

Human Services

PROGRAM DESCRIPTION

The Human Services program consists of mental health, substance use disorder and intellectual disability programs; child care services; and support to individuals and families who are homeless. The Fairfax-Falls Church Community Services Board, the Department of Family Services and the Office for Children, the Department of Neighborhood Community Services and the Health Department are the major providers of these services.

LINK TO THE COMPREHENSIVE PLAN

Fairfax County's Comprehensive Plan has established a number of objectives and policies in order to:

- ✓ Develop human services centers to serve the eastern and western portions of the County.
- ✓ Provide for the residential needs of persons with mental illness, intellectual disabilities, and substance use problems through small and large supervised and supported residential services located Countywide.
- ✓ Develop adequate transitional housing for homeless families, and provide for the before- and after-school child care needs of 15 percent of children attending elementary schools.
- ✓ Locate public health offices to maximize accessibility to the service population.

Source: 2007 Edition of the Fairfax County Comprehensive Plan, Areas I, II, III, & IV, and the Policy Plan Element, Human Services Section, as amended.

CURRENT PROGRAM INITIATIVES

Over the past several years, the County has implemented a regional approach to the human service delivery system. This approach allows for drawing on regionally based staff from multiple agencies to respond to the needs of specific communities. This approach also has allowed Fairfax County to participate in the national trend to engage the community more effectively. In addition, co-locating the service providers has enabled regional facilities to promote the one stop shopping idea. It has also fostered collaboration and better flow of information among other Human Service Agencies, other County Agencies, and various service providers. Co-locating service areas has facilitated professional development initiatives for the work force and improved the quality of services. The Human Services system is unique among the County service systems in that it not only delivers a wide spectrum of services through both private and public agencies, but these services are delivered in a variety of settings which include: private homes, satellite field offices, residential group homes, senior centers, health care facilities and regional co-located service centers.

The County continues to develop a comprehensive Human Services Capital Improvement Plan (CIP) with a vision that addresses efficient delivery of human services to meet individual and community needs and is sensitive to the trends most likely to influence and impact County government programs and services. These facilities are viewed as community focal points, instead of institutional government buildings. The goals of the Human Services CIP promote co-location of provided services and revitalization of communities including:

- Allowing future growth of the service areas that meet the community's existing requirements and emerging needs identified through the socio-economic indicators as well as demographic parameters and trends;
- Providing efficient service delivery by co-locating appropriate service providers in a readily accessible and user-friendly environment and by strengthening communication and collaboration amongst Human Service agencies, the community and service providers to achieve common goals. Service delivery centers need to strategically and comprehensively integrate the human element and work environment to optimize service delivery;
- Exercising principles of sound financial management and balancing the planned service delivery centers with the fiscal capacity of the County. The current commercially leased human services facilities may more effectively be replaced with County owned centers to reduce costs associated with service delivery; and
- Promoting economic vitality and supporting high quality of life. The focus of future development is shifting from accommodating new growth to that of redevelopment and providing more lifestyle choices for an increasingly diverse population.

Fairfax-Falls Church Community Services Board

The Fairfax-Falls Church Community Services Board's (CSB's) mission is to provide and coordinate a system of community-based supports for individuals and families of Fairfax County and the Cities of Fairfax and Falls Church who are affected by developmental delay, intellectual disability, serious emotional disturbance (youth), mental illness and/or substance use disorders. The CSB serves as the single point of entry into publicly funded services for these populations.

Individuals may access CSB services through the Engagement, Assessment & Referral system, which includes a call center and homeless outreach. Others may enter the system through the CSB's jail- and court-based services or acute care services such as the Mobile Crisis Unit, detoxification center or crisis stabilization program. The CSB also offers wellness and health promotion programs in the community, including substance abuse prevention education for youth and adults. The CSB's Infant & Toddler Connection provides early intervention services for children ages 0-3 with developmental delays and their families. CSB services are available to youth and adults who need support such as office-based counseling, case management and support coordination. Individuals with more intensive needs may receive day treatment, partial hospitalization or intensive service/support coordination. The CSB provides residential and community-based services and supports for those with multiple, complex needs including residential treatment, supportive residential services and assisted community residential services. Programs with 24 hour care are available for individuals who need longer term support to develop independent living skills and assistance to live in the community. Some services, such as group homes, respite care and day support are provided through contractual arrangements.

The local system of community-based services for people with mental illness, intellectual disabilities and substance use disorders continues to operate in a challenging environment. Changes in who the facilities serve, the policy/regulatory environment related to service delivery, funding for community services and best practices facility design directly impact the CSB's facility needs.

