

# Oregon's Statewide Children's Wraparound Initiative

**STEERING COMMITTEE REPORT TO GOVERNOR TED KULONGOSKI**

December 2007 ([www.oregon.gov/dhs/mentalhealth/wraparound/main.shtml](http://www.oregon.gov/dhs/mentalhealth/wraparound/main.shtml))

Executive summary





*“Long ago, I wrote an essay for our school’s PTA newsletter as a way to focus my feelings about my little boy’s struggles at school. He is now 16 years old, and as I look back on my thoughts at the time, I cannot help but notice that what our family needed then is not so dissimilar to what we still need nearly 10 years later. I have great hope and expectation that Oregon’s concept of ‘wraparound’ will provide what splintered education and mental health systems have failed to deliver.”*

~An Oregon mother

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### **Caring for children with complex physical and mental health needs**

Oregon’s state and local agencies, public and private organizations, care providers, advocates and many others have worked tirelessly for years to provide the services and supports needed by children with developmental and behavioral disorders. While these efforts have had some success, progress has been hindered by the “splintered” delivery systems mentioned above. Services historically have been provided independently by an array of specialized providers, rather than as part of an integrated and holistic approach. This has resulted in occasional duplication of services as well as gaps in service delivery, particularly for children and youth with the most complex needs and multiple diagnoses.

#### ***ACTION***

In recognition that Oregon must develop a better way to deliver services that more effectively help children and families who have complex needs, Oregon Governor Ted Kulongoski signed an executive order March 27, 2007, to transform how behavioral health services are delivered to Oregon’s children, youth and their families. The order created the Statewide Children’s Wraparound Steering Committee, and charged the Committee to create a plan that would:

- Provide services and supports as early as possible so that children can be successful in their homes, schools and communities;
- Make services available based on the individual needs of the child and family, rather than on system requirements; and
- Maximize the resources available to serve children and families across systems, to most appropriately and effectively meet the physical and mental health needs of Oregon’s children.

#### ***TARGET POPULATION***

The wraparound initiative is designed to reach children and youth from birth to age 18 who have emotional, behavioral or substance abuse related needs, and who touch at least two systems. This population includes children and youth who are at risk of developing problems, as well as those who already have a diagnosed problem.

#### ***CORE VALUES***

The Steering Committee developed a list of recommendations built upon a framework of values and principles for Oregon’s system of care and for culturally

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appropriate service delivery. The core values adopted by the Steering Committee to guide development of the recommendations were:

- The goal of Oregon’s system of care is a community of support for each child and family that honors the family’s sense of its own culture.
- The system of care will be child guided and family driven, with the needs of the child and family driving the types and mix of services provided.
- The system of care will be community based, with the focus of services and supports as well as management and decision-making responsibility resting at the community level.
- The system of care will ensure individuals are treated respectfully, compassionately and effectively in a manner that recognizes, affirms and values the worth of children, individuals, families and communities – protecting and preserving the dignity of each.

## Recommendations

### OVERALL INITIATIVE

- Serve all children in the target population.
- Generate family-driven and youth-guided individual plans developed through a high-quality wraparound process.
- Include culturally competent mental health, substance abuse and non-traditional services in the benefit plan.
- Blend funds at the state and local levels for target population services.
- Monitor outcomes and provide accountability through local real-time, Web-based, electronic records that inform the larger statewide system about certain key indicators.

### FINANCING

- Develop a statewide purchasing collaborative to create a mechanism to pool funds across state agencies.
- Conduct a market assessment to determine population need and service cost, and to invest resources strategically.
- Determine current barriers to, and opportunities for, maximizing state, local and federal funds.

- Create a strategic financing plan establishing an infrastructure that supports system design.
- Develop incentives to encourage local financial participation.

### IMPLEMENTATION

- Connect services and supports across lifespan and developmental stages.
- Build local governance structures to implement systems of care at the local level.
- Manage care through care coordination at the local level.
- Store coordinated service-related information in an electronic record.
- Establish a basic benefit package that is universally accessible for the target population.
- Authorize services and supports from the benefit plan based on individual plans of care.
- Allow communities to expand the benefit plan to suit local needs.
- Establish a work force development process to translate policy into practice through service delivery.
- Support the establishment of, and key roles and responsibilities for, family and youth organizations.

