



Texas Department of
Family and Protective Services

House Appropriations Committee Subcommittee

Article II:

Community Based Care(CBC)

February 19, 2019

Community Based Care: Background

In January 2010, a newly formed DFPS Public Private Partnership (PPP) set out to redesign the Texas foster care system. The effort became known as “Foster Care Redesign” and sought to develop a model that would better:

- Promote positive outcomes for children, youth, young adults and families
- Improve the overall process and quality of care
- Encourage the development of services in locations where they are needed.

DFPS published a report in January 2011, that outlined the Foster Care Redesign (FCR) model based on the PPP’s recommendations. Through a Staged- Implementation:

1. **Change the way services are procured:** From an open enrollment to competitive procurement. A Single Source Continuum Contractor would be responsible for the full continuum of foster care and services in a designated geographic area. Moving from a statewide foster care system to one that is community based.
 2. **Change the way we contract:** From efforts-based contracts to performance- based contracts, applying financial incentives and remedies for time children spend in paid care.
 3. **Change the way we pay for services:** From multiple service rates to a single blended foster care rate.
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In 2017, Senate Bill 11, 85th Texas Legislature built off of the foundation of the PPP's Foster Care Redesign model, to further advance the system through the establishment of Community-Based Care (CBC).

Model Assumptions:

- Staged approach to implementation both in the catchment area and across the state.
 - Moves from a shared-decision making model (Foster Care Redesign), to one where the SSCC is responsible for all substitute care and case management services.
 - DFPS' role changes to one of quality assurance/oversight and technical assistance.
 - SSCC must be a not-for-profit or governmental entity, preference is given to providers who have offered like-services in Texas previously.
 - SSCC model has flexibility to be innovative, therefore models may look different across the various catchment areas.
 - SSCC must provide legal case management services directly, cannot subcontract this responsibility.
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1. Above all, children and youth are safe from abuse and neglect.
 2. Children and youth are placed in their home communities.
 3. Children and youth are appropriately served in the least restrictive environment.
 4. Children and youth have stability in their placements.
 5. Connections to family and others important to the child are maintained.
 6. Children and youth are placed with their siblings.
 7. Services respect the child's culture.
 8. Children and youth are provided opportunities, experiences, and activities similar to those enjoyed by their peers who are not in foster care.
 9. Youth are fully prepared for successful adulthood.
 10. Youth have opportunities to participate in decisions that affect their lives.
 11. Children and youth are reunified with their biological parents when possible.
 12. Children and youth are placed with relative or kinship caregivers if reunification is not possible.
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CBC Stages of Implementation

To ensure the greatest success, DFPS is using a staged approach to implementation in each catchment area:

- **Stage I***
 - SSCC is responsible for ensuring full continuum of paid foster care services, as well as PAL Life Skills Training and purchased Adoption services.
- **Stage II***
 - Includes Stage I services, as well as extends responsibility to include provision of all substitute care services (kinship, reunification, etc.), ICPC, PAL Aftercare, as well as responsibility for all case management services (establishing the permanency goal for the family, face-to-face visits with children and families, permanency/case planning activities, court activities, kinship caregiver etc.)
- **Stage III***
 - The provision of services outlined in Stage I and II; and
 - The SSCC is held financially accountable through the use of incentives and remedies for the timely achievement of permanency for served children beginning 18 months after case management services have transferred.

*There is a six-month start-up phase, prior to the start of each stage. Entry into each stage is subject to a review of readiness by DFPS.



CBC Stage I Financial Components

Stage I:

- **Start-Up Funding-** \$997,000, amount informed by an analysis performed by the Public Consulting Group in September of 2014.
- **Network Support Payment-** annual amount of \$1900 per child FTE, supports capacity/network development and oversight, and community engagement, as well as IT systems requirements that all SSCCs would have but for which there were no resources to transfer because these were new costs to the child welfare system based on the CBC model. (applies to children in paid foster care)
- **Blended Foster Care Rate-** daily rate (current range between \$85.72-\$86.36), unique to case mix (by strata) of children from catchment area (*no additional monies beyond what would have been spent in legacy system*)
- **Exceptional Foster Care Rate-** daily statewide rate (\$460.37 current), follows same approval process as child specific contracts in legacy system (*no additional monies beyond what would have been spent in legacy system*)
- **Resource Transfer-** on-going annual cost paid to the SSCC for performing tasks and functions performed by DFPS staff in the legacy system. DFPS reduces FTEs and transfers funding to the SSCC commensurate with transfer of duties. (Upon full implementation of Stage I in Regions 3B, 2 and 8A, DFPS will transfer funding equal to 88.5 FTEs and reduce as such: 26.5 for Stage I in Region 3B, 15 in Region 2, and 47 in Region 8A.)
- **Child and Adolescent Needs and Strengths Assessment-** Each SSCC is statutorily required to administer a CANS assessment every 90 days to support case planning for children receiving therapeutic services.
- **Allocation to support PAL Life Skills training , purchased adoption, and quality and utilization management services-** annual allocation of the portion (based on number of children from the catchment area) of the purchased client service dollars the department would have spent to procure like services in the legacy system. SSCC has flexibility to purchase/deliver these differently than the state using this allocation of funds.



