

# Foster Care Rate Modernization: Progress Report #2 (March – August 2022)

As Required by
2022-23 General Appropriations Act,
Senate Bill 1, 87th Legislature, Regular
Session, 2021 (Article II, Special
Provisions Relating to All Health and
Human Services Agencies, Section 26)

**Texas Health and Human Services Commission** 

**August 31, 2022** 



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## **Executive Summary**

The Health and Human Services Commission (HHSC) Foster Care Rate Modernization Progress Report is submitted pursuant to the 2022-23 General Appropriations Act, Senate Bill (S.B.) 1, 87th Legislature, Regular Session, 2021 (Article II, Special Provisions Relating to All Health and Human Services Agencies, Section 26(e)(4)).

Special Provision 26(c) directs the Department of Family Protective Services (DFPS) to develop an alternative reimbursement methodology proposal for the 88th Legislature with the assistance of HHSC. The alternative reimbursement methodology proposal for the 24-hour Residential Child Care (RCC) program, including legacy foster care and Community-Based Care (CBC) rates, is based on specific deliverables outlined in the provision.

Special Provision 26(e)(1) directs HHSC to submit a plan for the development of pro forma modeled rates and cost-report based rates, using the service descriptions developed by DFPS as outlined in subsection (c), including key milestones and identified interagency dependencies. The plan is described in HHSC's report entitled, Foster Care Rate Modernization: Development & Implementation Plan.

## 1. Background

House Bill (H.B.) 5, 85th Legislature, Regular Session, 2017, codified at Section 40.058, Human Resources Code, requires DFPS and HHSC to "enter into contracts for the provision of shared administrative services, including...rate setting." On May 4, 2018, HHSC and DFPS agreed in a memorandum of understanding that the HHSC Provider Finance Department (Provider Finance) would, on an ongoing basis, "identify and recommend appropriate rate changes, if applicable, and send a notification to DFPS staff of the recommendations." Pursuant to the memorandum, Provider Finance calculates reimbursement rates for DFPS' 24-hour RCC program and submits those recommendations to DFPS for their consideration as requested.

The 86th Legislature directed HHSC, in consultation with DFPS, to evaluate the methodology for establishing foster care rates under the 2020-21 General Appropriations Act, H.B. 1, 86th Legislature, Regular Session, 2019 (Article II, Special Provisions Relating to All Health and Human Services Agencies, Section 32). HHSC contracted with a third-party vendor, Public Consulting Group, Inc. (PCG), to conduct the rate methodology evaluation and develop recommendations. In February 2021, HHSC published PCG's report and recommendations in the Foster Care Rate Methodology Report.

The 87th Legislature directed DFPS to develop an alternative reimbursement methodology proposal for the 88th Legislature with the assistance of HHSC. The alternative reimbursement methodology proposal for the 24-hour RCC program, including legacy foster care and CBC rates, will be based on specific deliverables outlined under the 2022-23 General Appropriations Act, S.B. 1, 87th Legislature, Regular Session, 2021 (Article II, Special Provisions Relating to All Health and Human Services Agencies, Section 26)

Furthermore, the 87th Legislature directed HHSC to submit a plan for the development of pro forma modeled rates and cost-report based rates, using the service descriptions developed by DFPS as outlined in subsection (c), including key milestones and identified interagency dependencies. In September 2021, HHSC published the report "Foster Care Rate Modernization: Development & Implementation Plan" for the development of pro forma modeled rates and cost-report-based rates.

As outlined in subsection (e)(4) of Special Provision 26, HHSC is required to submit "a semi-annual progress report of all related activities undertaken by HHSC every six months beginning on February 28, 2022. HHSC published the initial Foster Care

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Rate Modernization Progress Report on February 28, 2022. This is the second progress report published by HHSC and reflects HHSC's activities that occurred from March 1, 2022, to August 31, 2022.

## 2. Securing Resources

HHSC received appropriations and full-time equivalents (FTEs) to support the agencies' efforts to meet the assigned deliverables within Special Provision 26. HHSC received appropriations to support 12 FTEs and professional services to support rate-setting development, implementation, and feasibility study.

## **Full-time Equivalents**

HHSC Provider Finance began the hiring process in June 2021 for the 11 FTEs assigned to work on the deliverables related to HHSC identified activities. Attracting and retaining qualified staff has been extremely challenging as the project requires staff who are highly skilled and specialized. As a result, in July 2022, HHSC reclassified certain vacant positions to a higher-level classification, while staying within the total amount of funds appropriated, in an attempt to attract more qualified personnel for this project.

As of August 1, 2022, 9 of the 11 FTEs are filled after being hired through a competitive selection process.<sup>1</sup>

The HHSC Medicaid and CHIP Services Division (MCS) has hired the one FTE assigned to work on the deliverables related to the feasibility studies.

# **Contract for Professional Services Procurement**

As outlined in the initial Foster Care Rate Modernization Progress Report published on February 28, 2022, HHSC Provider Finance coordinated with the HHSC Procurement and Contracting Services Division to post a solicitation for Professional Services to Develop an Alternative Reimbursement Methodology for Foster Care Rate Modernization. HHSC awarded the contract to PCG on March 1, 2022.

HHSC MCS has issued a Project Proposal and Quote Request to secure professional services for the feasibility studies.

<sup>1</sup> To the extent that any positions become vacant due to attrition, HHSC will re-fill positions as expeditiously as possible.

## 3. Progress Report

#### **HHSC and DFPS Coordination**

During March through August 2022, DFPS and HHSC continued to meet weekly (usually twice weekly) to work collaboratively on the development of the rate models. The discussions focused on DFPS's final service descriptions, the development of the economic models, stakeholder sessions, the calculation of the preliminary methodological rates, and the development of the CBC methodology. HHSC's contracted vendor, PCG, and the Office of CBC also joined the routine meetings.

