

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

For State Fiscal Year 2006-07  
(July 1, 2006 to June 30, 2007)

Item 327.4 of the Appropriations Act states that, “*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 2007 Annual Report from the Department of Rehabilitative Services (DRS) to the Chairmen of the Senate Finance and House Appropriations Committees.

**EXECUTIVE SUMMARY**

The 2006 General Assembly Budget Amendment (*Health & Human Services Conference Report: Items 327, #2c and #4c*) provided an additional \$725,000 from the general fund each year for brain injury services to individuals in unserved or underserved regions of the Commonwealth, as well as \$150,000 from the general fund each year to expand case management services for individuals with brain injuries in unserved or underserved regions of the Commonwealth. The Governor’s budget also included \$285,000 specifically allocated for brain injury case management services in Southwest Virginia; this was added to an existing state contract with Brain Injury Services of Southwest Virginia with the approval of the Department of General Services which approved the increase based on documentation of the lack of alternative service providers with the necessary expertise and experience to provide these specialized services. This resulted in a total increase in funding for services to Virginians with brain injury in State Fiscal Year 2006-07 of \$1,160,000.

Of the \$875,000 in General Assembly appropriated state general funds available beginning July 1, 2006, up to \$150,000 annually per proposal was designated for dissemination through the Department of Rehabilitative Services via a competitive Request For Proposals (RFP) process. Funds appropriated by the General Assembly for SFY 2005-2007 contained a restriction prohibiting any program already receiving \$250,000 or more in state general funds from applying for new state general funds. However, for the purpose of the FY ’07 Request For Proposal (RFP), DRS interpreted this to mean that a currently funded organization was not restricted from applying for funds to establish a new program of services or to expand an existing program of services if it targeted an unserved or underserved area of the Commonwealth.

The Commonwealth of Virginia recognized the need to develop and expand community-based rehabilitation services for Virginians with brain injuries, particularly in unserved or underserved areas of the state. As the lead agency for brain injury, the Department of Rehabilitative Services (DRS) worked collaboratively with the Virginia Brain Injury Council (VBIC) and the Virginia Alliance of Brain Injury Services Providers (VABISP) to develop a footprint of “core services” which provide a foundation for establishing and expanding specialized services within local communities. The three identified “core services” include: case management; day/clubhouse program; and regional resource coordination. General costs associated with these services are conservatively estimated to be \$150,000 each for a day or clubhouse program, and \$75,000 each for a case manager or regional resource

coordinator. Specific information on the “core services” is available through the DRS Brain Injury and Spinal Cord Injury Services Unit or on the DRS website. A link to the October 2007 report by the Joint Legislative and Audit Review Commission (JLARC) on “access to brain injury services in the Commonwealth” (discussed later in this document) is also available on the DRS website.

As the advisory group to DRS, the Virginia Brain Injury Council (VBIC) was invited to submit a plan for dissemination of new funding for brain injury services for State Fiscal Year 2007. The Council worked collaboratively with the Virginia Alliance of Brain Injury Service Providers (VABISP) to develop and endorse recommendations based on estimated numbers of survivors living in an area, current availability of services, and whether or not adequate infrastructure existed to support the establishment and provision of services (i.e., qualified providers, active advocates). Funding recommendations submitted to DRS by the Council gave priority to the Shenandoah Valley, particularly for the expansion of case management services; Southside Virginia; unserved parts of Central and Northern Virginia; Fredericksburg; Northern Neck / Middle Peninsula; and Tidewater / Eastern Shore. DRS encouraged the submission of proposals that provided brain injury services in these and other unserved / underserved areas. DRS is committed to developing qualified providers in Virginia by providing training and technical assistance, particularly in unserved and underserved areas.

Proposals were limited to \$150,000 each, to be funded for an initial period of three years through SFY 2008-09 and renewable for two additional one-year periods (through SFY 2011). The number of programs to be funded through the RFP was based on the availability of funding and on the nature and number of responses received.