CBC Stage II Financial Components

Stage II:

- **Case Management Start-Up Funding-** amount varies by catchment area and was informed by an analysis performed by Chapin Hall in February 2019.
- **Network Support Payment-** annual amount of \$1900 per child FTE, supports capacity/network development and oversight, and community engagement, as well as IT systems requirements that all SSCCs would have but for which there were no resources to transfer because these were new costs to the child welfare system based on the CBC model. (In Stage II, the SSCC begins to serve children placed with relatives, and receives a network support payment for those children in addition to kids in paid foster care).
- **Blended Foster Care Rate-** daily rate (current range between \$85.72-\$86.36) continued from Stage I, unique to case mix (by strata) of children from catchment area (*no additional monies beyond what would have been spent in legacy system*)
- **Exceptional Foster Care Rate-** daily statewide rate (\$460.37 current) continued from Stage I, follows same approval process as child specific contracts in legacy system (*no additional monies beyond what would have been spent in legacy system*)
- **Case Management Rate/Resource Transfer-** on-going annual cost paid to the SSCC for performing tasks and functions performed by DFPS staff in the legacy system. DFPS reduces FTEs and transfers funding to the SSCC commensurate with transfer of duties.
- **Child and Adolescent Needs and Strengths Assessment-** Each SSCC is statutorily required to administer a CANS assessment every 90 days to support case planning for children receiving therapeutic services.
- **Allocation to support PAL Life Skills training , purchased adoption, quality and utilization management (continued from Stage I) and all family services for children in substitute care (beginning in Stage II)-** annual allocation of the portion (based on number of children/families from the catchment area) of the purchased client service dollars the department would have spent to procure like services in the legacy system. SSCC has flexibility to purchase/deliver these differently than the state using this allocation of funds.



CBC Stage III Financial Components

In Stage III, the following financial components continue the same as in Stage II:

- Case Management Network Support Payment;
- Blended Foster Care Rate;
- Exceptional Care Rate;
- Case Management Rate/Resource Transfer;
- Child and Adolescent Needs and Strengths Assessment;
- Allocation to support PAL Life Skills training, purchased adoption, quality and utilization management, and all family services for children in substitute care.

Incentives and Remedies tied to length of stay:

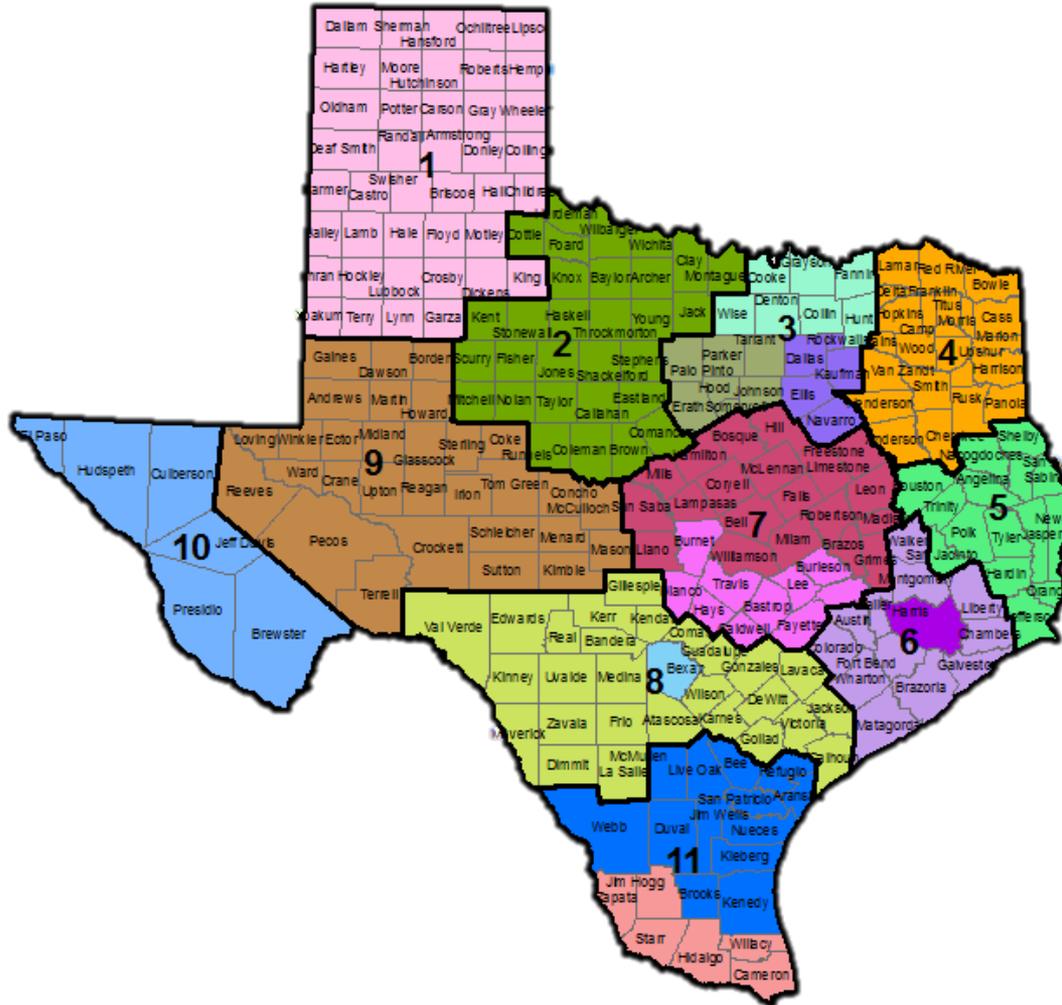
- The SSCC is held financially accountable for the length of time children and youth spend in paid foster care before moving into reunification, kinship or adoption. (*Begins in Stage III*)

