>EXISTING STATE FUNDING</b>	<b>STATE FISCAL YEAR 2004-05</b>	<b>STATE FISCAL YEAR 2005-06</b>
Brain Injury Association of Virginia (BIAV)	Statewide; Roanoke; Tidewater	Regional Resource Coordination	0	\$152,200 [\$102,200 + one-time \$50,000]	\$150,000
Brain Injury Services, Inc. (BIS INC)	Northern Virginia	Adult Case Management, Supported Living	\$929,750	0	0
	Northern Virginia	Pediatric Case Management	0	\$90,600	\$140,000
	Fredericksburg	Vocational Clubhouse Program	\$96,250	\$20,000	\$25,000
Brain Injury Services of Southwest Virginia (BISSWVA)	Roanoke, New River Valley	Case Management	0	\$165,600 [\$90,600 + \$75,000 Governor’s budget]	\$215,000 [\$140,000 + \$75,000 Governor’s budget]
Community Futures Foundation (CFF)	Richmond	Vocational Clubhouse Program	0	\$150,000	\$150,000
	Newport News	Vocational Clubhouse Program	0	\$75,000	\$150,000
Commonwealth Support Services, Inc. (CSS)	Virginia Beach	Day Activity Programs	\$110,000	\$10,000	\$25,000
	Eastern Shore	Day Activity Programs	\$50,000	\$51,800	\$70,000
Virginia NeuroCare, Inc. (VANC)	Charlottesville	Vocational Clubhouse Program	0	\$84,800	\$150,000
DRS	Statewide	BI Action Plan; BI Programs SCORECARD Project	0	\$25,000 [one-time]	0
<b>TOTAL AMOUNT OF FUNDING PER FISCAL YEAR:</b>				<b>\$825,000</b>	<b>\$1,075,000</b>

Per the budget language, “programs currently receiving more than \$250,000 from the general fund each year are ineligible for additional assistance under this section.” Therefore, DRS made sure that no program to be funded through the FY ’05 / FY ’06 appropriation received state general funds of \$250,000 or more for the provision of the same or similar services to be funded. Further, the budget states that “up to \$150,000 each year shall be awarded to successful program applicants.” The amount of the appropriation did not allow all of the programs to be funded at the \$150,000 level. DRS made a best effort to bring all programs as close as possible to the \$150,000 benchmark amount, based on past history of expenditures, number of people served by a program in a particular part of the state (unserved / underserved), the level of need for the service, and the general cost of doing business in that part of the state. For example, Commonwealth Support Services, Inc. (CSS) in Virginia Beach was currently receiving a total of \$160,000 to operate two part-time day programs, one in Virginia Beach and one on the Eastern Shore. The additional funding through this appropriation did not bring the two programs up to the \$150,000 level, but past expenditures indicated that increasing their funding to \$135,000 and \$120,000 respectively would allow them to move both programs to full-time status. This did not establish new services in those areas, but allowed existing programs to offer more comprehensive programs, thus providing enhanced services that otherwise do not exist in those locations.

Note that due to a slight delay in issuing the Request For Proposals (RFP) and awarding the “new program” to be funded with \$150,000 in FY ’05 funds, it was projected that the Denbigh House program would likely be able to use only about \$75,000 during its “start-up year.” Therefore, DRS awarded the Brain Injury Association of Virginia – the second highest rated applicant under the Request For Proposals - a one-time FY ’05 allocation of \$50,000 to extend two Regional Resource Coordinator positions. The positions were established and funded through a three-year federal TBI Act grant ending in March 2005. The one-time allocation of \$50,000 allowed BIAV to use the state funds “first” and request carryover of federal funds and a “no cost extension” for an additional 12-month period (approved by federal officers), thereby extending two of these important staff positions for up to 12 additional months.