## **Pro Forma Costing Approach Update**

HHSC's initial Foster Care Rate Modernization Progress Report published on February 28, 2022, reported delays in the project timeline and additional delays have been experienced since February. DFPS's final service descriptions are identified as an interagency dependency for HHSC to conduct the Pro Forma Costing Approach. As illustrated in Figure 1, HHSC planned to begin the preliminary pro forma costing approach for the DFPS legacy rates beginning in October 2021 and conclude in May 2022, however HHSC's initial timeline for this deliverable was dependent on the timely receipt and comprehensiveness of DFPS's preliminary new program service descriptions by September 30, 2021, and finalized service descriptions by January 1, 2022 (Special Provision 26(d)). The service descriptions that were included in DFPS' report on January 1, 2022, lacked certain key information required for rate development, resulting in delays to the project timeline.

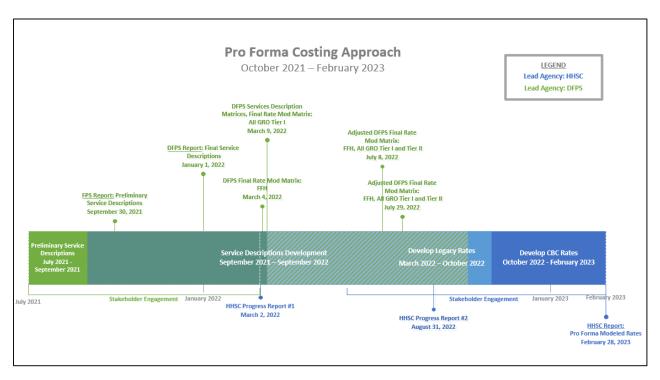
To assist with developing these details, DFPS contracted with The University of Texas at Austin (UT) to develop and administer a stakeholder survey. The results of the UT survey were used by DFPS to develop program matrices that contained the details HHSC needs to develop the service descriptions. From this point forward, a reference to the program matrices can be understood to be equivalent to a service description. DFPS provided HHSC with program matrices that outlined the components of the service descriptions in early March 2022; the matrices have been updated subsequently and continue to be revised as DFPS considers what they wish to include in the final service descriptions. Figure 2 illustrates the Actual Pro

Forma Costing Approach Timeline for comparison. Further information regarding the program matrices is provided below.



Figure 1. Initial Pro Forma Costing Approach Timeline





HHSC no longer anticipates completing all work on the legacy foster care system rates and the CBC model rates prior to the beginning of the 88th Legislative Session. At the time of the writing of this report, HHSC will target submission of the required legislative report by February 28, 2023. HHSC's ability to meet this deadline is dependent on:

- (1) no further significant changes to DFPS's final service descriptions;
- (2) DFPS and the Office of CBC providing further guidance and decisions on the CBC methodology options; and
- (3) HHSC and DFPS meeting deadlines for identified dependencies and key deliverables. The inter-agency interdependencies were published in the Foster Care Rate Modernization: Development & Implementation Plan and are included in Appendix C.

## **Service Descriptions**

The pro forma costing approach begins with the development of detailed descriptions of the new or revised service or program model the state seeks to provide. Service descriptions should outline the minimum and reasonable requirements a provider must meet to deliver a particular service. Additional details related to service description requirements can be found in Appendix D.

## **DFPS's Final Service Descriptions/Program Matrices**

In HHSC's initial Foster Care Rate Modernization Progress Report published on February 28, 2022, HHSC provided information regarding the agency's efforts to seek clarification on DFPS's finalized service descriptions and DFPS's Validation and Refinement process.

After February 14, 2022, and through early March 2022, HHSC and DFPS continued to meet to review HHSC's approximately 550 questions regarding the Foster Family Care Base Package, Foster Family Care Add-Ons, General Residential Operation (GRO) TIER One, the GRO TIER One Add-ons, the normalcy activities, and general rate structure. In addition, HHSC continued to participate in DFPS's Validation and Refinement Process, which included the administration and evaluation of the UT Survey.

To formalize the final components of DFPS's final service descriptions and to incorporate findings from the UT Survey, DFPS provided HHSC with program matrices on March 7, 2022, and March 9, 2022, respectively. The program matrices initially outlined the components of the final service descriptions for the Foster Family Care Base Package, Foster Family Care Add-Ons, General Residential Operation (GRO) TIER One, the GRO TIER One Add-ons. DFPS advised the GRO TIER Two could be modeled after the Qualified Residential Treatment Program (QRTP). As outlined below, DFPS made additional modifications to these program matrices/service descriptions and provided a GRO TIER Two program matrix, as HHSC and DFPS coordinated on the development of the economic models.

HHSC identified that the initial construction of the program matrices was likely to result in duplicated costs for which there was no ability for HHSC to isolate the costs. As a result, DFPS modified the matrices. Additional details can be found below.

HHSC hosted stakeholder sessions to receive feedback on the pro forma rate model methodology between June 27-30, 2022. After receiving the stakeholder feedback, DFPS modified the program matrices again. Additional details can be found below.

The most current version of the program matrices, which are the basis for the economic models and preliminary methodological rates, were provided by DFPS to HHSC on July 29, 2022.

## **Development of Economic Models**

As mentioned in HHSC's initial Foster Care Rate Modernization Progress Report published on February 28, 2022, to attempt to reduce potential further delays, HHSC proceeded with the cost determination and rate determination processes based on the information HHSC received prior to receiving the program matrices with the intent of updating the models once DFPS provided additional details. These processes include HHSC building the economic models and developing a crosswalk of current cost report data to the new program model costs or reputable external sources if the data is not available.

