

### Item 315 CC. I – Progress Report on the Plan and Timeline for Downsizing Southeastern Virginia Training Center

To the Governor and Members of the General Assembly

January I, 2011



### COMMONWEALTH of VIRGINIA

# DEPARTMENT OF BEHAVIORAL HEALTH AND DEVELOPMENTAL SERVICES

JAMES W. STEWART, III
COMMISSIONER
Post Office Box 1797
Richmond, Virginia 23218-1797

Telephone (804) 786-3921 Voice/TDD (804) 371-8977 www.dbhds.virginia.gov

January 1, 2011

To: The Honorable Robert F. McDonnell, Governor

And

Members, Virginia General Assembly

Item 315.CC.1 of the 2009 *Appropriation Act* requires the Commissioner of the Department of Behavioral Health and Developmental Services (DBHDS)<sup>1</sup> to convene a state and community planning team and develop a timeline to transition, beginning in fiscal year 2010, 88 individuals living at Southeastern Virginia Training Center (SEVTC) to community services.

You received the first report on July 1, 2009. The attached report is an update on the plan and timeline to downsize SEVTC from its current census of 127 individuals beginning on December 1, 2010.

The next plan update will be submitted on April 1, 2011. Should you have questions in the interim regarding the progress of this project and/or the estimated timeline, please feel free to contact me at (804) 786-3921.

Sincerely,

James W. Stewart, III

Commissioner

CC: Hon. William A. Hazel Jr., MD

Heidi Dix

Robert D Shrewsberry, Ph.D.

Bill Echelberger

Joe Flores

Anthony A. Maggio

Susan Massart

Ruth Anne Walker

<sup>&</sup>lt;sup>1</sup> Formerly the Department of Mental Health, Mental Retardation, and Substance Abuse Services or DMHMRSAS.

# Item 315 CC. 1 - Progress Report on the Plan and Timeline for Downsizing Southeastern Virginia Training Center

#### QUARTERLY UPDATE January 1, 2011

Item 315.CC.1 of the 2009 Appropriation Act requires the Commissioner of the Department of Behavioral Health and Developmental Services (DBHDS)<sup>1</sup> to convene a state and community planning team and develop a timeline to transition, beginning in fiscal year 2010, 88 individuals living at Southeastern Virginia Training Center (SEVTC) to community services. The language is outlined below:

"The state and community planning team, under the direction of the commissioner, shall develop a timeline to appropriately transition 88 state facility consumers beginning in fiscal year 2010 to community services in the locality of their residence prior to admission or the locality of their choice after discharge or to another state facility if individual assessments and service plans have been completed, appropriate community housing is available and consumer choice has been considered. The commissioner shall provide the preliminary plan and timeline to the Governor and the General Assembly by July 1, 2009 and a progress report regarding the plan for resizing and rebuilding the facility by October 1,2009 and quarterly thereafter until the new facility and community facilities have been constructed and are complete. The final report shall outline the location where patients are discharged and any cost savings associated with the facility resizing and community transition."

This report is an update to the July 1, 2009 preliminary plan and timeline to downsize SEVTC from its census of 154 individuals on July 1, 2009.

The 2009 General Assembly also required DGS with the cooperation and support of DBHDS to rebuild and resize SEVTC to 75 beds beginning in fiscal year 2010:

C-103.05. A. Notwithstanding any other provision of law, the following provisions shall be implemented:

- 1. The Department of General Services (DGS), with the cooperation and support of the Department of Mental Health, Mental Retardation and Substance Abuse Services (DMHMRSAS), shall rebuild and resize the Southeastern Virginia Training Center to a 75-bed facility to serve profound and severely disabled clients;
- 2. The Director, Department of Planning and Budget, shall transfer \$23,768,000 of the amount appropriated in Chapter 1 and Chapter 2, 2008 Acts of Assembly, Special Session I for project 17458 (Repair/Replace Southeastern Virginia Training Center) for the purpose stated in paragraph A.1. of this item;
- 3. The Department of General Services, with the cooperation and support of the Department of Mental Health, Mental Retardation and Substance Abuse Services (DMHMRSAS), shall build, acquire, or renovate 12 community-based Intermediate Care Facilities (ICF-MR) and 6 MR Homes in Health Planning Region V. Priority should be given to projects which can be

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<sup>&</sup>lt;sup>1</sup> Formerly the Department of Mental Health, Mental Retardation, and Substance Abuse Services or DMHMRSAS.

completed on existing state-owned property within Health Planning Region V; 4. The Director, Department of Planning and Budget shall transfer \$8,438,160 of the amount appropriated in Chapter 1 and Chapter 2, 2008 Acts of Assembly, Special Session I for project 17457, (Repair/Replace Central Virginia Training Center) for the purpose stated in paragraph A.3. of this item.

