



**TEXAS**  
Department of Family  
and Protective Services

# **DFPS Rider 15 Report for Community-Based Care**

March 2021



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## Introduction

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As required by the General Appropriations Act, 86<sup>th</sup> Texas Legislature, Department of Family and Protective Services (DFPS) Rider 15, the agency shall, on March 31st and September 30th of each year of the biennium, "Report selected performance measures identified by the Legislative Budget Board (LBB) that will allow for comparative analysis between the legacy foster care and the Community-Based Care systems". The report, "shall contain the most recent data for the selected comparative performance measures, an analysis of the data that identifies trends and related impact occurring in the Community-Based Care system, identification and analysis of factors negatively impacting any outcomes, recommendations to address problems identified from the data, and any other information necessary to determine the status of the Community-Based Care system".

## Background

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Community-Based Care (CBC) changes the way DFPS procures, contracts, and pays for foster care and services. Under CBC, a single contractor provides a full continuum of services to children and families within a designated catchment area. In Stage I, this Single Source Continuum Contractor (SSCC) is responsible for finding foster homes or other foster care placements for children in state care and providing them with services to meet identified needs. SSCCs also support adoption recruitment, matching and home studies. In Stage II, the SSCC expands services to include support for relative or "kinship" placements (not verified as foster homes), and the SSCC has responsibility for the provision of legal case management. The model requires competitive procurement of performance-based SSCC contracts with financial incentives and disincentives for permanency outcomes and additional performance measures for child safety and well-being.

## Evaluation of Community-Based Care

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Evaluation of Community-Based Care is on-going to support Continuous Quality Improvement (CQI) and includes both process and outcome components. Texas Family Code, Chapter 264, subchapter B-1 requires DFPS' evaluation of Community-Based Care to include "an independent evaluation of each contractor's processes and fiscal and qualitative outcomes." DFPS contracted with Texas Tech University to conduct a process evaluation of each stage of Community-Based Care in each established catchment area. The process evaluation is a tool the department uses to assess implementation of Community-Based Care in each catchment area, identify the key successes and barriers, and course correct as needed. The CBC process evaluation was completed in November 2020 and can be found on the [CBC website](#). DFPS

continues to work with the Center for Child Welfare Data, affiliated with Chapin Hall of the University of Chicago, to support the outcome evaluation. Chapin Hall provides independent data analysis of each SSCC's performance on placements within 50 miles and paid foster care days, the basis for the fiscal model and incentive payments in Stage III. DFPS further consults with Chapin Hall on continuous quality improvement processes for oversight of Community-Based Care in stage II.

The CBC Quality Indicators (sometimes referred to as guiding principles), developed by the DFPS Public Private Partnership (the CBC governing body) provide a shared vision for quality services and outcomes under Community-Based Care. The achievement of quality indicators is the first major deliverable in the SSCC contract and guides the performance-based contract. CBC contract performance measures reported in Sections B and C of the Appendices to this report align to the quality indicators, where aggregate data is available in DFPS' automated case management data system, IMPACT (Information Management Protecting Adults and Children in Texas) for measurement. Contract performance measures are not an evaluation of Community-Based Care, though they may pave the way for future evaluation efforts that connect CBC quality indicators to positive permanency.

DFPS assesses contract performance measures annually as part of formal contract monitoring. DFPS tracks performance measures quarterly using a Continuous Quality Improvement (CQI) process. Through this process, DFPS and each SSCC review preliminary year to date performance measure results each quarter, along with other data used to identify potential drivers. Performance drivers may include changes to the population of children, trends specific to those populations, placement utilization practices, and other data. The CQI process enables DFPS to both understand the significance of performance measure trends and assess the strategies each SSCC has in place to maintain or improve performance. DFPS requires formal performance improvement plans when performance measure trends show significant, sustained poor performance. Improvement plans document specific goals and action steps to address concerns.

## Using the Rider 15 Report to Assess Performance

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### Report Sections

The Rider 15 Attachment reports three sets of performance data:

- **Section A** of the Attachment includes select Legislative Budget Board (LBB) agency performance measures for children in DFPS conservatorship. For catchment areas in Stage II of Community-Based Care, Section A shows how SSCCs are performing on DFPS measures. Performance calculations for Stage I catchments include both children

in foster care served by the SSCCs in Stage I and children served in substitute care settings, like kin, not served by the SSCC. For these areas, case management services remained a function of DFPS. The measures are intended to show outcomes of case management activity but are not performance measures for SSCC contracts.

- **Section B** includes CBC contract performance measures that apply to children in foster care. For SSCCs in Stage I, performance is limited to children in SSCC-contracted foster care placements. For SSCCs in Stage II, performance measures include all children from the catchment in foster care, whether the contract is in the SSCC network or with a legacy provider.
- **Section C** reports CBC contract performance measures that apply to all children in conservatorship for catchment areas in Stage II only.
- **Sections D-F** report Community-Based Care actual and projected expenditures for prior and current fiscal years, as additionally required by the Rider.