On February 16, 2022, HHSC presented DFPS with an initial draft of the economic models.

On March 4, 2022, HHSC's contracted vendor, PCG, held a kickoff meeting and began assisting HHSC is developing the economic models. HHSC and PCG meet at least weekly for working sessions to discuss the tasks associated with the cost

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determination and rate determination process, including the development of the economic models. In addition, HHSC and PCG continued to meet weekly with DFPS.

On April 13, 2022, DFPS requested a Kindship Add-On be included in the rate development process. HHSC agreed and requested information to begin developing the rate add-on. HHSC received the requested information on April 28, 2022.

On May 27, 2022, HHSC and PCG presented the draft Foster Family Home (FFH)/Child Placing Agency (CPA) models to DFPS. This included the Kinship Rate Add-On. This presentation was used as a quality review measure to ensure accuracy of the modeling and all cost categories were captured and aligned with DFPS's program matrices. HHSC requested feedback from DFPS outlining items that should be added, removed, or modified. DFPS provided feedback on the models on June 6, 2022.

On June 8, 2022, DFPS provided HHSC an adjusted FFH/CPA program matrix. To mitigate the duplicative staff/services the Add-Ons create when combining with a primary setting, DFPS changed the Human Trafficking and Substance Abuse Add-Ons to Primary settings.

In addition, on June 8, 2022, HHSC and PCG presented the draft GRO economic models to DFPS. DFPS provided feedback on the models on June 24, 2022. While DFPS was reviewing the models, they requested an additional setting be modeled for complex medical needs and provided additional specifications relevant to that setting. Additional modifications were made to the program matrices/service descriptions by DFPS.

Through June 27-30, 2022, PCG facilitated Stakeholder Sessions. DFPS and HHSC attended the sessions and served as a resource. In general, the majority of the feedback from the session was based on the staffing ratios that were included in the service descriptions as most stakeholders seemed to be unfamiliar with the details of the service descriptions until those calls. In consideration of the feedback DFPS made further modifications to the program matrices and provided HHSC with a Changelog request and updated matrices on July 8, 2022. More information regarding the Stakeholder Sessions is provided below.

HHSC and PCG continued the process of finalizing the economic models by incorporating DFPS requested modifications and conducting an extensive quality review and quality assurance process. This process includes comparing the economic models to DFPS's current program matrices to ensure the economic models incorporate all programmatic components; confirming data sources are

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cited correctly; confirming fiscal data is accurate; and confirming formulas and calculations are accurate. On July 27, 2022, PCG and HHSC sought clarification on some discrepancies between DFPS's program matrices and the Changelog. DFPS provided clarification and updated program matrices on July 29, 2022. HHSC and PCG continued efforts to finalize the economic models and then calculated the preliminary methodological rates.

As DFPS continues to refine the program matrices, HHSC continues to modify the pro forma models.

#### **Stakeholder Sessions**

PCG led meetings with stakeholders to collect feedback on the rate methodology and economic models. Participants for the Stakeholders Session were identified by DFPS and included individuals who participated in DFPS Validation and Refinement efforts through the UT Survey.

The stakeholder sessions on June 27, 2022, and June 29, 2022, focused on FFH/CPA and included approximately 90 attendees; whereas the stakeholder sessions on June 28, 2022, and June 30, 2022, focused on the GRO economic models and included approximately 65 attendees.

The meetings were targeted to the specific "provider types" to enable PCG, HHSC and DFPS to focus on the nuances of the different settings/add-ons specific to FFH/CPA and GRO. The meetings included a presentation and walkthrough of the draft of the applicable economic model. DFPS participated in the sessions to serve as resources related to the service descriptions.

HHSC, DFPS and PCG are grateful for the stakeholders' feedback and time. Their feedback was considered, and certain modifications were made based on this feedback. These changes are reflected in DFPS's program matrices.

Stakeholder feedback from the sessions primarily focused on understanding the service descriptions, specifically the staffing ratios, as DFPS had not published the program matrices that supplanted the January 1, 2022, Final Service Description Report. While staffing ratios are a main component of the economic models and the rate methodology, they are determined by DFPS as part of the final service descriptions. Minimal feedback was provided in regard to the economic models or rate methodology as the discussion was so focused on the details of the service descriptions. Some stakeholders asked questions pertaining to cost reporting and HHSC addressed those questions during the session. This included discussion on

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some of the cost report updates that were outlined in HHSC's initial Foster Care Rate Modernization Progress Report published on February 28, 2022, and clarification on what is allowable to be reported on the cost reports. HHSC is concerned that due to the minimal input focused on the economic models there may be issues that could have been identified by the stakeholders during the sessions that should be considered. However, there is no time to hold additional stakeholder feedback sessions without further compounding the delays the project is already experiencing.

## **Community-Based Care Methodology**

Currently, CBC pays blended rates intended to approximate what the state would have paid under the legacy system. HHSC calculates a statewide average blended rate using the current legacy rates and forecasted placement days. DFPS provides HHSC with projected days of care by Service Level, Placement Type, and Strata (based on age at entry and duration of care) for Legacy catchments. HHSC then develops average rates for each stratum based on the projected Legacy days while maintaining the overall statewide average. HHSC uses the statewide average rate for each stratum and projected number of placement days by strata for each CBC catchment area to develop a blended daily rate for each catchment area. Exceptional care days and payments are "carved out" of the blended rate and provide relief for some very high-cost cases.