The plan outlined in Appendix A is an update to the original plan submitted on July 1, 2009 and measures the progress in meeting the expectations and goals outlined in the original plan. The plan seeks to reduce the number of individuals living at SEVTC from a census of 154 to 75 or fewer individuals in two fiscal years, with significant completion of community and SEVTC construction on or before September 30, 2011. The three major components driving the preliminary plan and timeline are:

- Assessments of individuals residing at SEVTC and family choice;
- > SEVTC and community housing construction; and
- ➤ Workforce transition.

Appendix A contains an update to the detailed plan and timelines to transition individuals to the community. The components and major milestones of the plan were developed in consultation with the state and community planning team referenced in Item 315.CC.1, known as the SEVTC Advisory Committee. The Advisory Committee has been meeting regularly since January 2009 and includes SEVTC facility staff, individuals living at SEVTC, family members, community services board (CSB) representatives, private providers, and other key stakeholders.<sup>2</sup>

#### Assessments and Choice:

Every individual living at SEVTC must be assessed to determine their individual support needs and interest in living in the community. CSB intellectual disability (ID) case managers and directors have been working with facility staff, family members, and individuals at SEVTC since January 2009 to determine the individual needs of every person living at SEVTC. Needs are assessed through a variety of tools, including service treatment plans, medical history, and Supports Intensity Scale (SIS) instrument.

The SIS is an assessment scale that measures the level of intensity of supports needed by the individual to maintain a life-style appropriate to his or her age and preferences. It was recently adopted by the Commonwealth as a uniform assessment instrument for all persons living in a state-operated training center or who are being served under the ID Waiver.

SIS assessments have shown that there are very few individuals, if any, being served at SEVTC for whom there cannot be found someone currently living in the community whose needs are just as great. It is also very true that the population of individuals at SEVTC as a whole has far greater needs than the average needs of individuals being supported through community services. It is especially important that great care be given to find the most appropriate match between each individual and the services provider.

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<sup>&</sup>lt;sup>2</sup> Information about the Advisory Committee, members, and meeting minutes can be viewed at: http://www.dbhds.virginia.gov/10Budget/sevtc.htm

CSB case managers have been providing information to families upon request about the possible options that currently exist in the community system, setting up tours, and providing assistance where needed. The following activities have been completed or are ongoing to date:

- CSB ID directors and case managers engaged with SEVTC families to discuss community options (ongoing).
- Develop criteria to determine which individuals will likely continue to reside at the new 75bed SEVTC and which individuals should explore community placement options (August 2009).
- Initial communication with families about the criteria which will guide decisions about SEVTC and community residence (August 2009).
- Successful transitioning of 28 individuals from SEVTC to community homes and census reduction to 127 (through November 2010).
- Communication via letter to each family member or authorized representative requesting a meeting with CSB and SEVTC staff to discuss future living options (June 2010).

The following process was piloted and shared with the SEVTC Advisory Committee to assess whether individuals will likely continue to reside at the new 75-bed SEVTC or should explore community options:

- Clinical Committee: SEVTC professional staff met and used assessment data and information contained in the resident record to develop "blind" profiles of each individual living at SEVTC and their support needs. These "blind" profiles were stripped of any identifying information and then given to a selection committee.
- Selection Committee: The selection committee was composed of SEVTC staff and ID Directors from four CSBs who rate each person on each of the criteria elements on a five point Likert scale. Those summaries were then arranged into two groups: (1) those likely to reside at the new 75-bed SEVTC; and, (2) those who should consider a community ICF/MR or waiver home. The following criteria was used by the selection committee to determine which of the placement options were most appropriate:

#### • Those with significant support needs related to behavior

- 1. Intensive behavioral support due to aggression, property destruction, running away, self-injury, sexual behavior, or other individual behavior support considerations
- 2. Safety/security, requirement for mechanical/physical restraint or medication on an emergency basis
- 3. Unique or specialized behavioral considerations.