Process Used for Defining Catchment Areas:

- DFPS contracted with Chapin Hall who completed to complete an analysis that could be used to define the size of a catchment area.
- Chapin Hall analysis determined that a catchment area would need to have at least 500 new entries of children into care per year to support fiscal viability of an SSCC. This has been tested more recently and Chapin Hall has determined that 500 is still a viable number.
- Released a Request for information (RFI) asking for stakeholder input on additional things that should be considered when determining how to draw lines. Garnered over 500 responses.
- Information was shared with PPP, who provided additional recommendations for consideration.
- DFPS divided state into original 16 areas.
- Released additional RFI in FY 2015 with proposed map for public feedback.
- There has been one change to the map, based on feedback and lessons learned, where Regions 2&9 were separated into two different areas- resulting in the current 17 catchment areas.



CBC Catchment Areas



Implementation Process Evaluation:

- Each Stage of implementation in each catchment area will be evaluated, DFPS will use this information to inform and modify methods used for implementation of Stages in other catchment areas
- Texas Tech University is currently the third-party that is conducting the process evaluation of Start-Up and Stage I in Regions 2 and 8a.

Outcome Evaluation:

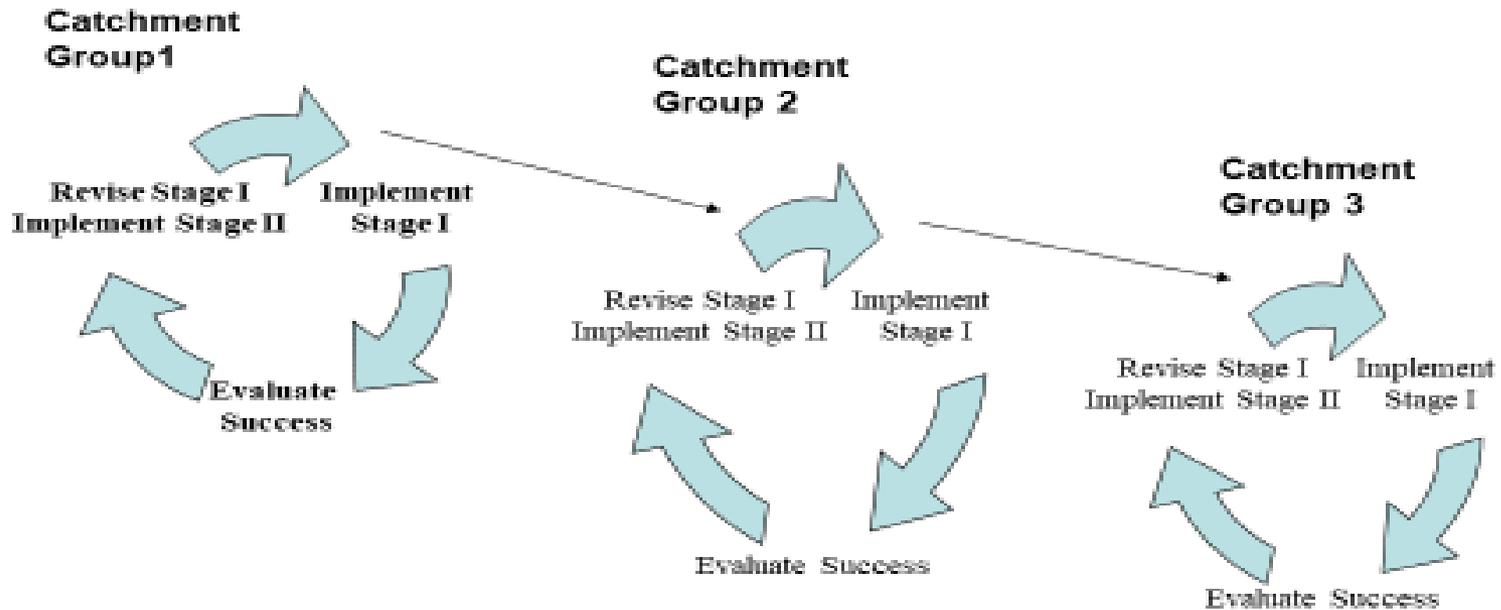
- DFPS currently contracts with Chapin Hall to perform the third-party outcome evaluation for each SSCC. Chapin Hall measures performance around proximity of placement and length of time in paid care for each SSCC. Length of time calculations will be used in Stage III to determine financial incentives and remedies.