Special Provision 26(c) directs the DFPS to develop an alternative reimbursement methodology proposal for the 88th Legislature with the assistance of HHSC. The alternative reimbursement methodology proposal for the 24-hour RCC program, including legacy foster care and CBC rates, is based on specific deliverables outlined in the provision.

Since the beginning of the Foster Care Rate Modernization Project, HHSC and DFPS have discussed the CBC methodology and identified dependencies to PCG's recommendations. The inter-agency interdependencies were published in the Foster Care Rate Modernization: Development & Implementation Plan and are included in Appendix C.

To reduce potential further delays to the project, HHSC and DFPS began coordinating on CBC related items while concurrently finalizing the preliminary methodological rates for DFPS's final service descriptions.

On March 9, 2022, during a routine weekly meeting, HHSC requested a point of contact for the Office of the CBC and DFPS's direction for the identified inter-agency

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dependencies. HHSC and DFPS continued to discuss CBC methodology, including PCG's Sustainable CBC Model Recommendation #1 to "Calculate the daily blended rates based on the new legacy rates and CBC regional utilization data."

On April 25, 2022, DFPS requested that HHSC develop an initial plan to expand the cost report to collect additional financial data from Single Source Continuum Contractors (SSCCs) that would be utilized by DFPS to inform the case management and administrative payments. HHSC, DFPS, and Office of CBC subsequently met to discuss the cost report template and potential modifications. It was determined that significant updates to the cost report will be finalized during the cost reporting phase of the Foster Care Rate Modernization project, with initial modifications included in the 2023 cost report, which would be collected in 2024. The collected information could be used to inform reimbursement rate modifications in 2025 or after.

On May 7, 2022, the Office of CBC joined the weekly meetings held between HHSC, PCG, and DFPS. Time was allocated in the meetings to discuss CBC rate methodology, in addition to the finalization of the preliminary methodological rates. On June 10, 2022, PCG provided initial options for DFPS's consideration. After DFPS's feedback, PCG provided updated information for DFPS's consideration on June 30, 2022.

On July 6, 2022, PCG presented CBC options for DFPS's consideration. In addition, further requests were made for additional data to continue the modeling of the requested CBC options and rate methodology. On July 27, 2022, DFPS provided CBC Expenditure Data and on July 28, 2022, DFPS provided SSCC cost data to PCG.

On August 3, 2022, PCG and HHSC presented additional information regarding the CBC options and requested further information from DFPS. In addition, stakeholder engagement sessions were discussed. Further information will be shared in the next legislative report.

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## 4. Progress Report Template

**Table 1. Key Milestones and Completion Dates.** 

#### Art. II, Special Provision 26 Program Report

Milestone	Action Item	Planned Completion Date	Completion Date	Progress Update
HHSC to Provide Draft Implementation Plan to DFPS	Entire Foster Care Modernization Project	6/1/2021	6/1/2021	Complete
DFPS to Provide Response to Implementation Plan Draft	Entire Foster Care Modernization Project	7/1/2021	6/30/21	Complete
HHSC to Provide Service Description Template to DFPS	Pro Forma Rate Development	6/30/21	6/22/21	HHSC provided the service description template on March 9, 2021, June 22, 2021, and October 13, 2021.
DFPS to Provide Preliminary Service Descriptions	Pro Forma Rate Development	9/30/2021	9/17/2021	Complete
HHSC to Provide Feedback/Clarifyin g Information for DFPS' Consideration when Finalizing Service Descriptions	Pro Forma Rate Development	10/15/2021	9/22/2021	HHSC notified DFPS the preliminary services descriptions were not sufficient for rate setting purposes and requested DFPS continue to refine the descriptions based on the templates previously provided by HHSC.

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Milestone	Action Item	Planned Completion Date	Completion Date	Progress Update
HHSC to Identify Additional Information/Assu mptions DFPS will have to Provide for Pro Forma Rate Modeling	Pro Forma Rate Development	11/1/2021	12/8/2021	This milestone was dependent on obtaining additional information from DFPS after the communication on 9/22/21. HHSC Provider Finance requested updates on the preliminary service descriptions starting in October and received a program matrix on 12/2/21. HHSC began providing general questions in our December weekly meetings and formal questions after receipt of DFPS's finalized service description report.
DFPS to Provide Finalized Service Descriptions	Pro Forma Rate Development	1/1/2022	TBD	HHSC notified DFPS the services descriptions were not sufficient for rate setting purposes and requested DFPS continue to refine the descriptions. DFPS continues to further refine the service descriptions.

Milestone	Action Item	Planned Completion Date	Completion Date	Progress Update
HHSC to Begin Pro Forma Rate Modeling Process, to include stakeholder engagement	Pro Forma Rate Development	1/1/2022	1/1/2022	HHSC began the pro forma rate modeling process with the information HHSC received.  By March 9, 2022, DFPS provided HHSC with the program matrices, so HHSC would continue the pro form rate development.  HHSC developed draft of the economic models and shared those with DFPS.  June 27-30, 2022 - Stakeholder Sessions were held.  Progress is still ongoing.

Milestone	Action Item	Planned Completion Date	Completion Date	Progress Update
HHSC to Begin Pro Forma Rate Modeling Phase for CBC	Pro Forma Rate Development	May 1, 2022	June 1, 2022	To reduce delays, HHSC and DFPS began discussing CBC.  On May 7, 2022, the Office of CBC joined weekly meetings.  Beginning in June 2022, began developing and discussing specific CBC options, which included draft economic models.  Progress is still ongoing and will include a Stakeholder Session.