#### • Those with significant support needs related to health and medical issues

- 1. Extensive support due to impaired functional mobility such as upper and lower extremity involvement, non-ambulatory, or ambulatory/wheelchair.
- 2. Specialized support for meals and feeding.
- 3. High risk or specialized medical conditions

- Those with significant staffing support requirements
  - 1. Support staff (1:1, Continuous, Routine/General)
  - 2. Nursing (Immediate support, within 1 hour, within 1 day, within 1 week and/or continuous nursing treatment, hourly treatment, daily treatment, weekly treatment)
- Those with additional considerations (Age or other individual factors)
- Oversight Committee: A committee composed of the SEVTC facility director, Region V
  CSB executive directors, another training center director, parents, and Central Office
  representatives oversee the work of the clinical and selection committees to ensure they are
  blind, fair, and updated frequently to ensure the most recent clinical and behavioral needs of
  individuals are included in the assessments.

The pilot process was first conducted in July, updated in October 2009, and again in February, 2010. The process has yielded preliminary information on how many people currently require SEVTC services and those individuals that could live in the community with appropriate supports and planning. This information is shown below. The profiles and the committees will meet regularly until both the community and new SEVTC construction is complete to ensure the latest needs of individuals are included in placement decisions.

CSB	SEVTC	COMMUNITY	TOTAL
Chesapeake	6	5	11
Colonial	6	2	8
Eastern Shore	3	4	7
Hampton/Newport News	19	14	33
Middle Peninsula	0	4	4
Norfolk	13	16	29
Portsmouth	4	14	18
Virginia Beach	13	12	25
Western Tidewater	3	7	10
Other	1	2	3
TOTAL	68	80	148

The CSB case managers and ID Directors directly engage each individual who meets community placement criteria and their family members for private discussions about placement and community options that will meet the individual's needs, along with SEVTC staff. Since on average, the needs of individuals at SEVTC are greater than those of individuals currently living in the community, the CSBs must work closely with each family to ensure every individual's medical, social, and behavioral needs are met wherever they may choose to live. A letter was sent to all families and authorized representatives in June 2010 to set up a meeting to discuss future living options. Between June 2010 and September, 2010 eighteen meetings were held and five individuals were discharged. Twenty-seven families have requested meetings, and these will be scheduled. As of November 30, 2010, four additional SEVTC residents have been discharged, and meetings with families continue.

#### Construction of SEVTC and Community Homes:

The 2009 General Assembly required the Department of General Services (DGS), in collaboration with DBHDS, to rebuild and resize SEVTC to a 75-bed facility beginning in fiscal year 2010. The General Assembly also requires DGS, in collaboration with DBHDS, to construct or renovate12 community ICFs/MR and six waiver homes in Health Planning Region V for residents of SEVTC. Based on these requirements, DGS accepted an unsolicited Public-Private Education and Infrastructure Act (PPEA) proposal in April 2009 and received one competing proposal in July 2009. The following table outlines the timeline for construction:

April 2009:	Accepted unsolicited PPEA		
July 17, 2009:	PPEA advertising period closed, two proposals for: -Rebuild and re-size current SEVTC at 75-beds -Construct 12 community ICFs/MR in HPR-V -Construct 6 waiver homes in HPR-V		
Aug – Dec 2009:	DGS, DBHDS, and evaluation committee develops detailed construction requirements		
Nov 2, 2009:	Part 2 - Detailed response from developers submitted		
December 2009:	Selection of developer		
Jan – June 2010:	Negotiate agreements, design phase		
September 2010:	Community construction begins		
October 2010:	SEVTC construction begins		
Sept 2011:	Construction complete		

These construction projects are critical to building the community capacity needed to transition individuals from SEVTC to community homes. DBHDS is working closely with local CSB executive directors to ensure the assessment group's work is closely tied to the construction timelines for community homes. In addition, community CSBs and DBHDS are working to ensure:

- Waiver homes and ICFs/MR built within each CSBs' jurisdiction reflect needs of the people currently receiving services at SEVTC who will move to the community.
- ICF/MR certification process and waiver home licensing processes can be completed in a timely manner to ensure no delay for individuals transitioning to community placements once construction is completed.
- In cooperation with DGS, determine how the \$8.4 million in community capital funding will be quickly accessed for construction, as well as when and how ownership of the 18 community homes will be transferred from the Commonwealth to CSBs.
- Mechanisms are explored for CSBs to address start-up costs and other expenses related to community capacity building that cannot be funded with the \$8.4 million.