## Performance Populations

The format identified by the LBB for reporting data supports comparative analysis of performance trends for the state as a whole, for non-CBC catchments, and for individual SSCCs. DFPS defines performance populations as follows:

- **Statewide Population** - The statewide population reports the performance for the entire state population of children. In Section B, the statewide population is limited to children in paid foster care settings identified as “SSCC eligible” to allow for comparison. “SSCC eligible” placements are foster care placements that would be within the scope of an SSCC contract in Stage I.
- **Statewide Non-CBC Population** - The statewide “non-CBC” population reports the aggregated performance for catchment areas where DFPS has not implemented CBC. Again, Section B is narrowed to children in non-CBC catchments in “SSCC-eligible” foster care placements.
- **Catchment SSCC Population (Section B)** – The catchment SSCC population reports the performance for each SSCC individually. *SSCC performance in the first year of Stage I reflects a partial population of children transferred to the network gradually over a six-month period. The performance therefore cannot be compared to the historical performance of all eligible children in the catchment over a full fiscal year (eligible population).*
- **Catchment - Eligible Population (Section B)** – The eligible population reports the performance for children in paid foster care settings identified as “SSCC-eligible” in the catchment prior to implementation. During transition, the eligible population reports performance for children not yet transferred to the SSCC. Ongoing, the eligible population includes the small population of children not transferred, such as children in adoptive homes or placed with out of area providers who opted not to contract with the

SSCC. *The performance of this small number of remaining children should no longer be compared to historical performance.*

- **Catchment Population (Section A and C.)** The catchment population reports the performance for children in conservatorship in both foster care and relative/kinship placements and other “substitute care” settings and is applicable for SSCCs who have implemented Stage II of CBC. The catchment population shows the historical performance, performance during the fiscal year in which the SSCC transitioned to Stage II, and ongoing performance. *For Section C, SSCC performance in the transition year of Stage II reflects shared performance with DFPS since all measures are calculated year to date.*

As Community-Based Care progresses through staged implementation, the data can be used to answer the following questions. *Note: the comparison is trends over time. Performance percentages should not be compared across catchments as starting points vary for each catchment area based on their unique resources and history.*

1. **Are there statewide changes affecting SSCC performance?** Compare state and state “non-CBC” performance trends to SSCC catchment trends, over time. Similarities may point to statewide factors influencing performance in CBC catchments.
2. **Is the CBC system performing better than the legacy system?** Compare SSCC performance to the performance of the non-CBC population over time. If the SSCC catchment areas are improving more than the legacy catchment areas, the changes made to the foster care system under CBC are effective.
3. **Is a particular SSCC improving performance?** Compare individual SSCC performance across fiscal years. Improvement may take time as DFPS transitions services to each SSCC and the SSCC works to build the network of services in the area.
4. **Are some SSCCs performing better than others?** Compare SSCC performance one to another. While each area has unique strengths and challenges, if a specific SSCC is improving outcomes compared to historical performance at a faster rate, the strategies implemented by the SSCC may be more effective.

## **Limitations of SSCC Performance Data in the Stage I Transition Year.**

Performance data reported for SSCCs during the Stage I transition and before most of the children in foster care are transferred has several significant limitations.

1. Some children are duplicated, meaning they are represented in both the “eligible” and “SSCC” populations during the transition as a result of time spent in each population during the performance period.

2. The population “mix” is influenced by the specific transition plan implemented by the SSCC. “Mix” may refer to the proportion of children in foster homes and children in facilities. It may also be geographic given the trend of SSCCs to begin by transferring local providers to the network.

This makes interpreting specific performance measures during the time children are transitioning to the SSCC difficult as outlined below:

- Least restrictive placement – to the extent that an SSCC transfers more children in foster homes earlier or later in the process, the percent of care days that are least restrictive will be increased or decreased. In addition, start dates after September 1 will represent fewer care days compared to an annual baseline.
- Proximity – to the extent that a provider transfers “in area” providers before providers located farther away, the percent of children placed close to home will be increased or decreased. Because children in foster homes are more likely to be placed closer to home, this measure is also influenced by the pace at which Child Placing Agencies transfer under the SSCC.
- Stability – this measure is based on the number of placements experienced by children over the course of a fiscal year. Separating placement experience into time spent in legacy and time with the SSCC lowers the rate for both populations.
- Siblings placed together – sibling groups that are separated across legacy and SSCC populations may not be counted as placed apart for either population.
- Preparation for Adult Living - Youth who began taking PAL classes prior to transfer may complete their program under the legacy DFPS contract, although they are now reported as placed with the SSCC.

Assessing performance for new SSCCs takes time. DFPS works with SSCCs to transition foster care resources and children in existing placements to the SSCC network over a period of approximately six months. Time is needed for the SSCC population to represent the full population of children in foster care. Once the transition is complete, SSCCs need time in the role of network provider to continue to assess local needs and make changes they think will lead to improved outcomes. *Note: all SSCCs reported for FY21-Q1 have completed the stage I transition year.*

## **Limitations of SSCC Performance Data in the Stage II Transition Year.**

For Community-Based Care providers who have transitioned to Stage II and provision of case management and services to families commensurate with DFPS services in the conservatorship stage of service, *the Stage II transition year reflects shared DFPS and SSCC performance.* Early trends are the continuation of case activity and permanency decisions that began under the legacy foster care system. Performance data to assess SSCC practices and decision-making may



not be available until the completion of the first full fiscal year of SSCC operation in Stage II or beyond.