Four (4) existing brain injury services organizations and three (3) new programs were awarded, funding through the FY '07 RFP. The seven state-funded organizations operate a total of fourteen (14) service programs across Virginia. The chart below shows the distribution of the total amount of funding (pre-existing and new FY '07 funding from the 2006 General Assembly appropriation), as well as areas of the state served, for brain injury programs funded during State Fiscal Year 2006-07 (July 1, 2006 through June 30, 2007):

<b>STATE-FUNDED PROGRAM</b>	<b>AREAS SERVED</b>	<b>SERVICES PROVIDED</b>	<b>EXISTING FY '06 FUNDING</b>	<b>NEW FY '07 FUNDING</b>	<b>TOTAL FY '07 FUNDING</b>
** Brain Injury Association of Virginia (BIAV)	Statewide; Roanoke; Tidewater; Harrisonburg and Northern Neck (expanded in FY '07)	Regional Resource Coordination	\$150,000	\$104,196	\$254,196
** Brain Injury Services, Inc. (BIS INC)	Northern Virginia (expanded to additional counties in FY '07)	Adult Case Management, Supported Living	\$929,750	\$156,200	\$1,085,950
	Northern Virginia	Pediatric Case Management	\$140,000		\$140,000

	Fredericksburg (expanded capacity in FY '07)	Clubhouse Program	\$121,250	\$66,474	\$187,724
**Brain Injury Services of Southwest Virginia (BISSWVA)	Roanoke, New River Valley, Abingdon; (expanded to additional counties in far Southwest in FY '07)	Case Management	\$245,000 *** (included a <i>one-time</i> addition of \$30,000 in DRS funds)	\$570,200: ((\$285,000 in Governor's budget for case management services in SW VA; \$70,200 awarded via RFP)	\$570,200
*Community Futures Foundation (CFF)	Richmond	Clubhouse Program	\$150,000		\$150,000
	Newport News (new program FY '07)	Clubhouse Program	\$150,000		\$150,000
	Richmond / Newport News	Case Management		\$101,160	\$101,160
Commonwealth Support Systems, Inc. (CSS)	Virginia Beach	Day Program	\$135,000		\$135,000
	Eastern Shore	Day Program	\$120,000		\$120,000
*Crossroads to Brain Injury Recovery (CBIR)	Harrisonburg / Shenandoah Valley (new program FY'07)	Case Management		\$140,400	\$140,400
*MARC Workshop (MWS / BIS)	Martinsville / Danville (new program FY '07)	Case Management		\$140,400	\$140,400
Virginia NeuroCare, Inc. (VANC)	Charlottesville	Clubhouse Program	\$150,000		\$150,000
*Virginia Supportive Housing (VSH)	Richmond (Independence House is new program FY '07)	Case Management		\$95,660	\$95,660
		<b>TOTAL: \$2,291,000***</b>		<b>\$1,159,690</b>	<b>\$3,420,690</b>

\*New program established with FY '07 funding

\*\*Expanded program services with FY '07 funding

\*\*\*Includes *one-time* addition of \$30,000 in DRS funds for FY '06

## HISTORY OF FUNDING OF BRAIN INJURY SERVICES

In 1989, the Department of Rehabilitative Services (DRS) 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: \$235,000 to Fairfax County for the development of a nonprofit organization to provide contracted brain injury services in Northern Virginia. The **DRS 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 an historic year for funding of brain injury services in Virginia. The FY '05 and FY '06 appropriation totaling \$1.9 million represented 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 increased an average of approximately \$190,000 per year (an initial allocation of \$235,000 in 1989 to a total allocation of \$3,420,690 in 2007). Funding has increased steadily since 1989, but the most dramatic increases occurred during FY '04 and FY '05. Although this report is for State Fiscal Year 2006-2007, it is important to note that the General Assembly recently allocated an additional \$200,000 for FY '08 to support the infrastructure of existing state-funded brain injury services programs. These recent increases are testament to the growing effectiveness of collaborative advocacy activities during recent years.

As a result of the SFY 2005 increase in funding (\$825,000), the DRS BI/SCIS program managed a total of \$2,011,000 in programs / services for Virginians with brain injury, and a total of \$2,291,000 in FY '06 (this includes state general funds allocated by the General Assembly which are contracted out by DRS, but does not include state-funded programs administered directly by DRS). The SFY 2006 funding supported six organizations operating ten programs providing direct services to approximately 3300+ consumers with brain injury (this does *not* include indirect services such as information / referral; newsletters; and websites "hits").

With the SFY 2006 increase in funding (\$875,000 plus \$285,000 in Governor's budget), the DRS BI/SCIS program managed a total of \$2,291,000 in programs / services for Virginians with brain injury, and a total of \$3,420,690 in FY '07 (this includes state general funds allocated by the General Assembly which are contracted out by DRS, but does not include state-funded programs administered directly by DRS). The FY 2007 funding supports nine organizations which operate a total of fourteen (14) programs statewide that provide direct services to approximately 5145+ consumers with brain injury (this does *not* include indirect services such as information / referral; newsletters; and websites "hits"). Three new service programs were established during FY '07: one organization was newly *established* through the support of FY '07 funding (Crossroads to Brain Injury Services in Harrisonburg), and two organizations *expanded* their existing programs to include services to people with brain injury (MARC Workshop in Martinsville and Virginia Supportive Housing in Richmond).