DRS also used \$25,000 of the FY ’05 appropriation to conduct five Town Meetings statewide as part of a process to update its 2000 Brain Injury Action Plan. Funds were also used to develop a Brain Injury Services Program SCORECARD reporting system for monitoring newly funded programs using a consistent measurement system across programs. DRS expects the web-based SCORECARD system to be fully operational within the next 9-12 months.

Appendix “A” contains information on geographic locations served; service providers; types of services provided; number of people served; and the amount of funding per program for FY ’05, FY ’06, as well as existing funding.

## **HISTORY OF FUNDING OF BRAIN INJURY SERVICES**

In 1989, the agency was designated in the Code of Virginia as the “lead agency to coordinate services” for people with physical and sensory disabilities, including people with brain injury and/or spinal cord injury. The 1989 General Assembly also appropriated the first funding specifically designated for brain injury services: \$234,000, for an agency-contracted case management services program in Northern Virginia. The **Brain Injury and Spinal Cord Services (BI/SCIS)** program,

which manages specialized programs, services, grants and contracts for people with brain injury and/or spinal cord injury, was established by the agency in 1992.

FY '05 was indeed an historic year for funding of brain injury services in Virginia. The FY '05 and FY '06 appropriation represents the single largest allocation of state funding designated specifically for services to people with brain injury. Prior to this most recent appropriation from the General Assembly, state funding of brain injury services had slowly increased an average of only \$59,500 per year (from an initial allocation of \$234,000 in 1989 to a total of \$1,186,000 in 2004).

As a result of the FY 2005 increase in funding (\$825,000), the **BI/SCIS** program currently manages a total of \$2,011,000 in programs / services for Virginians with brain injury. This funding supports six organizations operating ten programs that provide direct / indirect services to approximately 3300 consumers with brain injury.

The **BI/SCIS** program also maintains the **Virginia Central Registry for Brain Injury & Spinal Cord Injury**, a central registry of persons treated for a traumatic brain injury and/or a traumatic spinal cord injury. The Central Registry was established by legislation in 1984 and is operated in partnership with the Brain Injury Association of Virginia (BIAV) via contract. No funds were appropriated by the General Assembly to carry out the Code of Virginia mandate; funds have been provided by the agency and have fluctuated over the years. Registry Operations is currently funded by DRS in the amount of \$82,232 which provides outreach services to an estimated 14,000 consumers annually.

The Centers for Disease Control (CDC) estimates that approximately 2% of the population nationally is living with the effects of a brain injury. Based on Virginia's 2000 census data, it is estimated that over 140,000 people in Virginia may have a need for some level of support and assistance due to a brain injury. These figures are a testament to the need for brain injury services that are being provided through FY '05 General Assembly funding.

**APPENDIX "A"**

**DRS Report for Fiscal Year '05 (July 1, 2004 through June 30, 2005)\***

<b>Geographic Location Served</b>	<b>Program Providing Service</b>	<b>Services Provided</b>	<b>FY '05 NEW State Funding</b>	<b>Number of Individuals Served: FY '05 NEW Funding</b>	<b>EXISTING State Funding</b>	<b>Number of Individuals Served: EXISTING Funding</b>	<b>Success in Attracting Non-State Resources</b>
Statewide	Brain Injury Association of Virginia (BIAV)	<b>Registry Outreach and Technical Assistance</b> (VA Central Registry for Brain Injury & Spinal Cord Injury)	0	0	\$82,232 (DRS not GA funds )	14,000	0 (N/A: Code of VA DRS mandate)
		<b>Regional Resource Coordination</b> (Education, awareness, support; annual conference; central resource library)	\$50,733 (estimated 1/3 of total allocation of \$152,200)	3,000	0	0	Success Achieved (donations, fundraising, grants, United Way)
Charlottesville	Virginia NeuroCare (VANC)	<b>High Street Clubhouse:</b> <i>Clubhouse</i> (5-day/week vocational, therapeutic social environment; daily attendance varies)	\$84,800	5 (average daily census)	0	0	Success Achieved (fundraising; donations; service income)
Fredericksburg	Brain Injury Services, Inc. (BIS INC.)	<b>Westwood Clubhouse:</b> <i>Clubhouse</i> (5-day/week vocational, therapeutic social environment; daily attendance varies)	\$20,000	4 (average daily census)	\$96,250	20	Success Achieved (county funds, grants; United Way, annual campaign; fundraising, service/interest income)
Newport News	Community Futures Foundation (CFF)	<b>Denbigh House:</b> <i>Clubhouse</i> (5-day/ week vocational, therapeutic social environment; daily attendance varies)	\$75,000	5 (average daily census, to date)	0	0	0 (start-up year: strategic plan for attracting non-state resources developed)