Time is needed to operationalize programs and innovations. DFPS purposefully established Stage II as a “hold harmless” period for permanency outcomes that could earn a financial incentive, with incentives (and remedies) not taking hold until 18 months of implementation in Stage II as required in statute.<sup>1</sup> The agency anticipated that the systemic change of shifting services from state government to private community-based providers would require a transitional learning period as contracted providers developed operational and workforce capacity. During the transition, DFPS and SSCC partners work together to minimize disruption for clients and enact oversight process to identify and address issues. DFPS hosts multiple implementation calls and coordination meetings with SSCCs to address issues and challenges and provide support. Regional DFPS Case Management Oversight and Technical Assistance staff perform case reads for oversight of critical case activity during early implementation and offer technical assistance. DFPS recognizes that some slow-down in case activity and documentation may temporarily occur with workforce changes and the potential for a larger proportion of the workforce made up of new hires early on, dependent on the ability to attract and retain DFPS staff. This stabilizing period is needed before SSCCs can begin to devote resources to improving outcomes.

## **State of the Community-Based Care System**

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### **Implementation Status**

DFPS is working toward full implementation of CBC statewide. DFPS is currently implementing CBC in five catchment areas. In June 2019, the 86<sup>th</sup> Texas Legislature appropriated funding for the department to expand CBC to Stage I in two catchment areas (Regions 1 and 8B) and Stage II in three catchment areas (Regions 3B, 2 and 8A). DFPS has requested in its current Legislative Appropriations Request (LAR) the funding to continue staged transition for existing areas and to implement Community-Based Care in four new catchment areas in the 2022-23 biennium. See the latest CBC [Implementation Plan](#) for more information.

#### **CBC Catchment areas:**

- **Region 3B catchment area (Tarrant, Erath, Hood, Johnson, Palo Pinto, Parker, and Somervell counties in DFPS Region 3)** - DFPS executed a SSCC contract with ACH Child and Family Services (ACH) on January 1, 2014 for DFPS catchment area 3B. Our Community Our Kids (OCOK), the catchment area 3B SSCC operating under ACH, began placing children on September 1, 2014. In 2018, DFPS renewed its contract with OCOK to continue services under Stage I (foster care and services for children) and add

requirements for Community-Based Care and transition of kinship and legal case management services.

DFPS and OCOK formally announced start up for Stage II in October 2019 and began implementing a six-month transition plan. DFPS certified Stage II readiness and OCOK began providing case management and all other Stage II services on March 1, 2020. Implementation of Stage II is ongoing during fiscal year 2021.

- **Region 2 catchment area (DFPS Region 2 Abilene/Wichita Falls)** - DFPS awarded a contract to Texas Family Initiative, LLC (TFI) to serve as the SSCC for the Region 2 catchment area in May 2018. TFI formed a partnership with New Horizons Ranch and Center Inc. and created 2INGage. 2INGage began placing children on December 1, 2018. DFPS and 2INGage officially announced start up for Stage II in December 2019 and began implementing a six-month transition plan. DFPS certified Stage II readiness and 2INGage began providing case management and all other Stage II services on June 1, 2020. Implementation of Stage II is ongoing during fiscal year 2021.
- **Region 8A catchment area (Bexar County in DFPS Region 8)** - DFPS awarded a contract to The Children's Shelter in San Antonio to serve as the SSCC for the Region 8A catchment area in August 2018. The Children's Shelter created Family Tapestry, which began placing children on February 1, 2019. Implementation of Stage I is ongoing during fiscal year 2021. DFPS continues to work with Family Tapestry to prepare for the transition to Stage II CBC; however, a formal date to start the 6-month transition to Stage II has not been established at this time. DFPS and Family Tapestry want to make sure that any movement to Stage II CBC ensures the continuity of care and services to children, youth and families. This includes resolving issues in Stage I and successfully assuming foster care network development and placement services in accordance with contract terms. Additionally, Family Tapestry recognizes the importance of establishing an experienced workforce to carry out Conservatorship services in Region 8A. They value the expertise that current CPS staff bring to this work and want to make sure they develop a more specific and timely hiring process for any currently employed CPS staff who may want to join their team. Once a start date of the 6-month transition is determined by DFPS leadership, a formal announcement will be released to Bexar County staff followed by announcements to all CPS staff and external stakeholders.
- **Region 1 catchment area (DFPS Region 1 Amarillo/Lubbock)** - DFPS awarded a contract to Saint Francis Community Services, Inc. (St. Francis) to serve as the SSCC for the Region 1 catchment area on July 1, 2019. St. Francis began serving children in Region 1 on January 6, 2020. Implementation of Stage I is ongoing during FY20, with a focus on building the local network of foster care and services. Stage II transition is dependent on future legislative appropriation. Implementation of Stage I is ongoing during fiscal year 2021.
- **Region 8B catchment area (DFPS Region 8 counties excluding Bexar)** - DFPS released a Request for Application for 8B on September 1, 2020. The procurement ended in

December 2020. DFPS awarded a contract on March 29, 2021. Implementation of Stage I CBC is anticipated to begin in October 2021 following a six-month start up period and confirmation of readiness.