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## 5. Conclusion

HHSC no longer anticipates completing all work on the legacy foster care system rates and the CBC model rates prior to the beginning of the 88<sup>th</sup> Legislative Session. At the time of the writing of this report, HHSC will target submission of the required legislative report by February 28, 2023. HHSC's ability to meet this deadline is dependent on no further significant changes to DFPS's final service descriptions; DFPS and the Office of CBC providing further guidance and decisions on the CBC methodology options; and HHSC and DFPS meeting deadlines for identified dependencies and key deliverables.

## **List of Acronyms**

Acronym	Full Name
CANS	Child Adolescent Needs and Strengths Assessment
СВС	Community-Based Care
СРА	Child Placing Agency
DFPS	Department of Family Protective Services
FFH	Foster Family Home
FTEs	Full-Time Equivalents
GRO	General Residential Operations
HHSC	Health and Human Services Commission
H.B.	House Bill
MCS	Medicaid and CHIP Services
PCG	Public Consulting Group
QRTP	Qualified Residential Treatment Program
RCC	Residential Child Care
RTCs	Residential Treatment Centers
S.B.	Senate Bill
SSCCs	Single Source Continuum Contracts
TAC	Texas Administrative Code
тсм	Targeted Case Management
UT	The University of Texas at Austin

# Appendix A. Special Provisions Relating to All Health and Human Services, Section 26

Sec. 26. Reimbursement Rates and Methodology; Reporting Requirements: Legacy Foster Care, Community Based Care Services, and Other Child Services.

- (a) In addition to the amounts appropriated above to the Department of Family and Protective Services (DFPS) is \$352,853 in General Revenue and \$1,772 in Federal Funds in fiscal year 2022 and \$99,763 in General Revenue and \$920 in Federal Funds in fiscal year 2023 and 1.0 full-time equivalent (FTE) each year in Strategy B.1.2, CPS Program Support, for the development of a new reimbursement rate methodology for foster care, community-based care, and other child services.
- (b) In addition to the amounts appropriated above to the Health and Human Services Commission (HHSC) is \$2,810,482 in General Revenue and \$355,652 in Federal Funds and 6.1 FTEs for the 2022-23 biennium for the development of a new reimbursement rate methodology for foster care, community-based care, and other child services, allocated as follows:
  - (1) \$1,565,370 in General Revenue and \$7,859 in Federal Funds in fiscal year 2022 and \$905,673 in General Revenue and \$8,354 in Federal Funds in fiscal year 2023, and 5.1 FTEs in each fiscal year in Strategy L.1.1, HHS System Supports, to support administrative and salary costs related to the implementation of this section; and
  - (2) \$296,628 in General Revenue and \$296,628 in Federal Funds in fiscal year 2022, and \$42,811 in General Revenue and \$42,811 in Federal Funds in fiscal year 2023, and 1.0 FTE each fiscal year in Strategy B.1.1, Medicaid Contracts and Administration.
- (c) Out of funds identified above in subsection (a) of this rider, DFPS shall develop, with the assistance of HHSC, an alternative reimbursement methodology proposal for the Eighty-eighth Legislature for foster care and community-based care rates, including:
  - (1) Aligning the rates to specific, clearly defined, program models;
  - (2) Pricing the elements of the program models using cost report data and market analysis;

- (3) Reviewing the rate calculations with stakeholders to refine the models and price;
- (4) For facility-based programs, paying the rates that align to the placement setting in which a child resides, for as long as the child resides there;
- (5) For foster family rates, maintaining the same rate for an identified period of time after a child is assessed as ready for a lower placement level to allow the family to sustain the progress that has been made;
- (6) Using CANS assessments (and other tools) to inform placement and service decisions and track progress;
- (7) Tracking regional differences in CANS scores and costs to determine if trends emerge;
- (8) Considering the types of personnel and credentials that are desired for programs and factor commensurate and competitive salaries into the model budget legacy rate development process across the state;
- (9) Developing incentive payments for child placement agencies and residential programs for desired outcomes such as timely permanency, recruiting and retaining foster homes, successful moves to lower levels of care, clinical improvements, and other outcomes as determined by DFPS;
- (10) Defining placement settings and services that align to children's needs with rates that tie to those specific settings and services and clarifying the program expectations for each setting, such as staffing requirements, supervisory expectations, training, and other support and operating assumptions;
- (11) Continuing the exceptional care "carve out";
- (12) Implementing a risk reserve;
- (13) Reviewing opportunities to increase the Title IV-E eligibility rate;
- (14) Increasing kinship licensing; and
- (15) Developing a method to claim costs associated with child.
- (d) DFPS shall submit to the Legislative Budget Board, the Governor, the Chair of the House Appropriations Committee, the Chair of the Senate Finance Committee, the Speaker of the House, the Lieutenant Governor, the permanent standing committees in the House of Representatives and the Senate with jurisdiction over health and human services, and HHSC:

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- (1) a report detailing the preliminary new service descriptions upon which the new rate methodology will be based no later than September 30, 2021;
- (2) a report detailing the final service descriptions no later than January 1, 2022; and
- (3) a semi-annual progress report of all related activities undertaken by DFPS every six months beginning on February 28, 2022.
- (e) HHSC shall submit to the Legislative Budget Board, the Governor, the Chair of the House Appropriations Committee, the Chair of the Senate Finance Committee, the Speaker of the House, the Lieutenant Governor, the permanent standing committees in the House of Representatives and the Senate with jurisdiction over health and human services, and DFPS:
  - (1) a plan for the development of pro forma modeled rates and cost-report based rates, using the service descriptions described in subsection (c) of this rider, including key milestones and identified interagency dependencies, and for the implementation of all other recommendations related to reimbursement rate methodologies made in the report entitled "Foster Care Methodology as required by the 2020-21 General Appropriations Act, House Bill 1, 86th Legislature, Regular Session, 2019 (Article II, Special Provisions Relating to All Health and Human Services Agencies, Section 32)" no later than September 30, 2021;
  - (2) a report that includes the pro forma modeled rates using the new methodology, including the fiscal estimate of implementing such rates, no later than December 1, 2022;
  - (3) a report on the feasibility of increasing federal funds for use in providing these services by February 1, 2023; and
  - (4) a semi-annual progress report of all related activities undertaken by HHSC every six months beginning on February 28, 2022.