We are very proud that our state-funded programs achieved remarkable success in attracting "nonstate funds and resources" as evidenced in Attachment "A" below. Note that some of the programs were newly funded in FY '07 and therefore did not achieve the same level of success as the more established programs. In addition, smaller programs with less staff face a bigger challenge in working to attract nonstate funds and resources, as they often struggle simply to operate their programs on a day to day basis, with not much time left to devote to outside activities. Although programs are encouraged to participate in such activities, it takes time to develop staff and outside relationships that can provide needed skills and support to bring in needed donations, run fundraisers, write grants, etc.

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 2002 census data, it is

estimated that over 150,000 people in Virginia may have a need for some level of support and assistance due to a brain injury. These figures illustrate the critical need for the brain injury services that have been funded from the initial \$235,000 in 1998 to the \$3,420,690 in FY '07 described in this report. This particular report focuses on the state-funded brain injury services programs contracted out by DRS. However, "in house" programs administered directly by DRS (i.e., Brain Injury Direct Services Fund; Community Rehabilitation Case Management Services; Personal Assistance Services for People with Brain Injury; Vocational Rehabilitation Program; and Woodrow Wilson Rehabilitation Center), served approximately 1,000 people with brain injury during FY '07 (though some of these numbers may be duplicated, as consumers sometimes receive services from more than one "in house" program; contracted program; or a combination of programs).

During FY '07, the Joint Legislative and Audit Review Commission (JLARC) was directed to conduct a study on "access to brain injury services in the Commonwealth." The findings in the JLARC report which was released in October 2007 confirmed what brain injury advocates in Virginia have been saying for years: there is an ongoing need for services for people with brain injury in the Commonwealth, particularly for those with the most significant impairments. The JLARC recommendations reinforce the legislative agenda of the Virginia Alliance of Brain Injury Service Provider (VABISP), as well as many similar concerns expressed to DRS by the Virginia Brain Injury Council. Several issues which were highlighted include the need for intensive, residential and community-based neurobehavioral treatment services for people with challenging behaviors which place them at risk of entering the criminal justice and mental health systems; the need for a Brain Injury Medicaid Waiver (and the feasibility of targeting the a Brain Injury Waiver to provide the neurobehavioral services just described); eliminating DRS' Central Registry for Brain Injury and Spinal Cord Injury and exploring more effective methods of outreach to people with moderate to severe brain injuries through the Department of Health's Virginia Statewide Trauma Registry (VSTR); addressing the needs of returning veterans with brain injury; and improving program evaluation for existing state contracts for brain injury services.

DRS had begun working on many of these areas (e.g., establishing a SCORECARD reporting system for state-funded contractors which went "live" in FY '07; developing a web-based case management software system for contractors which will be implemented in FY '08; working with Department of Health to develop a FY '08 Memorandum of Understanding allowing DRS access to VSTR data for outreach and reporting purposes; participating on a work group with Department of Veterans Affairs to address the needs of returning veterans who have sustained brain injuries). DRS will continue to work on implementation of the JLARC recommendations, as appropriate, during FY '08 and we look forward to reporting on our progress in the next year.

DRS Brain Injury and Spinal Cord Injury Services is pleased to report that it hosted the first GENERAL MEETING of all of the state-funded Brain Injury Services (BIS) Programs during FY '07. This was a two-day meeting held at DRS Central Office in Richmond of executive directors, program managers, and financial staff for the purpose of sharing information on State and DRS policies and procedures related to the operation and management of state contracts. DRS staff provided an overview of recommended fiscal and audit management strategies, and shared recommendations and strategies to help program staff feel more comfortable in terms of financial and audit requirements. The meeting also provided DRS staff the opportunity to learn what program directors/managers need from us and how we can provide more effective assistance to help them operate their programs more

efficiently and effectively on a daily basis. DRS provided an overview of the SCORECARD reporting system, and introduced the concept of the web-based statewide case management software system. Attendees voted to hold the meeting annually; in addition, financial staff asked for a ½ day workshop to focus specifically on fiscal policies, procedures related to expenditures, tracking of state funds, financial reporting, etc. versus programmatic / management issues. A small work group will be assigned to plan the second GENERAL MEETING for FY '08.

In many ways, this was a “banner year” for brain injury services in the Commonwealth. Funding not only increased in FY '07, but additional funding for “infrastructure support” for existing programs was awarded for FY '08. A thorough and comprehensive study by the Joint Legislative and Audit Review Commission had several recommendations to improve service delivery, but also found that services being provided were, for the most part, effective in assisting Virginians with brain injury. We look forward to working with our community partners to continue improving services in FY '08.