An important factor in assessing the performance of individual agencies is the time each has had to complete the transition process and to establish innovative change strategies to improve performance over historical trends. The first fiscal year periods post transition where the SSCC provided all services (as opposed to shared DFPS-SSCC service provision in the data) are summarized below. OCOK has had 5 years of post-transition Stage I performance data, while St. Frances has yet to complete one fiscal year of solo service delivery. Region 2 and 8A have 1.25 fiscal years of Stage I performance data. Region 2, however, was in the start-up period for Stage II during this time adding to the overall transitional nature of their time under the contract so far. Fiscal year 2021 will be the first fiscal year that Regions 1 and 2 will not be in transition periods.

**First Fiscal Year Post Transition**

<i>Catchment</i>	<b>Stage I</b>	<b>Stage II</b>
3B (OCOK)	FY16	FY21
2 (2Ingage)	FY20	FY21
8A (Family Tapestry)	FY20	-
1 (St. Francis)	FY21	-

## **Current Trends and Impact to Legacy and Community-Based Care Systems**

While DFPS anticipated transition and early implementation challenges, DFPS did not anticipate that the first transitions to Stage II would occur just as the coronavirus disease 2019 (COVID-19) outbreak began. DFPS is also managing the transition during a time in which DFPS and its provider community are implementing systemic changes that have resulted from the federal foster care suit. These external factors may be having an impact on both foster care capacity building (Stage I objective) and the ability to exit children from conservatorship to a permanent placement (Stage II objective) statewide, impacting legacy and CBC providers.<sup>ii</sup>

### **Foster Care Capacity (Stage I Objective – Section B)**

The performance indicator most reflecting the foster care capacity challenge is the percentage of children placed close to home, defined in the metric as within 50 miles of removal. The percent of children placed close to home decreased for the state as a whole, for non-CBC providers, and for SSCC providers in FY21Q1 compared to FY20. DFPS breaks this data down into children in foster homes and children in other settings, which includes residential treatment centers, emergency shelters and basic child care facilities. The data shows that the decrease was largely

driven by these non-foster home placements whereas the likelihood of being close to home for children in foster homes remained steadier. The non-CBC areas of the state experienced a larger decrease (-12%) in non-foster home / facility placements within 50 miles than the CBC areas combined (-8%).<sup>iii</sup>

The ability to place siblings in foster care together is another area impacted by system-wide foster care capacity challenges. All catchment areas show a decrease in performance with the exception of 8A (Bexar County). 8A had experienced a decline in FY20 and the SSCC, Family Tapestry, reports a targeted effort to increase performance after a decline in FY20Q4, which may have had a mitigating effect. Non-CBC areas showed a steadier trend, with only a 1% decrease in performance in FY20Q1 compared to FY20.

At the same time, SSCC providers and non-CBC areas of the state saw more children spending time in foster care in a family setting (least restrictive setting). SSCC's foster care capacity-building strategies are targeted to individual communities, but innovations are targeting common goals for identifying first placements in foster homes and minimizing the use of shelters and unnecessary placement moves. Along with DFPS, all SSCCs are also seeking to grow treatment capacity for their highest need populations. This includes developing residential treatment center capacity, while simultaneously strengthening the ability to meet children's treatment needs in a home setting through increased training, supports and some version of treatment foster care or professional home-based care. SSCCs work toward these goals in their recruitment and contracting strategies. SSCC performance strategies are further described in the following sections.

All safety performance below 100% is an area to target for improvement. DFPS is working closely with SSCCs to understand some increases in closed investigations resulting in reason to believe findings of abuse and neglect. Fiscal year 2020 increases were in part due to more closed investigations compared to prior fiscal years, but there were also statewide facility closures as a result of safety concerns that impacted safety across catchment areas and regions. FY21Q1 shows improvement statewide and in non-CBC areas, but continued concerns remain in some CBC areas. DFPS is working to strengthen data sharing with SSCCs, including access to CLASS and DFPS performance reporting.

## **Permanency (Stage II Objective - Sections A and C)**

While turnover and placement with relatives or kin are the Stage II contract performance measures, the ultimate goal of Stage II is to improve exits to permanency, both the number of children exiting to permanency and the speed at which they exit. The transfer of cases to SSCCs as well as worker turnover may slow down cases as new caseworkers become familiar with particular aspects of their cases. Placement with kin generally improves child outcomes including permanency, either with exits to kin or by facilitating connections to parents and placement stability, which are positively related to permanency.<sup>iv</sup>

FY21 non-CBC performance for turnover for conservatorship caseworkers was 21.1% as of quarter one. OCOK has managed to reduce turnover to 25% in FY21Q1. 2INGage turnover remains high at 68% for FY21Q1. Annualized turnover shows the estimation of the overall turnover for the year assuming the quarterly trend were to continue.

Texas has historically performed well at placing children in state conservatorship with relatives or kin and finding relatives or kin to permanently care for children when reunification with parents is not possible. The performance measure is important to ensure SSCCs sustain or improve upon these trends. Both Stage II SSCCs are showing improved performance at placing children with kin as described in the next section. Non-CBC areas of the state also improved by 11% between FY19 and FY20.

