

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

April I, 2011



COMMONWEALTH of VIRGINIA

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April 1, 2011

To: The Honorable Robert F. McDonnell, Governor

And

JAMES W. STEWART, III

COMMISSIONER

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)¹ 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.

The next plan update will be submitted on July 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 Olivia Garland Heidi Dix Robert D Shrewsberry, Ph.D. Bill Echelberger Joe Flores Anthony A. Maggio Susan Massart Ruth Anne Walker

¹ 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 April 1, 2011

Item 315.CC.1 of the 2009 *Appropriation Act* requires the Commissioner of the Department of Behavioral Health and Developmental Services (DBHDS)¹ 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 (ICFs/MR) and 6 MR Homes in Health Planning Region V. Priority should be given to projects which can be

¹ 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.²

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.

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

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 February 2011).
- 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).
- Ongoing communication between CSBs and SEVTC staff and families regarding transitions to the community and placement in a waiver group home or an ICF/MR. As of February 2011, 14 individuals have agreed to transition to a waiver group home, 28 individuals have agreed to transition to a community ICF (ongoing).

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.

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

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. As mentioned previously, as of February 2011, the census at SEVTC is 127 individuals. Fourteen individuals have agreed to transition to a waiver group home and 28 individuals have agreed to transition to a community ICF/MR once construction is completed. CSBs and SEVTC staff will continue to directly engage each

individual who meets community placement criteria and their family members to consider community options in one of the 18 homes under construction.

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 required 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. Three locations for an ICF/MR are outstanding and will be resolved in the coming months.

Proposed Homes and Construction Status							
CSB	Waiver Home	Community ICF					
Middle Peninsula	2 (estimated completion May 2011)	0					
Hampton/NN	1 (in process)	1 (in process)					
Norfolk	2 (estimated completion March 2011)	1 (in process)					
Virginia Beach	1 (estimated completion March 2011)	2 (in process)					
Western Tidewater	0	2 (in process)					
Chesapeake	0	2 (in process)					
Colonial	0	1 (in process)					
Total	6	9					
Pending	0	3					

Proposed Homes and Construction Status

A technical assistance workgroup has been formed to assist the local CSBs with preparation for community ICFs/MR certification. This workgroup convened on March 10, 2010 and is anticipated to continue its work until all 12 community ICFs/MR 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, the Virginia Office of Protection and Advocacy (VOPA), The Arc of Virginia, 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. DBHDS anticipates 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.

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
March 31, 2011	5	0	4	1	0	127

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

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

	זחנא	/ 2009	AUGUST	2009	SEPTEMBER 2009		
	IMPLEMENTATION 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	
ASSESSME	• 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 interim agreement 	August 17 & 28, 2009 August 17, 2009	 Interim agreement signed 	September 1 , 2009	
	 DGS receives final proposals for SEVTC and community homes 	July 17 2009	DGS/DBHDS evaluation committee meets to evaluate PPEA proposals	August 17 & 28, 2009	 Interim agreement signed 	September 1 , 2009	
COMMUNITY	construction		 Begin negotiation of interim agreement CSB directors work with 	August 17, 2009 August 1 – 31, 2009	 CSBs determine final locations for community homes based on PPEA proposal and financing options 	September 30, 2009	
COMIN			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 FORCE							

	OCTOBER - DECEMBER 2009				JANUARY 2010 – MARCH 2010			APRL 2010 – JUNE 2010		
	IM	PLEMENTATION ACTIONS	TARGET DATE	II	MPLEMENTATION ACTIONS	TARGET DATE	IIV	IPLEMENTATION 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	•	Selection committee meets every 30 days CSBs directly engage families and individuals who meet community criteria	April 15, May 15, June 15, 2010 April – June 2010	
	•	Space and design phase	October 1 – December 31,	•	Design of SEVTC completed	February 2010	•	SEVTC on-campus	June 2010	
NEW SEVTC CONSTRUCTION		continues for SEVTC	2009					construction begins		
L) U	•	_	Descurber 21, 2000	•	SEVTC on-campus site	March 31, 2010				
STR	•	Comprehensive	December 21, 2009		development and					
NO		agreement signed	Nov ember 2, 2009		assessments					
TC	-	Detailed years area from	Nov ember 2, 2009		Design phase and interim	March 31, 2010				
SEV	•	Detailed response from developers due	December 2009	•	agreements completed					
EV		developers due			agreements completed					
z	•	Developer selected								
	•	Property acquisition for	October 1 – December 31,	•	Design phase and interim	March 31, 2010	•	-Construction of	June 2010	
		community homes begins	2009		agreements completed	,		community homes begins		
≻	•	-Complete community	December 31, 2009	•	Property acquisition for	Jan – March 31, 2010	•	ICF/MR Certification	April - June 2010	
LIN I		housing design			community homes begins			technical assistance		
COMMUNITY	•	Comprehensive	December 31, 2009	•	ICF/MR technical assistance	March 10, 2010		workgroup continues		
MO		agreement signed			group begins					
0	•	Detailed response from	November 2, 2009							
		developers due	D 1 2000							
	•	Developer selected	December 2009							
	•	Workforce reduction plan	October 31, 2009	•	Workforce reduction plan	January 31, 2010	•	Workforce reduction	April 1 – June 30, 2010	
		for SEVTC proposed			for SEVTC proposed based			plan for SEVTC proposed		
		based on PPEA			on PPEA construction timelines and location of			based on PPEA		
ш		construction timelines and location of						construction timelines		
DRC		and location of community homes			community homes SEVTC staff training			and location of community homes		
SKFC	•	SEVTC staff training	November 30, 2009	-	assessments and plan for			community nomes		
WORKFORCE		assessments and plan for			transitioning workforce to					
		transitioning workforce			community homes					
		to community homes			developed					
		developed		•	Staff training in community					
					competencies begins					

	JULY – SEPTEMBER 2010		OCTOBER –DECEMBER 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 ICFs/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 <i>March</i> 2011	September 2011	
WORKFORCE					Some SEVTC staff transition with residents to community placements	January – September 2011	