## Appendix B. PCG's Recommendation Rate Methodology Crosswalk

DFPS and HHSC are committed to working collaboratively. This joint effort includes sharing information and subject matter expertise on a routine basis in order to meet the charge inherent in Special Provision 26.

The following table includes references to all recommendations contained in the PCG report. Based on changes to both state and federal law, and as informed by information gathered from stakeholders, and through analysis of more current foster care data, it may be determined that some recommendations stand to be modified or are determined to no longer be applicable.

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Table 2. This table identifies each of PCG's recommendations with pro forma costing or cost report rate methodology approaches and any interagency dependencies.

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Individualized Needs of Children Recommendation #1	_	Pro Forma Costing Approach	Descriptions  1/1/22 – Finalized Service Descriptions	DFPS to identify a core set of service packages the state would procure to meet the various needs of children statewide.  DFPS to develop an assessment tool and Utilization Management process for evaluating children in care to align with the service models included in the foster care placement continuum.  DFPS to hold stakeholder forums to receive feedback and help in guiding the development of service descriptions. HHSC will serve as a resource, as needed.  DFPS to provide HHSC with the finalized proposed program service descriptions, including provider qualifications and expectations, and minimum staffing ratios.

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Needs of Children Recommendation #2			12/1/2022 – HHSC will publish a report that includes the pro forma modeled rates using the new methodology, including the fiscal estimate to implement these rates.	DFPS to provide the necessary assumptions for HHSC to develop an economic model for each of the program models (i.e., service descriptions, staffing ratios, etc.).  HHSC to develop a crosswalk of current cost report data to the new program model costs. If these costs are not currently available, HHSC will utilize reputable external sources as applicable.  DFPS to provide feedback and approve the crosswalk and assumptions.  DFPS to provide the utilization assumptions for new services or program models.  DFPS to provide the anticipated utilization for the new program models or services to incorporate in fiscal estimates.
Needs of Children Recommendation			1/2022 - 6/2022 - HHSC will lead stakeholder forums to discuss and receive feedback on economic models.	DFPS to serve as a resource during these sessions.

B-3 Revised: 08/2022

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Recommendation #4a	•	Approach	will publish a report that	Fiscal estimates will be based on assumptions provided by DFPS as informed by the assessment and Utilization Management process.
Needs of Children Recommendation #4b	•	Approach	will publish a report that includes the pro forma modeled rates using the new methodology, including the fiscal estimate of implementing such rates.	This recommendation is already inherent in the current service level system (if the level lowers, there is time before a new level is applied to allow for adjustment). Any change to this process will be provided by DFPS upon completion of the assessment/Utilization Management process to support the new continuum.  DFPS to provide assumptions around the length of time to hold rate constant after a child is assessed as ready for a lower placement level.

B-4 Revised: 08/2022

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Recommendation #5	Use CANS assessments (and other tools) to inform placement and service decisions and track progress.			DFPS anticipates identifying a uniform assessment tool(s) based on the final service continuum. It is likely that modification will need to be made to the existing CANS tool, and there will be a cost associated with ensuring reliability and increased frequency of assessment.
Needs of Children Recommendation #6	Recalculate the rate every three (3) years and in between when there are significant program changes.	Cost Report Approach	2/1/2025 and after.	HHSC recommends standard rate reviews be conducted at least once every biennium. This may be more frequent due to significant program changes or as requested by DFPS.
		•	, ,	DFPS and HHSC will evaluate if rates need to be adjusted for regional variations in cost.

B-5 Revised: 08/2022

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
		Pro Forma Costing Approach	will publish a report that includes the pro forma modeled rates using the new methodology, including the fiscal estimate of implementing such rates.	HHSC, in consultation with DFPS and stakeholders, to identify industries to use for comparisons with different staff types employed by 24-hour RCC providers when developing the economic models.  HHSC can calculate the cost of paying an appropriate minimum wage for direct care staff in the 24-hour RCC program and evaluate how supplemental programs that support direct care wages could be expanded to residential child care.  Recommended rates and fiscal estimates will include assumptions from competitive wage analysis.

B-6 Revised: 08/2022

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Least Restrictive Environments and High-Quality Services Recommendation #1		Pro Forma Costing Approach	12/1/2022 - HHSC will publish a report that includes the proforma modeled rates using the new methodology, including the fiscal estimate of implementing such rates.	DFPS to provide assumptions around the length of time to hold rate constant after a child is assessed as ready for a lower placement level.
Least Restrictive Environments and High-Quality Services Recommendation #2	·	Pro Forma Costing Approach	will publish a report that	DFPS to include descriptions and assumptions regarding incentive payments as part of their service descriptions if incentive payments are to be included in the pro forma costed rates.

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Environments and High-Quality Services	<u> </u>		will publish a report that includes the pro forma modeled rates using the new methodology, including the fiscal estimate of	DFPS to include descriptions and assumptions regarding additional recruitment and retention support for CPAs as part of their program models and service descriptions.  If the additional recruitment and retention support for CPAs is included in the service descriptions and/or program models, HHSC will incorporate it into recommended pro forma rates and fiscal estimates.
Environments and High-Quality Services	<b>-</b>		will publish a report that includes the pro forma modeled rates using the new methodology, including the fiscal estimate of implementing such	DFPS to include descriptions and assumptions regarding additional family work, family engagement, and aftercare as part of their program models and service descriptions.  If the additional family work, family engagement, and aftercare assumptions are included in the service descriptions and/or program models, HHSC will incorporate them into recommended pro forma rates and fiscal estimates.