#### Workforce Transition:

Many of the employees currently working at SEVTC can transition to work in the community as the facility downsizes to 75 beds in 2011. DBHDS human resources staff has met several times in 2009 with SEVTC staff, CSBs and private providers to discuss training, job skills and other information that will be helpful for staff as they transition to positions in the community. It is anticipated that the majority of staffing reductions, and all Direct Service Assistant (DSA) reductions, will occur through attrition. In FY10, 44 positions were abolished - 4 through the Workforce Transition Act (WTA) process and 40 through attrition. As of November 30, 2010 there are 395 classified positions filled and reductions will continue as resident census declines. As the rate of community transitions increases, further staffing reductions will be made. Because of the high rate of turnover in the DSA positions, reductions can be managed through holding positions vacant and not rehiring. Other career professionals such as social workers, rehabilitation specialists, and occupational therapists will likely remain employed at the facility since there will continue to be individuals living at the new SEVTC.

#### State and Local Coordination:

Appendix A contains a detailed chart outlining the major milestones in the plan and updates since the plan was first submitted on July 1, 2009. WM Jordan was selected as the developer in December 2009. WM Jordan will provide construction services for both the new 75-bed facility and the 18 community homes. A critical driver in ensuring timelines in Appendix A are met is the leadership and collaboration of local CSBs and SEVTC staff. DBHDS has been working closely with the Health Planning Region V CSB executive directors, the SEVTC facility director, and others to determine the criteria that will be used to engage families and individuals at SEVTC who could potentially reside in the community. This work will continue until the completion of construction at SEVTC in the fall of 2011.

At this time, the local CSBs have agreed to the following and are working actively with WM Jordan to identify specific site locations for homes. Two locations for an ICF are outstanding and will be resolved in the coming months.

<b>Proposed</b>	Homes
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CSB	Waiver Home	Community ICF
Middle Peninsula	2	0
Hampton/NN	1	1
Norfolk	2	1
Virginia Beach	1	2
Western Tidewater	0	2
Chesapeake	0	2
Colonial	0	1
Total	6	9
Pending	0	3

Since the last quarterly update, a technical assistance workgroup has been formed to assist the local CSBs with preparation for community ICF-MR certification. This workgroup convened on March 10, 2010 and is anticipated to continue its work until all 12 community ICFs are certified by Virginia Department of Health.

Another critical partnership is that of DGS and DBHDS. DBHDS continues to work closely with DGS to ensure the bricks and mortar aspects of building and development match the needs of the individuals to be served and the local CSB who will be providing supports to these individuals. DBHDS anticipates maintaining this relationship going forward throughout the construction and downsizing process to ensure completion of the community homes and the new 75-bed facility.

DBHDS continues to work closely with family members, private providers, VOPA, ARC, City of Chesapeake, DMAS, and others through the SEVTC Advisory Committee. This group provides general oversight on timelines and planning and ensures there is adequate family and provider input into the development of community and facility resources. We anticipate this group will continue to meet until most of the construction and community transitions have been completed.

Table 1 shows changes in the census over time. This table includes admissions for emergency stays. Emergency stays are used for stabilization and behavioral consultation. Once people are stabilized they return to their community placements. DBHDS will construct 75 beds, anticipating that a portion of the 75 beds at the new facility must be open to accept individuals with intellectual disabilities who live in the community and may require short-term stays for crisis stabilization, behavioral intervention and assistance, and/or an enhanced level of medical care for short time periods.