With two catchments in Stage II, Section A performance metrics related to permanency become relevant. This report will not, however, give detailed attention to the Section A exit measures for the following reasons. First, the majority of data found in Section A relates to time in care data for children well into their case processes when OCOK and 2INGage took over in FY20Q3 and Q4 respectively. Second, the contract performance outcome to reduce time in foster care will be measured by Chapin Hall using a case mix, risk adjusted entry cohort methodology. Risk adjusting for case mix has the advantage of determining if the change seen in the exit population was due to a process slow down/speed or is attributable to change in the child population characteristics. That said, it is worth noting that there has been a general drop in children exiting to permanency statewide<sup>v</sup>. Statewide exits to permanency declined in FY21Q1 by 17% from FY20Q1. This suggest that all areas have faced the effects of the COVID-19 pandemic which impacted multiple systems supporting child and family services (courts, schools, medical/mental health providers, etc.), staff resources and business processes. SSCC areas in Stage II, further impacted by the transition between legacy and the CBC model, also saw a decline in exits in FY21Q1. Region 2 exits to permanency decreased 35% and Region 3B decreased 24%. Region 3 also experienced a major court reorganization during this period that potentially contributed to this slow down.

## **SSCC Contract Performance Measures**

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Performance measure data referenced below reflects performance through the first quarter of FY21 which is preliminary and subject to change.<sup>vi</sup>

### **Our Community Our Kids (OCOK) – Region 3B**

OCOK has contracted with DFPS for services to children in foster care since FY15. On March 1, 2020, OCOK transitioned to Stage II of Community-Based Care and provision of case management and kinship services for all children in conservatorship in catchment 3B. OCOK was able to maintain performance gains for children in foster care made in Stage I during the transition, specifically outcomes for placing children in stable, least restrictive foster care

settings close to their home communities. While some measures declined in the first quarter, performance remained an improvement compared to historical performance for the area.

With Stage II, OCOK assumed responsibility for finding and supporting kinship placements, and serving children in kinship and other non-foster care placements. Performance data shows that OCOK has improved placements to kinship and is successfully serving children in kinship and other non-foster care settings (PAL and least restrictive setting performance now includes these populations.)<sup>vii</sup> Turnover has been an issue during the transition that improved in FY21 Q1.

- **Safety** – 99.62% of children were safe in foster care placements. Safety below 100% represents an area for improvement.
- **Placement Stability in Foster Care** - 1.13 foster care placements per child in FY21Q1 shows continued improvement compared to 1.16 placements per child in FY20Q1.<sup>viii</sup> (This metric is cumulative and requires a comparison of like quarters.)
- **Foster Care placement within 50 miles** – 76.5% of children were placed within 50 miles of their removal address on the last day of the quarter. This performance is down from 77.5% of children in FY20 but remains above the 73.2% of children in FY19.
- **Sibling Groups Placed Together in Foster Care**– 66.3% of sibling groups were placed together on the last day of the quarter. OCOK performance on this metric had been steadily improving each year before this 1% decrease from FY20 performance (67.3%).
- **Kinship Placement** – 21.6% of children removed in the prior quarter placed with relatives/kin on the 60<sup>th</sup> day after removal is an 11% change in performance since FY19. Region 3B has historically placed fewer children in kinship placements than other areas of the state.
- **Least Restrictive Placement Setting** – 83.2% of placement days spent in a family setting (defined in Stage II as a family foster home, kinship home, adoptive placement, or return to parents) as of FY20Q1 shows steady performance.
- **Preparation for Adult Living** - 90% of youth turning 18 (includes youth in foster care, kinship care and other settings in Stage II) completing PAL shows improved performance.
- **Turnover** - Turnover as a performance measures relates to the overall tenure & experience of the workforce and ability of the agency to maintain low caseloads. There were 10 separations from OCOK in FY21Q1 resulting in an annualized turnover rate of 25% for the quarter. Annualized turnover shows the estimation of the overall turnover for the year assuming the quarterly trend were to continue.

OCOK reports the following efforts and innovations to support positive outcomes:<sup>ix</sup>

- **Professional Home-Based Care** - During 2020, OCOK continued to implement its Professional Home-Based Care (or PHBC) model, the highest tier of therapeutic foster care, providing family-based care in a highly structured, supportive environment for

children who would otherwise be placed in a residential setting. This model has proven effective in successfully stepping children down from residential treatment, providing stable placement for children with a history of numerous placement disruptions. The availability of this placement option in Region 3B means that children with even the most complex needs are much more likely to be placed with a local family prepared to meet their needs. However, the effect of COVID-19 has limited PHBC expansion, and many of the capacity gains built in early 2020 were diminished by the end of the year. Much work remains to restore PHBC capacity in 2021 as our community recovers from the pandemic.

- **Data Analytics** - In the course of its work, OCOK has developed advanced analytical tools designed to measure, predict and mitigate risk, and improve operational efficiency. These next-generation tools, utilizing advances in machine learning and artificial intelligence, were developed in the laboratory by data scientists at OCOK over the past several years, and now – as part of a joint venture with Five Points Technology Group – are being made available this year for use by other regions in the form of “analytics apps.” These apps integrate with SSCC business software and perform highly specialized functions related to child welfare. For example, the Risk Manager app provides centralized tracking of any adverse event impacting a child, including safety incidents, running away, placement disruptions, psychiatric hospitalization, incarceration, residential intake, and sibling separations. Such a comprehensive and data-automated approach to risk management is a new community-based innovation that, together with the other analytics apps planned for roll-out in 2021, promises to further improve outcomes for children and families.