### CULTURAL COMPETENCY

- Adopt a uniform standard across state and local agencies to describe culturally appropriate services and supports in a system of care context.
- Ensure that children, youth and families receive understandable and effective care provided in a manner compatible with their cultural beliefs, practices and language.
- Develop and implement a process to review traditional practices accepted by diverse communities.
- Identify ways to continually improve culturally appropriate care and implementation of a statewide system that reflects culturally competent practices.

### DATA AND EVALUATION

- Create one or more committees to review and select outcome/performance measures and benchmarks for the initiative.

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- Develop mechanisms to evaluate state agencies' (and their local representatives') collaboration on the data needs of the project.
  - Create standard data-sharing agreements.
  - Develop and maintain a two-tiered data system that allows local entities to share "real time" data and the state to evaluate the quality and success of local implementation and the initiative as a whole.
  - Implement workforce development strategies designed to achieve identified outcomes and performance measures.

## Next steps

The Steering Committee recommends establishing an Implementation Team to advance the priority issues identified in this report and move Oregon toward statewide implementation of the initiative. The Implementation Team would be accountable to the Governor's Office and responsible for completing the market assessment; defining outcome/performance measures; making recommendations for creating an integrated Management Information System; developing a protocol for moving agency funds into a blended funding "pool;" analyzing administrative rules and statutes; and identifying criteria for community readiness. The Implementation Team would be charged to complete the majority of its work in time for consideration by the 2009 Legislative Assembly.

## Results

When implemented, Oregon will have a system of care for children and youth in which:

- There is a single point of contact for obtaining a comprehensive array of child, youth and family services and supports in homes and communities.
- Families and youth work with service providers to develop, manage, deliver and evaluate policies and programs.
- Services and supports are delivered in the least restrictive, most natural environment appropriate for the needs of children, youth and families.
- Child-, youth- and family-serving agencies establish partnerships to coordinate services and supports.



- Resources are blended at the state and local levels.
- The infrastructure is in place to support the system of care, including financial management and performance/outcome tracking.
- Care management ensures that planned services and supports are delivered and continue to help children, youth and families move through the system as their needs change.
- Evidence-based treatments and interventions are included and appropriately used.
- All services and supports are selected and designed in ways that are responsive to families' beliefs, traditions, values, cultures and languages.
- Agencies and organizations are accountable for evaluating the outcomes of services and supports for children, youth and families.

## One family's story

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This is a story told by a grandmother from Multnomah County.

*I lost contact with my two grandsons in late 2004 when they left Oregon bound for an adoptive placement in Oklahoma. As any grandmother can imagine, this was a very bleak time for our family. This is the story of one of my grandsons. I will call him "Jason."*

*As I later learned, Jason disrupted out of the adoptive placement in January 2005. In his short life, Jason experienced domestic violence, neglect, parent's drug abuse, and sex abuse by his mother's boyfriend. He had a laundry list of diagnoses, including Post Traumatic Stress Disorder, Reactive Attachment Disorder, and Oppositional Defiant Disorder. Unknown to me and my family, Jason returned to Oregon and was placed in residential care. Shortly after his return, Judge Nan Waller recommended him for Wraparound Oregon. This, in my mind, was a turning point for Jason and for me.*

*Although I was just two blocks away from the residential center, I didn't know Jason was back in Oregon. In fact, due to the pending adoption, my family was disconnected and lost all hope of ever seeing him or his brother again. But one day I received a letter from Jan Lacy, a Parent Partner for Wraparound Oregon. She was asking if I wanted to reconnect with Jason and participate in his child and family team. I was not only shocked, but thrilled to finally see Jason again and be part of his life.*

*Jason's child and family team worked together to help him achieve his goals of going to "regular" school and playing baseball. Soon, Jason was out of residential care and into a foster home. We got him on a baseball team and before long he had his "All Star" jacket! Next was school. Jason's team and his family worked closely with the local school district to enroll him in an elementary school with a comprehensive safety plan.*

*Today, Jason is a happy 10-year-old who is doing what every 10-year-old should be doing – going to school, living in a happy home, and playing baseball. Soon, he will be adopted by his foster dad. And, Jason is a talented and gifted (TAG) student.*

*This story happens to have a happy ending due to the dedication and hard work of so many great people who came together in a wraparound team to help one boy achieve his dream. I can't thank Wraparound Oregon enough for seeking me out and including me and my family in our grandson's life.*