**Table 1: SEVTC Census June 30, 2009 – November 30, 2010** 

Table 1. SEV 1 C Census dune 50, 2005 1 (Ovember 50, 2010									
Quarter Ending	Emergency Admissions	Regular Admissions	Emergency Discharges	Regular Discharges	Deaths	Total Census			
June 30, 2009	NA	NA	NA	NA	NA	156			
September 30, 2009	5	0	3	5	1	152			
December 31, 2009	0	0	2	4	0	146			
March 31, 2010	5	0	5	2	0	144			
June 30, 2010	4	2	2	7	0	138			
September 30, 2010	4	0	5	4	1	132			
November 30, 2010	0	0	1	4	0	127			

	APRIL 2009		MAY 2	009	JUNE 2009		
	IN	APLEMENTATION ACTIONS	TARGET DATE	IMPLEMENTATION ACTIONS	TARGET DATE	IMPLEMENTATION ACTIONS	TARGET DATE
	•	Advisory Committee meets	April 25, 2009	Advisory Committee meets	May 24, 2009	All SIS assessments completed	June 1, 2009
	•	ID Directors begin working directly with families	April 1 – 30, 2009	<ul> <li>ID Directors working directly with families</li> </ul>	May 1 – 30, 2009	ID Directors working directly with families	June 1 – 30, 2009
& CHOICE	•	SIS assessments ongoing	April 1 – 30, 2009	SIS assessments ongoing	May 1 – 30, 2009	Advisory Committee     meets     Assessment group formed	June 25, 2009 June 30, 2009
ASSESSMENTS & CHOICE			<b>Дриг 30, 2003</b>			and criteria for determining whether individuals will remain at SEVTC or can live in the community Developed "Handbook" regarding transition to the	June 30, 2009
						community completed and distributed to families	
NSTRUCTION	•	DGS receives unsolicited PPEA for rebuild of SEVTC and 18 community homes	April 20, 2009	<ul> <li>DGS advertises for competing PPEA proposals</li> <li>DGS assigns project manager (same for SEVTC</li> </ul>	May 1, 2009 – July 17 2009 May 30, 2009	DGS continues     advertisement for     competing PPEA     proposals	May 1, 2009 – July 17, 2009
NEW SEVTC CONSTRUCTION				and community project)		DGS/DMHMRSAS     prepares criteria for     selection of PPEA     developer an creates     review panel	June 30, 2009
	•	DGS receives unsolicited PPEA for rebuild of SEVTC and 18 community homes	April 20, 2009	<ul> <li>DGS advertises for competing PPEA proposals</li> <li>DGS assigns project manager (same for SEVTC</li> </ul>	May 1, 2009 – July 17, 2009 May 30, 2009	DGS continues     advertisement for     competing PPEA     proposals	May 1, 2009 – July 17 2009
COMMUNITY		nomes		and community project)		Capital Investment     Committee meets with     DGS provides input	June 16, 2009
Ö						DGS/DMHMRSAS     prepares criteria for     selection of PPEA     developer an creates     review panel	June 30, 2009
WORK							

	JULY 2009		AUGUST	2009	SEPTEMBER 2009		
	IIV	1PLEMENTATION ACTIONS	TARGET DATE	IMPLEMENTATION ACTIONS	TARGET DATE	IMPLEMENTATION ACTIONS	TARGET DATE
	•	ID Directors working directly with families	July 1 – 31, 2009	ID Directors working directly with families	August 1 – 31, 2009	All families have been exposed to community options	September 30, 2009
ASSESSMENT & CHOICE	•	Clinical Committee meets and develops blind profiles to pilot selection process	July 15, 2009	Pilot selection process and criteria shared with Advisory Committee	August 6, 2009	Letter sent to SEVTC     parents regarding     selection criteria and     process	September 1, 2009
ASSESSMEI	•	Selection committee meets to pilot selection process	July 30, 2009			Advisory Committee     meets	September 24, 2009
	•	Advisory Committee meets	July 25, 2009				
NEW SEVTC CONSTRUCTION	•	DGS receives final proposals for SEVTC and community homes construction	July 17 2009	DGS/DBHDS evaluation committee meets to evaluate PPEA proposals     Begin negotiation of interimagreement	August 17 & 28, 2009  August 17, 2009	Interim agreement     signed	September 1 , 2009
	•	DGS receives final proposals for SEVTC and community homes construction	July 17 2009	DGS/DBHDS evaluation committee meets to evaluate PPEA proposals	August 17 & 28, 2009	Interim agreement     signed     CSBs determine final	September 1 , 2009 September 30, 2009
UNITY		55.53. 453.51.		Begin negotiation of interim     agreement      CSB directors work with	August 17, 2009  August 1 – 31, 2009	locations for community homes based on PPEA proposal and financing options	
COMMUNITY				DMHMRSAS and DGS to determine potential locations for community homes based on financing model offered by PPEA awardee		CSB directors work with DMHMRSAS and DGS to determine potential locations for community homes based on financing model offered by PPEA awardee	September 1 – 30, 2009
WORK							