## 2INGage – Region 2

Region 2 comprises all 30 counties of Region 2 covering a large rural area with historical capacity challenges. 2INGage provided Stage I services under the CBC contract for 18 months before successfully transitioning to Stage II on June 1, 2020. FY20Q1 performance saw a decrease in children placed close to home and siblings placed together, but with more time under the contract providing services to children in foster care, 2INGage was able to begin to realize improvement on stability and least restrictive placements for the first time, despite statewide capacity challenges. The average performance for fiscal years 2017 and 2018, the two years prior to Stage I implementation, is used as the historical average for comparison. 2INGage “Catchment 2 SSCC” data for FY19 in the attachment is not comparable as is the Stage I transition year.<sup>x</sup>

As of FY21Q1, 2INGage has operated for two full quarters (six months) in Stage II. With Stage II, 2INGage assumed responsibility for finding and supporting kinship placements, and serving children in kinship and other non-foster care placements. Performance data shows that 2INGage and DFPS mostly maintained the higher level of placements to kinship that DFPS started in

FY19 during the transition year FY20. 2INgage was successfully serving children in kinship and other non-foster care settings (PAL and least restrictive setting performance now includes these populations.). Turnover remains a concern during what is still early implementation of Stage II.

- **Safety** – 99.8% of children were safe in 2INgage foster care placements. Safety below 100% represents an area for improvement.
- **Placement Stability** – 1.12 placements per child in FY20Q1 shows improved stability by fiscal year’s end compared to 1.14 historical FY17-18Q1 average.<sup>xi</sup> (This metric is cumulative and requires a comparison of like quarters.)
- **Placement within 50 miles** – 44.2% of children placed within 50 miles of their removal address on the last day of the quarter is a decline from the 47.1% historical average.
- **Sibling Groups Placed Together** – 60.4% of sibling groups placed together, a decline from the 67.2% historical average.
- **Kinship Placement** – 50.1% of children removed in FY20 were placed with relatives/kin on the 60<sup>th</sup> day after removal is down from 54.1% in FY19.
- **Preparation for Adult Living** - 100% of youth turning 18 (includes youth in foster care, kinship care and other settings in Stage II) completed PAL in FY21.
- **Least Restrictive Placement Setting** – 88.9% of placement days spent in a family setting (defined in Stage II as a family foster home, kinship home, adoptive placement, or return to parents) as of FY20Q1 shows improvement over 87% historical average. This improvement is most notable for children aged 14 and older in the population.<sup>xii</sup>
- **Turnover** – Turnover as a performance measures relates to the overall tenure & experience of the workforce and ability of the agency to maintain low caseloads. There were 8 separations from 2INgage in FY21Q1 resulting in an annualized turnover rate of 68% for the quarter. Annualized turnover shows the estimation of the overall turnover for the year assuming the quarterly trend were to continue.

2INgage reports the following efforts and innovations to support positive outcomes:<sup>xiii</sup>

- **Safety** - The Quality Improvements (QI) team reviews all serious incidents received and maintains tracking to identify trends or needed follow up. QI also performs annual monitoring. At any time, if a safety concern arises, a provider staffing occurs to review the situation, discuss follow up and a plan for moving forward to ensure safety of the children in care.
- **Placement Matching** - 2INgage utilizes an empirical validated placement matching tool called Every Child a Priority (ECAP), to generate the best match placement for children and youth based on their unique characteristics and the profiles of potential foster homes. While the matching system is limited to the current network capacity, the tool along with established relationships with network providers, helps 2INgage identify the best placement available that will meet children’s needs.
- **Network capacity-building** - 2INgage continuously analyzes network capacity and gaps and recognizes the current need to develop local foster home capacity for teens, sibling groups, and children and youth ready to transition from a treatment facility to a



home setting. 2INGage coordinates provider meetings to support shared foster home recruitment, retention and training strategies. As part of support for the provider network, 2INGage leadership team is meeting one-on-one meeting with all their in region providers to share outcome data that is specific to their agency. On May 1, 2020, 2INGage activated a financial incentive program to develop needed capacity as part of its payment structure.

- **Workforce Recruitment** – 2INGage continues to over hire ahead of vacancies to allow time for completion of training when filling vacant positions. 2INGage launched a social media campaign with TV and paid commercial advertising, along with targeted grassroots outreach to universities, junior colleges and community to recruit Permanency Case Managers, Supervisors, and Permanency Support Workers.
- **Workforce Retention Initiatives** – 2INGage is building a strong culture of support and teamwork where staff feel valued and appreciated. This includes communicating and role-modeling agency values to new staff through training and activities; incorporating Texas Family Initiatives (TFI) training requirements into Training Academy; team building events with each program area; and regular communication on agency updates.
- **Performance Management** – 2INGage is defining clear worker performance expectations and provide regular monthly feedback on performance; tracking critical task outcomes monthly for each unit and reviewing with Supervisors and Directors; initiating supervisor training for all 2INGage supervisors.

## Family Tapestry – Region 8A

Family Tapestry continued to provide Stage I services through FY20Q1. Region 8A is comprised of Bexar county. As an urban area with historical capacity to build on, Family Tapestry was better able to sustain performance improvements compared to historical baseline during FY20. However, Bexar county continues to share 20% of its capacity with the rest of the state compared to other SSCCs, who share under 10%, which potentially contributed to some small drops in performance in FY21 as they faced local facility closures and relied more on some out of area providers.<sup>xiv</sup> Overall, trends remain above historical average, with the exception of safety.