Population trends: The CSB has worked for several years on developing guidelines to define who is eligible for and should have priority access to CSB services and on integrating services for individuals with multiple needs in outpatient and residential treatment programs. These two initiatives are changing the profile of the population that is accessing emergency and residential treatment services. Residential treatment programs are experiencing increases in individuals with co-occurring mental health and substance use disorders, significant functional limitations, acute psychiatric conditions, medical and dental issues that impact behavioral health treatment, extremely low incomes, limited English proficiency, and bedbug infestations. In addition, there is a higher frequency of young adults ages 18 to 24 entering

residential treatment. Meanwhile, the Woodburn Crisis Care program is experiencing higher rates of individuals in psychiatric crisis who also require detoxification services, while the Detox program is experiencing higher rates of individuals who require *medical* detoxification.

Another CSB population with changing needs is adults with intellectual disabilities. As of December 2014, 48 individuals are being transitioned from Northern Virginia Training Center as this facility readies for closure in 2016. In addition, over 200 individuals with intellectual disabilities age 55 and above currently in group homes or waitlisted for residential services are experiencing age-related conditions requiring specialized medical, nutritional, behavioral and physical supports.

These trends have shaped the CSB's future plans to renovate A New Beginning/Fairfax Detox, Crossroads and Cornerstones, and to add a supportive residential component at Cornerstones. The CSB proposes to pursue feasibility studies to determine the most appropriate redevelopment option for the Woodburn Crisis Care program and to site and design four Intermediate Care Facilities (ICFs) for individuals with intellectual disabilities who require intensive specialized supports.

Policy/regulatory changes: Policy and regulatory changes are redefining what services are available and where services can be provided, which directly impacts facility design for treatment, supportive housing and service delivery. For example, the 2012 Department of Justice settlement agreement with the Commonwealth of Virginia mandated more independent living options for individuals with intellectual and developmental disabilities who reside in a state training center, an intermediate care facility or a skilled nursing facility or are on the waiting list for a Medicaid Intellectual Disabilities or Developmental Disabilities Home & Community Based Waiver. The Settlement Agreement has already redirected the resources available for different residential options. For example, the Virginia Department of Behavioral Health and Developmental Services (DBHDS) rescinded a \$3.7M allocation of state funding for the CSB to acquire and renovate or construct two, fully accessible group homes for Fairfax County adults from Central Virginia Training Center. These funds will be reprogrammed to develop individualized, rather than congregate, housing options. State financing sources are increasingly focusing on the development of apartment style housing and will no longer fund congregate living arrangements such as group homes. These trends leave few options for private development of critically needed intermediate care facilities, so the CSB plans to pursue a feasibility study to site and design four Intermediate Care Facilities that could be contracted for private operation.

In addition, Virginia's Medicaid program no longer allows assisted living program operators to directly bill for some mental health support services. State regulations limiting the use of Supplemental Security Income supplements ("auxiliary grants") to assisted living and adult foster care residences are being challenged in federal civil rights complaints. These two programs are critical to operating assisted living for adults with behavioral health and medical issues. Given the uncertainty of this policy/regulatory environment, CSB has decided not to pursue development of a 36 bed assisted living program and to seek alternative models to meet the needs of this population.

Funding shifts: Previous state funding cuts significantly reduced resources available to purchase hospital beds for individuals in psychiatric crisis in the community. Developing a crisis stabilization component within Fairfax Detox would enable CSB to serve a greater number of individuals who would otherwise be hospitalized in the community, thereby increasing availability of hospital beds for individuals with the most intensive needs. In addition, as mentioned above, certain policy changes have greatly reduced public financing for intermediate care facilities. This, combined with the impact of federal sequestration and stricter commercial underwriting/higher interest rates, has prevented private residential providers from developing Intermediate Care Facilities and impelled CSB to explore options for publicly developed-privately operated ICFs. Resources at all levels continue to shrink and be targeted to specific populations, while public insurance is moving toward a capitated model. These funding changes push CSB facilities to increasingly co-locate multiple services for different target populations under one roof to meet the diverse needs of those it serves, improve service efficiencies and maximize revenue to sustain services. CSB has begun moving in this direction by planning for satellite medical and dental clinics at its larger residential treatment facilities.

Best practices: Research on the design of behavioral health facilities reveals certain design strategies improve the efficiency and effectiveness of service delivery. CSB seeks to integrate its buildings contextually with the community and promote accessibility. In addition, CSB is exploring how to promote community building and recovery through design features such as logical transitions between spaces used for individuals at different stages of treatment, co-location of functional spaces (e.g., placing recreation, dining, and group meeting areas in the same wing), and using visual cues that help building users understand the function of spaces.