		OCTOBER - DECEMBER 2009		JANUARY 2010 – MARCH 2010		APRL 2010 – JUNE 2010	
	IIV	PLEMENTATION ACTIONS	TARGET DATE	IMPLEMENTATION ACTIONS	TARGET DATE	IMPLEMENTATION ACTIONS	TARGET DATE
ASSESSMENT & CHOICE	•	Advisory Committee meets monthly	October 1 – December 31, 2009	Selection committee meets in anticipation of community transitions	March 15, 2010	<ul> <li>Selection committee         meets every 30 days</li> <li>CSBs directly engage         families and individuals         who meet community         criteria</li> </ul>	April 15, May 15, June 15, 2010 April – June 2010
NO	•	Space and design phase continues for SEVTC	October 1 - December 31, 2009	Design of SEVTC completed	February 2010	SEVTC on-campus     construction begins	June 2010
Ė	•	_		<ul> <li>SEVTC on-campus site</li> </ul>	March 31, 2010		
CONSTRU	•	Comprehensive agreement signed	December 21, 2009  Nov ember 2, 2009	<del>development and</del> <del>assessments</del>			
NEW SEVTC CONSTRUCTION	•	Detailed response from developers due	December 2009	Design phase and interim agreements completed	March 31, 2010		
	•	Developer selected					
IITY	•	Property acquisition for community homes begins Complete community housing design	October 1 - December 31, 2009 December 31, 2009	<ul> <li>Design phase and interim agreements completed</li> <li>Property acquisition for community homes begins</li> </ul>	March 31, 2010  Jan – March 31, 2010	Construction of community homes begins     ICF/MR Certification technical assistance	June 2010  April - June 2010
COMMUNITY	•	Comprehensive agreement signed Detailed response from developers due Developer selected	December 31, 2009  November 2, 2009  December 2009	ICF/MR technical assistance group begins	March 10, 2010	workgroup continues	
WORKFORCE	•	Workforce reduction plan for SEVTC proposed based on PPEA construction timelines and location of community homes SEVTC staff training assessments and plan for	October 31, 2009  November 30, 2009	Workforce reduction plan     for SEVTC proposed based     on PPEA construction     timelines and location of     community homes     SEVTC staff training     assessments and plan for     transitioning workforce to	January 31, 2010	Workforce reduction plan for SEVTC proposed based on PPEA construction timelines and location of community homes	April 1 – June 30, 2010
		transitioning workforce to community homes developed		community homes developed  Staff training in community competencies begins			

	JULY – SEPT	EMBER 2010	OCTOBER –DEC	EMBER 2010	JANUARY – SEPTEMBER 2011	
	IMPLEMENTATION ACTIONS	TARGET DATE	IMPLEMENTATION ACTIONS	TARGET DATE	IMPLEMENTATION ACTIONS	TARGET DATE
ASSESSMENTS AND CHOICE	CSBs directly engaging families to explore community options	July 1 – September 30, 2010	CSBs directly engaging families to explore community options	October 1 – December 31, 2010	At least 75 individuals     transitioned to community     settings (90 beds     constructed in the     community)	
NEW SEVTC CONSTRUCTION	SEVTC Construction     begins	July 1 – September 30, 2010	SEVTC Construction begins	October 1 – December 31, 2010	SEVTC Construction     Completed	September, 2011
COMMUNITY	Community construction begins     ICF/MR Certification technical assistance workgroup continues	July 1 - September 30, 2010  July 1 - September 30, 2010	Some community ICF/MR completed     Community construction continues     ICF/MR Certification technical assistance workgroup continues	October 31, 2010  October 1 – December 31, 2010  October 1 – December 31, 2010	Community construction completed, homes begin to come online in January 2011	September 2011
WORKFORCE					Some SEVTC staff transition with residents to community placements	January – September 2011