**APPENDIX "A"**

**DRS Report for Fiscal Year '07 (July 1, 2006 through June 30, 2007)\***

<b>Geographic Location Served</b>	<b>Program Providing Service</b>	<b>Services Provided</b>	<b>FY '07 State Funding</b>	<b>FY '07 Numbers Served</b>	<b>Success in Attracting Non-State Resources</b>
Statewide	Brain Injury Association of Virginia (BIAV)	<b>Regional Resource Coordination</b> (Education, awareness, support; annual conference; central resource library; information / referral)	\$46,000 (estimated funding for Central Office staff / activities out of total \$254,196)	437 Support group members; 3629 Workshops, public awareness events, presentations; (does <i>not</i> include 509 information / referral; 9700+ newsletters; and 6544+ website "hits")	<b>Success Achieved \$116,252.</b> Donations \$81,000; Donations of Volunteer/Professional Hours \$26,635; Donation of Equipment/Supplies \$8,617; (does <i>not</i> include DRS Federal Grant Subcontract \$114,000)
Charlottesville	Virginia NeuroCare, Inc. (VANC)	<b>High Street Clubhouse:</b> <i>Clubhouse</i> (5-day/week vocational, therapeutic social environment; daily attendance varies)	\$150,000	27 Clubhouse Members; (does not include 500+ Information / Referral)	<b>Success Achieved \$14,428.</b> Contributions \$1,510; Fundraising \$153; Member Fees \$4515; Donation of Volunteer Hours \$7500; Donation of Equipment/Supplies \$750
Fredericksburg, Middle Peninsula	Brain Injury Association of Virginia (BIAV)	<b>Regional Resource Coordination</b> (education, awareness, support, building coalitions, encouraging new services)	\$52,049 (estimated 1/4 of total allocation of \$208,196 for 4 RRCs)	<b>(newly funded FY '07)</b> (See information under Statewide BIAV Regional Resource Coordination)	<b>Success Achieved \$</b> (See information under Statewide BIAV Regional Resource Coordination)
	Brain Injury Services, Inc. (BIS INC)	<b>Westwood Clubhouse:</b> <i>Clubhouse</i> (5-day/week vocational, therapeutic social environment; daily attendance varies)	\$187,724	50 Clubhouse Members	<b>Success Achieved \$9,723.</b> Contributions \$2,975; Fundraising \$5,988; Member Fees \$760

Harrisonburg, Shenandoah Valley area	Brain Injury Association of Virginia (BIAV)	<b>Regional Resource Coordination</b> (education, awareness, support, building coalitions, encouraging new services)	\$52,049 (estimated 1/4 of total allocation of \$208,196 for 4 RRCs)	(See information under Statewide BIAV Regional Resource Coordination)	<b>Success Achieved</b> \$ (See information under Statewide BIAV Regional Resource Coordination)
	Crossroads to Brain Injury Recovery (CBIR)	<b>Case Management</b> (adult/pediatric case management, consultation, school services, life skills, contract for services)	\$140,400	<b>(newly funded FY '07)</b> 17 Case Management; 5 Life Skills Training	<b>(Program start-up year: newly funded in FY '07)</b> <b>Success Achieved</b> <b>\$12,470.</b> Contributions \$300. Donations of Volunteer Services \$12,170.
Lynchburg, Farmville area	Brain Injury Association of Virginia (BIAV)	<b>Regional Resource Coordination</b> (education, awareness, support, building coalitions, encouraging new services)	\$52,049 (estimated 1/4 of total allocation of \$208,196 for 4 RRCs)	(See information under Statewide BIAV Regional Resource Coordination)	<b>(Program start-up year: newly funded in FY '07)</b> <b>Success Achieved</b> <b>\$770</b> Miscellaneous \$770
Martinsville, Danville area	MARC Workshop (Marc Workshop Brain Injury Services: MWS/BIS)	<b>Case Management</b> (adult/pediatric case management, consultation, school services, life skills, contract for services)	\$140,400	<b>(newly funded FY '07)</b> 17 Case Management; 5 Life Skills Training	<b>(Program start-up year: newly funded in FY '07)</b> <b>Success Achieved</b> <b>\$12,470.</b> Contributions \$300. Donations of Volunteer Services \$12,170.
Newport News	Community Futures Foundation (CFF)	<b>Denbigh House: Clubhouse</b> (5-day/week vocational, therapeutic social environment; daily attendance varies)	\$150,000	31 Clubhouse Members	<b>Success Achieved</b> <b>\$51,000.</b> Fundraising \$9,4000; Grants \$33,200; Member Fees / Billable Services: \$9,000 (member fees, Medicaid provider, DRS vendor)
Northern Neck, Middle Peninsula areas	Brain Injury Association of Virginia (BIAV)	<b>Regional Resource Coordination</b> (education, awareness, support, building coalitions, encouraging new services)	\$52,049 (estimated 1/4 of total allocation of \$208,196 for 4 RRCs)	(See information under Statewide BIAV Regional Resource Coordination)	<b>Success Achieved</b> \$ (See information under Statewide BIAV Regional Resource Coordination)