Current Model Evaluation:

- Chapin Hall is currently performing an analysis of the methodology used to calculate the blended rate, as fewer children are assessed a service level, DFPS must come up with a new means (replacing services levels) for calculating the blended rate in CBC.
- Additionally Chapin Hall has performed a cost analysis that was used to inform the department's Exceptional Item related to costs associated with start-up for all SSCCs during Stage II of implementation.



CBC Cascading Roll-Out



CBC Performance-Based Contract

Performance Measures:

- Contract performance measures tie back to the Quality Indicators.
- Additional performance measures (for Stage II) include % of children and youth that attend school in their school of origin, the percentage of children/youth that are placed with kin, and the caseworker turnover rate.
- Stage III, financial incentives and remedies tied directly to time child spends in paid foster care before exiting to reunification, kinship or adoptive placement.

Monitoring and Oversight

- Team approach to monitoring
 - Contract manager is responsible for ensuring administrative, IT, fiscal monitoring and oversight.
 - Regional CBC program administrator, oversees implementation in area and tracks case specific issues to resolutions. Noted trends are elevated to contract manager to address.
 - MRS, Contract Performance and CBC program supports Continuous Quality Improvement strategies in the catchment area, through quarterly data reviews with DFPS and SSCC.
 - CPS Regional staff support case management oversight and provide technical support.

DFPS is currently under contract with Chapin Hall, who is working in coordination with the department, to ensure the contract monitoring system and standards for Community-Based Care are adequate.

CBC Outcomes in Catchment Area 3b

Contract Performance Measure	Fiscal Year 2016	Fiscal Year 2017	Fiscal Year 2018	Fiscal Year 2019 Quarter 1
Percent of children who do not experience abuse/neglect while placed with SSCC	99.9%	99.8%	99.7%	100.0%
Foster care placements per child	1.55	1.50	1.48	1.13
Percent of paid foster care days in foster family homes	74.2%	77.0%	78.4%	80.4%
Percent of children placed within 50 miles of their home of removal	74.7%	73.6%	74.7%	Only measured Q2 and Q4
Percent of youth 16 or older who have a driver's license or state id card	36.7%	50.3%	51.0%	39.5%
Percent of cases where all siblings are placed together	59.9%	64.0%	65.1%	66.8%
Percent of children who attended their CPS court hearings	37.4%	45.5%	31.5%	30.8%
Percent of 17 year old youth who have completed PAL Life Skills Training	85.5%	95.9%	86.5%	93.8%

Region 3B - Fort Worth (7 counties)

- DFPS and ACH Child and Family Services (Our Community Our Kids) entered into a contract in January 2014, and ACH began providing services in July 2014.
- Current contract was renewed on September 1st 2018 through end of FY 2020.
- ACH continues to provide Stage I services, as funding and plans are finalized to move into Stage II.
- As of 02/02/2019, ACH was serving approximately 1251 children.