The CSB has received funding for the construction of several projects, most recently the new Merrifield Center which CSB staff moved into in early 2015. In previous years, the renovation and expansion of the Gartlan Center (formerly the Mount Vernon Mental Health Center) and the renovation and expansion of New Horizons (formerly Gregory Drive) have accommodated the relocation of an intensive treatment program for adults with serious mental illness, including those who have a co-occurring substance use disorder.

Department of Family Services

The Office for Children (OFC) in the Department of Family Services advances the care, education and healthy development of Fairfax County children from birth through elementary school and supports the Fairfax County childcare community in providing safe, educational care that helps prepare children for lifelong success. Support services provided by OFC programs include permitting and monitoring family childcare homes in the County and subsidizing childcare fees of families with low and moderate incomes who are working to attain and/or maintain their economic self-sufficiency. The Child Care Assistance and Referral (CCAR) program offers the Fairfax community information about County childcare providers and centers, tips for choosing quality childcare, and assistance with identifying child care options. CCAR staff also track and respond to federal and state child care legislation.

Direct services provided by OFC include the School-Age Child Care (SACC) program, providing before and after-school childcare services for working families throughout the county, and operating the Fairfax County Employees' Child Care Center for children of County employees. OFC also administers the Head Start and Early Head Start programs, which provide early childhood education and comprehensive services to income eligible pregnant women and families with children from birth to five years of age.

OFC actively works to increase the supply and quality of child care services and programs in the County by recruiting family child care providers, providing professional development and technical assistance to the County's child care workforce, and sponsoring the Child Care Adult Care Food Program. OFC's participation in the Virginia Preschool Initiative (VPI) program ensures that quality preschool programs are available for eligible four-year-olds. With an emphasis on school readiness, OFC actively collaborates with community organizations, the business community, county agencies, public schools, families and early childhood and school age childcare professionals to support the success of the County's children in kindergarten and beyond.

Office to Prevent and End Homelessness

The Office to Prevent and End Homelessness administers the County's homeless shelter system in partnership with non-profit service providers. Services to the homeless include homeless prevention and rapid-rehousing services, medical/health care in the homeless shelters, drop-in centers for the unsheltered homeless, and hypothermia centers developed in partnership with the community. Currently, there are five homeless shelters in the County, two serving homeless individuals, two serving families only and one serving both families and single adults. Homeless shelters can no longer meet "crisis/emergency" needs of homeless families in the community. The County shelters are full to capacity every night of the week throughout the year. At any given time, there is a waiting list for family shelters. Some homeless families are able to live with relatives or friends until space at the family shelters becomes available, other homeless families have no other alternative and end up living in precarious situations. The use of motels to shelter families is limited in the community as they do not offer an ideal environment for families, especially for the children in these families. Permanent housing opportunities are needed and partnerships to develop and obtain this type of housing are strongly supported.

In light of the continuing demand for homeless services, Fairfax County is looking to make significant changes in the way services are delivered. Members of the community have responded to the County call for ending homelessness. Community representatives have joined with non-profit organizations, faith communities, businesses and County staff to develop new strategies for preventing and ending homelessness. One strategy to be examined is how all of the shelters could be used differently. In some areas, homeless shelters have been converted to permanent housing and/or assessment and triage centers. These centers are used to assist homeless and potentially homeless persons and to rapidly provide access to the most appropriate available housing and supportive services options. The Katherine K. Hanley Family Shelter opened in August 2007; however, the four remaining shelters are all more than 20 years old and do not meet modern standards for accessibility or enhanced service delivery. The wear and tear of the shelters which are full every night of the year is significant. Planning for major renovations to these shelters is required in the near future.