Northern Virginia	Brain Injury Services, Inc. (BIS INC.)	<b>Adult Case Management / ADAPT Clubhouse</b> (case management, consultation, supported living, life skills, education / awareness, contract for services)	\$1,085,950	368 Case Management; 36 Clubhouse Members; 22 Supported Living	<b>Success Achieved</b> <b>\$563,688</b> Local Government / County \$294,350; Donations \$42,057; Annual Campaign \$9,962; United Way \$14,631; Grants \$79,753; Fundraising \$80,060; Miscellaneous \$42,875
		<b>Pediatric Case Management</b> (case management, consultation, school services, life skills, education / awareness, contract for services)	\$140,000	81 Pediatric Case Management	<b>Success Achieved</b> <b>\$12,168.</b> Contributions \$10,753; Conference \$1,415
Richmond	Community Futures Foundation (CFF)	<b>The Mill House: Clubhouse</b> (5-day/week vocational, therapeutic social environment; daily attendance varies)	\$150,000	41 Clubhouse Members	<b>Success Achieved</b> <b>\$79,400.</b> Local Government \$25,000; Grants \$11,200; Fundraising \$10,200; Member Fees / Billable Services: \$33,000 (member fees, Medicaid provider, DRS Vendor)
		<b>Case Management</b> (case management, consultation, education/awareness, contract for services)	\$101,160	(newly funded FY '07) 13 Case Management	<b>(Program start-up year: newly funded in FY '07)</b>
	Virginia Supportive Housing (VSH)	<b>Case Management</b> (case management to residents of two living facilities)	\$95,660	6 Case Management (second residence to open in FY '08)	<b>(Program start-up year: newly funded in FY '07)</b> <b>Success Achieved</b> <b>Portion of \$84,550.</b> Contributions (individual, business, foundation) \$21,000; Grant: \$39,050; Rental income: \$24,500

Roanoke, New River Valley areas; far Southwest Virginia	Brain Injury Services of Southwest Virginia (BISSWVA)	<b>Case Management</b> (adult/pediatric case management, consultation, school services, life skills, contract for services)	\$570,200	271 Case Management; 2 Volunteer Services; 31 Life Skills Services; (does not include 188 Information / Referral)	<b>Success Achieved</b> <b>\$174,070.</b> Local Governments \$23,181; Donations: \$11,277; Grants \$19,426; Fundraisers \$64,695; DRS Vendor \$2,472; Miscellaneous \$6,996. Donations of Volunteer Hours: \$46,023
Tidewater, Newport News (Virginia Beach, Eastern Shore, Peninsula area)	Commonwealth Support Systems, Inc. (CSS)	<b>S.E.E.K.: Day Program</b> (5-day/week educational, vocational, social activities; daily attendance varies)	\$135,000	40 Day Program Members	<b>Success Achieved</b> <b>\$600.</b> Donations \$600. Donations of equipment, supplies (amount not specified).
		<b>No Limits: Day Program</b> (5-day/week educational, vocational, social activities, daily attendance varies)	\$120,000	19 Day Program Members	<b>Success Achieved</b> <b>\$1,768.</b> Donations \$268; United Way Grant \$1,500. Donations of equipment, supplies (amount not specified).
<b>SFY 2007 TOTAL: \$3,420,690</b>					

\* **Notes:** The total amount of new FY '07 funding allocated by the General Assembly for brain injury services was \$1,160,000 (actual \$1,159,690). This chart reflects a total of \$3,420,690 for FY '07 because it includes pre-existing state funding of \$2,291,000 minus a one-time allocation of \$30,000 in DRS funds to Brain Injury Services of Southwest Virginia to support a part-time case manager in Abingdon through the end of June 30, 2006. Also, this does *not* include the contract to the Brain Injury Association of Virginia (BIAV) for the Virginia Central Registry for Brain Injury and Spinal Cord Injury Services because that contract is funded through DRS funds and not through General Assembly appropriation.