Northern Virginia	Brain Injury Services, Inc. (BIS INC.)	<b>Adult Case Management</b> (case management, consultation, supported living, life skills, education / awareness, contract for needed services)	0	0	\$929,750	786	Success Achieved (county funds, grants; United Way, annual campaign; fundraising, service/interest income)
		<b>Pediatric Case Management</b> (case management, consultation, school services, life skills, education / awareness, contract for needed services)	\$90,600	98	0	0	
Richmond	Community Futures Foundation (CFF)	<b>The Mill House: Clubhouse</b> (5-day/week vocational, therapeutic social environment; daily attendance varies)	\$150,000	42	0	0	Success Achieved (county funds, grants, service income, fundraising)
Roanoke, New River Valley areas	Brain Injury Association of Virginia (BIAV)	<b>Regional Resource Coordination</b> (education, awareness, support, build coalitions, develop services)	\$50,733 (estimated 1/3 of total allocation of \$152,200)	3,000	0	0	Success Achieved (donations, fundraising, grants, United Way)
	Brain Injury Services of Southwest Virginia (BISSWVA)	<b>Case Management</b> (adult/pediatric case management, consultation, school services, life skills, contract for needed services)	\$165,600	62	0	0	Success Achieved (grants, donations, fundraising)
Tidewater (Virginia Beach, Eastern Shore)	Brain Injury Association of Virginia (BIAV)	<b>Regional Resource Coordination</b> (education, awareness, support, build coalitions, develop services)	\$50,733 (estimated 1/3 of total allocation of \$152,200)	3,000	0	0	Success Achieved (donations, fundraising, grants, United Way)
	Commonwealth Support Services, Inc. (CSS)	<b>S.E.E.K.: Day Program</b> (5-day/week educational, vocational, social activities; daily attendance varies)	\$10,000	4 (average daily census)	\$110,000	20	Success Achieved (donations; grants)
		<b>No Limits: Day Program</b> (5-day/week educational, vocational, social activities, daily attendance varies)	\$51,800	15 (PT to FT program)	\$50,000	15 (PT program only)	Success Achieved (donations; fundraising; grants)

**\* Notes:** The total amount of new FY '05 funding allocated by the General Assembly for brain injury services was \$825,000. However, this chart reflects a total of only \$800,000. DRS conducted comprehensive program evaluations prior to finalizing the new program contracts. Further, it was projected that Denbigh House, which was funded through the Request For Proposal (RFP) process, would likely expend only half of the full \$150,000 during its start-up year. Therefore their FY '05 contract amount was for \$75,000; they will receive the full amount of \$150,000 per year for FY '06. The remaining \$75,000 was used as follows: \$50,000 awarded to Brain Injury Association of Virginia (BIAV) to extend funding for two federal grant-funded Regional Resource Coordinator positions (see additional detail in body of this report). The remaining \$25,000 was used by DRS to conduct a series of five (5) Town Meetings statewide as part of a process to update Virginia's 2000 Brain Injury Action Plan. DRS also used the funds to develop a Brain Injury Services Program SCORECARD reporting system to track outcomes for state-funded brain injury services programs. DRS' planned use of these funds was discussed with and approved by Secretary Woods' office.