B-8 Revised: 08/2022

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Model		Costing Approach	will publish a report that includes the pro forma modeled	DFPS to provide direction on assumptions, including the level of risk sharing they prefer to be assumed in the CBC blended rates.  DFPS to provide estimated utilization for CBC to be used in rate calculations and fiscal estimates.
Model Recommendation #2	_ · <b>J</b> · · · · · · · · · · · · ·			HHSC will continue to adjust rates for known programmatic or economic changes.
Model Recommendation	Utilize CANS data to validate the CBC placement trends and track changes in case mix by region.			DFPS to evaluate the reliability of the CANS data.

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Model	-	Cost Report Rate Approach		HHSC recommends standard rate reviews are conducted at least once every biennium. This schedule may be more frequent due to significant program changes or as requested by DFPS.
	Continue the exceptional care "carve out."			DFPS will continue exceptional care "carve out." However, the methodology for this may look different as service gaps are identified and new services are defined that have traditionally been purchased using child-specific contracts. Child-specific contracts are the basis for determining the exceptional care rate.
Risk Mitigation Strategies Recommendation #2	Implement a risk reserve.			DFPS and HHSC to determine a methodology for calculating the risk reserve and then provide cost to the Legislature – to determine how the methodology compliments the continued use of exceptional care.

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Development Principles Recommendation		Costing Approach	will publish a report that includes the pro forma modeled rates using the new methodology, including the fiscal	See Dependencies for Individualized Needs of Children Recommendation #1.  DFPS will define service packages that may be offered in one or more placement settings. Therefore, the historical "rate tied to placement setting" may not be appropriate under the newly defined service continuum.
Recommendation		Cost Report Approach	1 7 7	See Dependencies for Sustainable CBC Model Recommendation #1.
Development Principles Recommendation #3	Consider adjusting the rates annually for inflation and continue adjustments as needed for significant program or policy changes.			HHSC recommends that standard rate reviews be conducted at least once every biennium. These reviews may be more frequent due to significant program changes or as requested by DFPS.

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
	Maximize the use of Medicaid waivers for youth with high behavioral health needs.	Other		Rider 34 (2022-23 GAA, Article II, HHSC) directs HHSC to apply for an 1115 waiver to obtain federal financial participation for Institute for Mental Disease stays, only if HHSC determines such a waiver would result in net savings to the state. There is considerable overlap with the 1115 recommendation here. HHSC will likely contract out the cost-savings analysis for Rider 34, and the timeline is not yet determined.  DFPS will provide available data and will act as a resource to HHSC.
Recommendation #2	Encourage STAR Health, Local Mental Health Authorities, and providers to maximize the use of S.B. 1177 In-Lieu-Of Services.	Other	·	Pending CMS approval of SB 1177 in lieu of services. If CMS does not approve, HHSC will not be able to implement this recommendation.  DFPS will provide available data and will act as a resource to HHSC.

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
#3	Increase the use of Targeted Case Management (TCM) and Mental Health Rehab Service within the current Managed Care Organization model.	Other	2/1/2023 Report	This recommendation will require a full-scale study. HHSC staff or a contractor will have to solicit feedback from stakeholders, including Local Mental Health Authorities, other TCM/Rehab providers, and DFPS. This study will also require input from Provider Finance, as the PCG recommendations reference "rate sufficiency."  DFPS will provide available data and will act as a resource to HHSC.
#4	Follow-up on the S.B. 58 Integration of Behavioral Health and TCM Services into the Managed Care Model.	Other	2/1/2023 Report	DFPS will provide available data and will act as a resource to HHSC.
Recommendation #5	Conduct a feasibility study to determine costs and implications of bundling TCM and Medicaid Mental Health Rehab into the provider payment structure.	Other	2/1/2023 Report	This recommendation will require a full-scale study. HHSC will likely engage a contractor to work with DFPS, CBC/SSCC providers, and residential providers to obtain information and data to inform this analysis. Input and data will also be needed from HHSC Provider Finance and Regulatory.  DFPS will provide available data and will act as a resource to HHSC.

B-13 Revised: 08/2022

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Recommendation	Streamline the Medicaid credentialing process.	Other	2/1/2023 Report	This recommendation is dependent on an existing project. HHSC is in the process of implementing a new Provider Enrollment Management System, which is intended to streamline the Medicaid provider enrollment process. DFPS will provide available data and will act as a resource to HHSC.
Recommendation	Review Opportunities to increase the Title IV-E eligibility rate.	Other	2/1/2023 Report	DFPS will leverage previous work efforts to inform this recommendation.
	Increase kinship licensing.	Other		HHSC Child Care Regulation per SB 1896 is charged with developing provisional kinship licensing requirements. DFPS will evaluate new standards and work with federal partners to determine compliance with FFPSA requirements. If so, DFPS may begin process requirements for claiming for new setting.  State law and policy require that kinship families be provided information on becoming licensed at time of placement.