CURRENT PROJECT DESCRIPTIONS

1. **School Age Child Care Centers** (Countywide): This is continuing project for which an annual contribution is funded to offset school operating and overhead costs associated with School-Age Child Care (SACC) centers. In FY 2016, funding of \$1,000,000 is included for the County's annual contribution, representing an increase from the FY 2015 level of \$750,000. The contribution to FCPS was last increased from \$500,000 to \$750,000 in FY 2007.
2. **Merrifield (Mid-County) Human Services Center** (Providence District): \$85,092,915 for the design and construction of a 200,000 square foot replacement facility for the current Woodburn Mental Health Center and a consolidation of Community Service Board programs currently located in lease space. The County completed a Contract of Sale with Inova Health Systems for the transfer of approximately 15 acres of land including the Woodburn Mental Health Center and Woodburn Place in exchange for an approximate 5 acre parcel/pad site at Willow Oaks II, a cash payment, and a ten year lease of 40,000 square feet within the new Mid County Center building. Funding for the project was provided through General Obligation bond funding in the amount of \$7,730,000 approved as part of the fall 2004 Human Services/Juvenile Facilities Bond Referendum, \$50,000 from the PPEA proposal, \$15,112,915 from Inova, \$2,200,000 from the General Fund, and \$60,000,000 in Economic Development Bonds. Construction of the building and parking garage is complete. The ten year lease with Inova will be amended to allow for County occupancy of 20,000 square feet for consolidation of additional community health programs within the Merrifield Center. Retrofits associated with this 20,000 square foot space are currently in progress.
3. **Reston Town Center North (North County Study)** (Hunter Mill District): \$700,000 to develop an overall master plan that reconfigures and provides integrated redevelopment of various Fairfax County and Inova properties at Reston Town Center North (south of Baron Cameron Avenue between Town Center Parkway and Fountain Drive). The plan maximizes the development potential consistent with the needs of the community and in conformance with the Comprehensive Plan Amendment approved in February 2013. Three facilities impacted by the redevelopment are the Reston Library, the Embry Rucker Shelter, and the North County Human Services Center. Fairfax County plans to solicit an initial PPEA for two County-owned parcels, known as Blocks 7 and 8, on which the library and shelter are currently located. The County will solicit a future PPEA for the remaining parcels, including the parcel containing the North County Human Services Center, after a Development Agreement is signed by Fairfax County and Inova.
4. **East County Human Services Center** (Mason District): \$125,500,000 for a new east County Human Services Center of which \$3,625,000 is currently funded for initial design phases, rezoning and developer negotiations. Funding was provided from 2004 Human Services Bonds remaining from completed projects to support initial design work for this project. This facility will provide enhanced service delivery to the residents of the Eastern part of the County. This project supports a consolidation of existing leased facility spaces in the service area to a consolidated Human Services site with the goal to address the residents' needs in an effective and efficient manner by co-locating agencies in this center. This project is being evaluated as a Public Private Partnership project. It is anticipated that EDA bonds will finance the County's share of project. Full design work is projected to begin in 2016 and construction is anticipated to begin in 2018.

5. **Bailey's Homeless Shelter.** (Mason District): \$1,167,258 to fund land acquisition costs associated with the relocation of the Bailey's Homeless Shelter. Fairfax County and Fairfax County Public Schools have been working on a redevelopment plan associated with the southeast area of the County. In order to facilitate this redevelopment of the south-east area site, the County would purchase a new site for the homeless shelter relocation and construct a new homeless shelter on that site. Relocation of the Bailey's Homeless Shelter is one of the first steps to allow for the redevelopment of the south-east area including a new elementary school.

6. **Human Services Facilities Studies** (Countywide): \$630,000 was approved as part of the *FY 2014 Third Quarter Review* to conduct physical inspections of several Human Services buildings, develop conceptual drawings for redesigned space, develop cost estimates for renovation work, and determine retrofits required to comply with updated state licensure requirements. Assessments are being conducted for A New Beginnings, Cornerstones and Crossroads residential facilities as well as three family shelters which are more than 20 years old and do not meet modern standards for accessibility or enhanced service delivery. In addition, a feasibility study is underway for the Sully Senior/Teen Center which will be required to relocate when VDOT widens route I-66 in Centreville. This center provides social, recreational, and health wellness activities and programs for older adults residing in Centreville and Chantilly. Youth programming is also in great demand in this area and a center will help meet that need.

**PROJECT COST SUMMARIES
HUMAN SERVICES
(\$000's)**

Project Title/ Project Number	Source of Funds	Budgeted or Expended Through FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	Total FY2016-FY2020	Total FY2021-FY2025	Total Project Estimate
1 School Age Child Care Centers / 2G25-012-000	G	C	1,000	1,000	1,000	1,000	1,000	5,000	5,000	10,000
2 Merrifield (Mid-County) Human Services Center / HS-000005	B, G, X	84,092	1,000					1,000		85,092
3 North County Human Services Center Feasibility Study / 2G25-079-000	G	700						0		700
4 East County Human Services Center / HS-000004	G, X	895	2,725	5,730	48,000	48,000	20,150	124,605		125,500
5 Bailey's Homeless Shelter / HS-000013	B	0	1,167					1,167		1,167
6 Human Services facilities Studies / 2G25-094-000	G	250	380					380		630
TOTAL		\$85,937	\$6,272	\$6,730	\$49,000	\$49,000	\$21,150	\$132,152	\$5,000	\$223,089