DFPS has issued repeated continuous quality improvement and corrective action plan requests related to the now voluntarily closed Whataburger Center emergency shelter, and the portion of the now referred to as the “Family Tapestry Intake Center” used to house children temporarily when no placement can be found. The Whataburger Center emergency shelter began to present safety concerns in March 2019 resulting in multiple licensing violations related to child safety, supervision and wellbeing. The continued concerns resulted in the Whataburger Center being placed on Heightened Monitoring by DFPS in June 2020, and probation by Residential Child Care Licensing in September 2020. Although Family Tapestry voluntarily relinquished its license for the Whataburger Center emergency shelter in January 2021, its operation of the

Family Tapestry Intake Center presented the same array of concerns. Recently, the child safety concerns at the Family Tapestry Intake Center were brought to the forefront and DFPS directly addressed the issues with regional CPS and Family Tapestry leadership. Additionally, on March 26, 2021, Family Tapestry was placed on probation by Residential Child Care Licensing related to the use of the Family Tapestry Intake Center for children when no placement had been found. To date, the probation status does not impact Family Tapestry's ability to operate as the SSCC in Region 8A.

The average performance for fiscal years 2017 and 2018, the two years prior to Stage I implementation, is used as the historical average for comparison. Family Tapestry (Catchment 8A SSCC) data for FY19 is not comparable as a transition year.<sup>xv</sup>

- **Safety** – 99.39% of children were safe in Family Tapestry foster care placements. Safety declined in FY20 and FY21Q1.
- **Placement Stability** – 1.18 placements per child in FY21Q1 is slightly higher than the 1.17 historical FY17-18Q1 average.<sup>xvi</sup> (This metric is cumulative and requires a comparison of like quarters.)
- **Least Restrictive Placement Setting** – 73.4% of foster care days spent in foster family or kinship foster homes shows continued improvement compared to 69.9% historical average.
- **Placement within 50 miles** – 81.9% of children placed within 50 miles of their removal address in FY20Q1 is a decline from 83.1% in FY20, but remains more children placed close to home compared to 74.9% historical average.
- **Sibling Groups Placed Together** – 64.9% of sibling groups placed together is an improvement from 62.5% in FY20 and shows performance consistent with the 64.1% historical average.
- **Preparation for Adult Living** – 95.8% of youth turning 18 completed PAL, an improvement compared to 88.1% historical average.

Family Tapestry reports the following efforts and innovations to support positive outcomes:<sup>xvii</sup>

- **Safety** – Family Tapestry continues to engage providers through the Praesidium Know Your Score (KYS) assessment (a research-based risk and safety assessment provided by an independent training organization) to improve provider policy and practice around safety.
- **Community-Engagement** – Family Tapestry hosted a series of National Adoption Awareness Month activities to include adoptive family mini photo sessions, four-week adoptive family social and traditional media campaign yielding 917 online inquiries during the month of November; and Virtual Match events. Family Tapestry saw an 1,582% increase in website users during the month, as 92% of the visitors to the website were new website visitors. A TARE Photo Day for youth was coordinated during the month of October. During the month of December, Family Tapestry launched a Primary Medical Needs Foster Family social media campaign, that yielded 67 online inquiries.

- **Treatment Foster Homes** - Family Tapestry is reviewing the total number of licensed basic foster care homes under the Family Tapestry network, and will assess the potential for uptraining families to be Therapeutic Foster Families with Trust-Based Relational Intervention training; and reviewing the total number of licensed foster families who have provided care for children and youth with diagnosed mental healthcare, and will create an analysis of the foster family attributes, where they are (geographically) across the county, and any other information that Family Tapestry can replicate to generate a targeted recruitment campaign.
- **Specialized Services** - Family Tapestry is working with two providers in Bexar County to address the capacity issue for teenagers with high acuity needs. Family Tapestry saw an increase in teens in licensed foster care homes.
- **Siblings Groups** - Targeted work has consisted of ensuring the Care Match System and Network Provider capacity matches when completing a search for sibling groups. When there are discrepancies, work directly with the Network Provider to update preferences to ensure the best possible match for the sibling group as well as their preferences as it relates to their best interest.
- **Innovations**-Family Tapestry launched the Texas Adoption Portal during the month of January of 2021, which is Family Tapestry's version of the Heart Gallery, and directs to the Texas Adoption Resource Exchange; and the Life Program currently had 45 youth participating in Learning Independence Fosters Empowerment (Life).

## St. Francis Community Services – Region 1

St. Francis began serving children on January 6, 2020. FY20 was a transition year and FY21 will be the first year reflecting most Region 1 children served by St. Francis. Region 1 is in an area of the state that faced significant capacity challenges prior to CBC implementation and was only beginning CBC stage I in FY20. The fact that St. Francis had less time to transition and to implement change strategies before facing new capacity challenges is reflected in the performance data. The average performance for fiscal years 2018 and 2019, the two years prior to implementation, is used as the historical average for comparison.<sup>xviii</sup>

- **Safety** – 99.92% of children were safe in St. Francis foster care placements. Performance below 100% is an area for improvement.
- **Placement Stability** – 1.19 placements per child in FY20Q1 is higher than the 1.17 average FY18-19 quarter one average.<sup>xix</sup> (This metric is cumulative and requires a comparison of like quarters.)
- **Least Restrictive Placement Setting** – 67.5% of children in least restrictive placements is a decline compared to 68.8% historical average.
- **Placement within 50 miles** – 40.6% of children were placed within 50 miles of their removal address on the last day of the quarter is a decline compared to 44.7% historical average.