Region 2 - Wichita Falls/Abilene (30 counties)

- Contract was awarded in June 2018 to TFI, and in partnership with New Horizons formed the SSCC known as 2INgage
- Six-month start-up was June-November 2018, Began serving children on December 1st 2018
- As of 02/02/2019, 2INgage were serving approximately 558 children in their continuum

Region 8A – Bexar County

- Contract was awarded to San Antonio Children’s Shelter (Family Tapestry) in August 2018
- Six-month start-up was August 2018-January 2019, Began serving children on February 1st 2019
- As of 02/02/2019, Family Tapestry were serving approximately 31 children in their continuum

Region 1 – Lubbock/Amarillo (41 counties)

- RFA was posted on December 7th 2018, responses are due by March 7th 2019
- Evaluation process and contract negotiation are anticipated to take approximately 2 months.
- Anticipated Start-Up phase May-October 2019, go-live October/November 2019

Region 8B - (27 counties)

- All counties in Region 8, with exception of Bexar.
 - Anticipated RFA release in Spring 2019.
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#6 Sustain and Expand Community Based Care

DFPS requests funding to continue the statewide rollout of Community Based Care.

6a. Start-up: *\$24.7M GR/27.5AF for the biennium*

- Stage I Start-up funding for 4 catchment areas at the previously appropriated level of \$997,000 and Start-up funding for Stage II expansion in 7 catchment areas.

6b. Network Support: *\$25.1M GR/AF for the biennium*

- Network Support payments are a \$1900 payment for child FTEs. The payments cover costs to the SSCC such as transportation, development and oversight of a network of services providers, development of billing systems, and on-going community engagement activities.

(\$ in Millions)	FY 2020	FY 2021	Biennium
General Revenue (GR)	\$ 26.0	\$ 47.9	\$ 73.9
All Funds (AF)	\$ 28.2	\$ 50.9	\$ 79.1
FTEs	87.0	147.0	147.0

Component	2020 AF	2021 AF	2020 FTE	2021 FTE
One-Time Start-up	\$ 13.6	\$ 13.9	-	-
Network Support	\$ 5.1	\$ 20.0	-	-
CANS Assessment	\$ 0.5	\$ 0.5	-	-
Evaluation	\$ 0.2	\$ 0.1	-	-
Implementation and Oversight	\$ 6.3	\$ 11.3	87.0	147.0
3B Case Management	\$ 2.6	\$ 5.1	-	-



#6 Sustain and Expand Community Based Care (continued)

6c. Child and Adolescent Needs and Strengths (CANS) Assessment: *\$1.0M GR/AF for the biennium*

- Funds a Child and Adolescent Needs and Strengths (CANS) assessment every 90 days to support case planning and development of a treatment plan for children served by an SSCC as required by SB11.

6d. Independent Process and Outcome Evaluations: *\$0.3M GR/AF for the biennium*

- \$305,000 for incremental costs associated with the expansion of the statutorily required contracted process and outcomes evaluations.

6e. Implementation and Oversight Staff: *\$15.9M GR/\$17.6AF for the biennium*

- Funds an increased number of staff as additional catchment areas roll out and existing areas expand service responsibility. Includes contract and case management oversight staff, and implementation support staff in program, finance, management reporting and statistics and training.

6f. 3B Case Management Staff above resource transfer: *\$6.8M GR/\$7.7AF for the biennium*

- Additional resources needed to move to Stage II with the current provider in 3B.

Community Based Care

Catchment Area	Active Date	Funding Status
Region 3B: Fort Worth (Stage I)*	FY 2014	Funded since FY 14-15
Region 3B: Fort Worth (Stage II)	FY 2020	Included in Exceptional Item
Region 2: Abilene/Wichita Falls (Stage I)*	FY 2019	Funded since FY 18-19
Region 2: Abilene/Wichita Falls (Stage II)	FY 2020	Included in Exceptional Item
Region 8A: Bexar County (Stage I)*	FY 2019	Funded since FY 18-19
Region 8A: Bexar County (Stage II)	FY 2020	Included in Exceptional Item
Region 1: Lubbock/Amarillo (Stage I)	FY 2020	Included in Exceptional Item
Region 1: Lubbock/Amarillo (Stage II)	FY 2021	Included in Exceptional Item
Region 8B: 24 Counties surrounding Bexar (Stage I)	9/1/2019	Included in Exceptional Item
Region 8B: 24 Counties surrounding Bexar (Stage II)	FY 2021	Included in Exceptional Item
Catchment Area TBD (Stage I)	FY 2020	Included in Exceptional Item
Catchment Area TBD (Stage I)	FY 2021	Included in Exceptional Item
Catchment Area TBD (Stage I)	FY 2021	Included in Exceptional Item
Catchment Area TBD (Stage II)	FY 2021	Included in Exceptional Item

*currently serving children