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Recommendation #9	•	Cost Report Approach	4/1/2023	HHSC will review the Title IV-E allowable administrative cost requirements and current cost report framework to ensure IV-E eligible costs are being captured accurately.
Recommendation	Develop a method to claim costs associated with child-specific contracts.	Other		DFPS will continue to evaluate if federal claiming requirements can be met for these unique settings.
		Cost Report- Approach		HHSC added to the cost report template for the FY2022 Cost report. This change will be effective 2/1/22.
Cost Report Recommendation #2		Cost Report- Approach	2/1/2025	Assumes program models and pro forma costed rates are implemented on 9/1/2024.
Cost Report Recommendation #3	Report DFPS Revenue.	Cost Report- Approach		HHSC added to the cost report template for the FY2022 Cost report. This change will be effective 2/1/22.
Cost Report Recommendation #4		Cost Report- Approach		HHSC added to the cost report template for the FY2022 cost report. This change will be effective 2/1/22.

PCG's Recommendation	Short Description	Directly or Indirectly Related to Rate Methodology or Other	Milestones	Interagency Dependencies
Recommendation	One Agency cost report to include all programs.	Cost Report- Approach		HHSC will evaluate ways to streamline the cost report template once program models have been defined and implemented.
		Cost Report- Approach		HHSC will update the cost report to isolate QRTP costs once these services have been defined and implemented.

B-16 Revised: 08/2022

## Appendix C. Interagency Dependencies for Pro Forma Rates

To adequately determine the fiscal impact and methodological rates, HHSC and DFPS will complete the following items:

## **Service Descriptions or Program Models**

- DFPS to identify a core set of service packages for the state to procure to meet the various needs of children statewide.
- DFPS to develop a more robust assessment tool and process to evaluate children in care to align with the service models included in the foster care placement continuum.
- DFPS to hold stakeholder forums to present or discuss the proposed core set of service packages and assessment tools. HHSC will serve as a resource, as needed.
- DFPS to provide HHSC the finalized proposed program service models, to include service descriptions, provider qualifications and expectations, and minimum staffing ratios.

# **Cost Determination and Rate Determination Processes**

- HHSC to develop a crosswalk of current cost report data to the new program model costs. If these costs are not currently available, HHSC will utilize reputable external sources as applicable.
- DFPS to provide feedback and approve the crosswalk and assumptions.
- DFPS to provide utilization assumptions for new services or program models

#### **Stakeholder Engagement**

HHSC will schedule stakeholder meetings and incorporate stakeholder feedback in revised economic models and recommended rates as appropriate. DFPS will serve as a resource during these sessions.

## **CBC Rate Development**

 DFPS to confirm decisions regarding risk-sharing assumptions to be implemented within the blended rates.

- DFPS to determine SSCC data reporting, consistency in child placements or service levels, or both as appropriate.
- DFPS to provide utilization assumptions for new services or program models on a per catchment basis.

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# Appendix D. Overview of Service Description Requirements

The pro forma costing approach begins with the development of detailed descriptions of the new or revised service or program model the state seeks to provide. Service descriptions should outline the minimum and reasonable requirements a provider must meet to deliver a particular service. Service requirements should also include:

- provider credentials and qualifications;
- minimum staffing levels to ensure access, safety, and quality of care; and
- the facility, transportation, and administration costs necessary to ensure service delivery.

The service description should also include any assumptions necessary for rate development. If rates vary by level of care, HHSC would require DFPS to provide assumptions regarding eligibility requirements and any specific needs of an individual receiving services, including individual acuity, behavioral, or medical requirements. This description should inform the program model as appropriate based on the scope of each service; a comprehensive service description should serve as a model for all aspects of a program or service that could reasonably impact a provider's cost to deliver that service.

In addition, the service description should address PCG's recommendations regarding incentive payments to Child Placing Agencies (CPAs) and facility providers to improve quality and additional foster family recruitment and retention supports. If DFPS wants to incorporate new functions not currently included in the residential rates, such as family work, family engagement, and aftercare, they must clearly identify these as part of their new service or program models.

In June 2021, HHSC provided DFPS with service description information. This information included a preliminary template to outline comprehensive service descriptions or program models used to recommend payment rates.

**Figure 3. Service Model Required Components** 

Service Name and Description	<ul> <li>What are the minimum required activities being performed in the service?</li> </ul>
Client Profile	<ul><li>Who is receiving the service?</li><li>Is there variation in need?</li><li>Are there other factors that affect service cost?</li></ul>
Service Providers	<ul> <li>Who is providing the service?</li> <li>Are there any requirements to perform the service (i.e., education, training, certification)?</li> </ul>
Location	<ul> <li>Where is the service being provided?         <ul> <li>(i.e., client's home, other residence, nursing or other facility, etc.)</li> </ul> </li> </ul>
Frequency	<ul> <li>How often is the service being provided and billed? (i.e., daily, weekly, monthly, 15-minute increments, hourly, per treatment)</li> </ul>
Program Assumptions	<ul> <li>Are there staffing ratios? (i.e., 1:1 staff to client)</li> <li>Are there limits? (i.e., five hours per week, two hours per day, caseload caps)</li> </ul>
Other Considerations	Are there any considerations not captured above.

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## **Appendix E. References**

- Department of Family and Protective Services (2021). DFPS. Foster Care Rate Modernization: Preliminary Service Descriptions.
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- Health and Human Services Commission (2021). HHSC. Foster Care Rate Modernization: Development & Implementation Plan. https://www.hhs.texas.gov/sites/default/files/documents/lawsregulations/reports-presentations/2021/foster-care-rate-modernization-plansept-2021.pdf
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- Health and Human Services Commission (2021). HHSC. Foster Care Rate Modernization: Progress Report. https://www.hhs.texas.gov/sites/default/files/documents/foster-care-ratemodernization-progress-report-feb-2022.pdf.
- Reimbursement rates for cost determination process: 1 Texas Administrative Code (TAC) Chapter 355.101, introduction. (1996). Austin, Tex.: Texas Health and Human Services Commission.
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