- **Sibling Groups Placed Together** – 55.8% of sibling groups placed together on the last day of the quarter is a decline compared to 61.2% historical average.
- **Preparation for Adult Living** – 92.9% of youth turning 18 completed PAL is consistent with the 92.2% historical average.

St. Francis reports the following efforts and innovations to support positive outcomes:<sup>xx</sup>

- **Treatment Capacity** - Saint Francis has a goal to increase beds in RTC, Qualified Residential Treatment Provider (QRTP), or residential model's for higher acuity beds to bring children back to the region. This will allow for children to be back in their communities with adequate treatment as there is limited capacity as this time. By building higher acuity residential capacity, the focus is to continue to build professional foster parenting and treatment foster care homes, so children can transition into a home setting with caregivers who can focus on their needs to establish permanency. Saint Francis continues to add Supervised Independent Living beds for young adults who need more acute treatment.
- **Foster Home Capacity** - Implemented the #BringMeHome campaign in five communities for capacity growth and targeted the social media campaign around #BringMeHome in all Region 01 communities. Created a partnership for monthly community meetings in Amarillo and Lubbock to drive potential foster parents that includes financial support for recruitment ads and has yielded referrals for over 250 families to partner agencies.
- **Faith-based and Community Collaborations** – St. Francis is leading initiatives around finding supports for kinship parents who are being licensed, and partnering with various organization to provide supports for foster children and families in Regions 1
- **Adoption Recruitment** – St. Francis is working to find permanent homes for children in placements that are not intended to be permanent, foremost to provide permanency for children and secondarily to open foster care capacity in Region 1 homes. To date, adoption recruitment efforts have resulted in 19 children placed, with 14 children pending placement.
- **Strategic Executive Partnerships** – St. Francis is bringing provider leadership together to develop a strategy for recruitment and to correct long standing capacity challenges. The work includes hiring an external consultant to guide an analysis and focusing on capacity growth as a collective group with identified goals.
- **Capacity for Sibling Groups** – St. Francis has hired two additional placement team members to focus on placing siblings together, has engaged the Quality Improvement team to provide weekly reporting to initiate activity on the part of the placement and case management teams to bring siblings together, and is engaging the Strategic Executive Partnership to make this a priority for creation of new capacity.

## DFPS Rider 15 for Community-Based Care - March 2021

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<sup>i</sup> [Texas Family Code, Chapter 264.155, Required Contract Provisions.](#)

<sup>ii</sup> All FY21Q1 and historical performance data is from DFPS Rider Report March 2021 Submission log 101528, published as an attachment.

<sup>iii</sup> Data is from the Center for Child Welfare Data affiliated with Chapin Hall for FT21Q1, produced January 2021. Data is performance for the catchment as a whole (includes some DFPS placements for stage I providers in transition in FY20). The non-CBC areas of the state saw a 12% decrease in children in settings other than a foster home placed out of area. CBC areas combined saw an 8% decrease. Regions 3B and 8A saw a lesser impact with a 9% and 3% decrease, respectively while Region 1 and 2 saw a 14% and 22% decrease, respectively.

<sup>iv</sup> <https://www.childwelfare.gov/topics/permanency/relatives/impact>

<sup>v</sup> All FY21Q1 and historical performance data is from DFPS Rider Report March 2021 Submission log 101528, published as an attachment.

<sup>vi</sup> All FY21Q1 and historical performance data is from DFPS Rider Report March 2021 Submission log 101528, published as an attachment.

<sup>vii</sup> All FY21Q1 and historical performance data is from DFPS Rider Report March 2021 Submission log 101528, published as an attachment.

<sup>viii</sup> FY20Q1 performance is from DFPS Rider 15 October 2020 Submission.

<sup>ix</sup> Information reported by OCOK on March 15, 2021

<sup>x</sup> All FY21Q1 and historical performance data is from DFPS Rider Report September 2020 Submission DRIT #101528, published as an attachment.

<sup>xi</sup> FY20Q1 performance is from DFPS Rider 15 October 2020 Submission.

<sup>xii</sup> In FY21Q1, 51% of teen care days were in foster home settings compared to 42% in baseline years. Data Source: Open Placements Report log 100185

<sup>xiii</sup> Information provided by 2INGage, March 16, 2021.

<sup>xiv</sup> DFPS Data Warehouse SA\_SUM Table, Point-in-time paid care population as of November 30, 2020.

<sup>xv</sup> All FY21Q1 and historical performance data is from DFPS Rider Report March 2021 Submission log 101528, published as an attachment.

<sup>xvi</sup> FY20Q1 is from DFPS Rider 15 October 2020 Submission.

<sup>xvii</sup> Information reported by Family Tapestry, March 12, 2021.

<sup>xviii</sup> All FY21Q1 and historical performance data is from DFPS Rider Report March 2021 Submission log 101528, published as an attachment.

<sup>xix</sup> FY20Q1 performance is from DFPS Rider 15 October 2020 Submission.

<sup>xx</sup> Information reported by St. Francis, March 15, 2021.