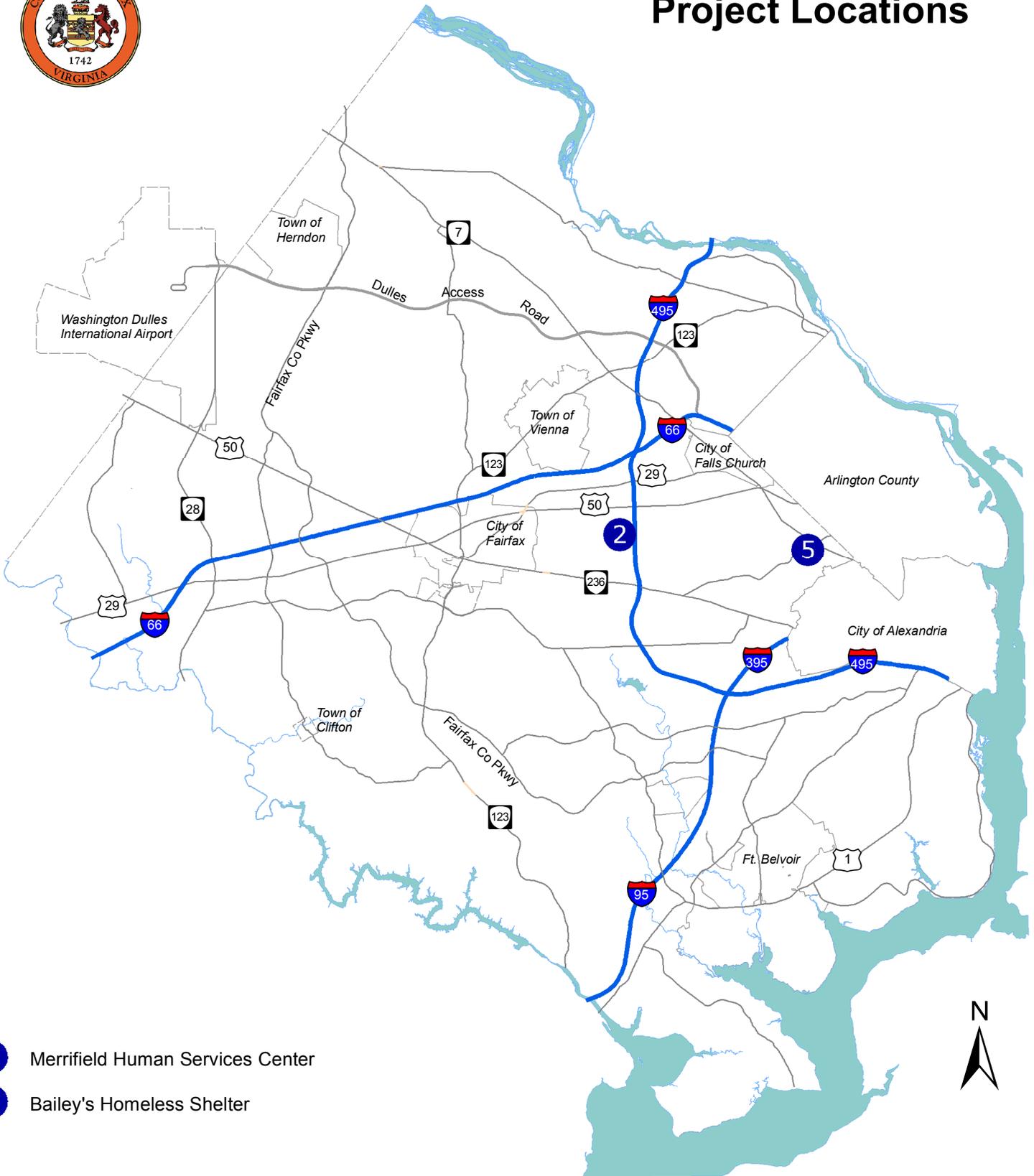
Notes: Numbers in **bold italics** represent funded amounts. A "C" in the 'Budgeted or Expended' column denotes a continuing project.

Key: Stage of Development	
	Feasibility Study or Design
	Land Acquisition
	Construction

Key: Source of Funds	
B	Bonds
G	General Fund
S	State
F	Federal
X	Other
U	Undetermined



Human Services Project Locations



- 2 Merrifield Human Services Center
- 5 Bailey's Homeless Shelter

Note: Map numbers correspond to project descriptions in the text and cost summary tables. Only CIP projects with selected, fixed sites are shown on the map.