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# THE CONTINUUM OF CARE



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## For Emotionally Disturbed Children

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ANNUAL REPORT  
1985 - 1986

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## BACKGROUND

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The Continuum of Care for Emotionally Disturbed Children was established by the South Carolina General Assembly in June of 1983 through a proviso to the Appropriations Bill for the purpose of establishing and demonstrating a Continuum of Care service delivery approach and to serve as the basis for development of future state policy regarding services to emotionally disturbed children and youth. After a three-year Pilot Project, legislation was enacted on May 23, 1986, permanently establishing the Continuum of Care. The Continuum of Care is to ensure continuing delivery of appropriate services to those severely emotionally disturbed children in South Carolina whose needs are not being adequately met by existing services and programs.

### **First-Year Activities: July 1, 1983 - June 30, 1984**

At the end of the first year of the Continuum of Care Project an administrative structure was in place; mechanisms to coordinate and safeguard confidentiality were operational; eligibility criteria, and admission requirements were in place and needs assessment procedures had been developed; referral procedures for clients had been established; a diagnostic protocol for assessing emotional disturbance had been drafted; three service components — interagency case management, in-home treatment, and educational services — were operational; residential treatment alternatives had been researched and implementation of group and individualized care was in process; a therapeutic recreation program for the summer months had been implemented; and a set of policies and procedures for a comprehensive volunteer program had been drafted.

### **Second-Year Activities: July 1, 1984 - June 30, 1985**

The focus of the second year of the project was on determining appropriate services and delivery systems to address the needs of the Continuum's forty (40) clients. Case management was a major component of the Continuum's program and involved diagnosis; evaluation; development of a treatment plan; monitoring of each client's progress; and intervention/advocacy for clients. Also provided were specialized education services for twenty-four (24) Continuum clients through a contract with the Midlands Area Consortium for Emotionally Handicapped Children. Intensive clinical support and emergency back-up was provided for seven (7) clients in the Mentor program, a private individualized therapeutic residential care program conducted by contract with Mentor, Inc. The Continuum contracted with the Alston Wilkes Society to provide services to seven (7) clients in a high management group home. A therapeutic foster care model was developed and implemented with funds granted by the South Carolina Department of Social Services serving severely emotionally disturbed children. Related treatments involved community mental health resources, purchased private services (art therapy, dance therapy, therapeutic recreation, tutoring, homebound services, individual and family therapy) and the use of the Continuum's staff. The volunteer and the community services program was fully operational by September 1, 1985, and supplied many needed services.

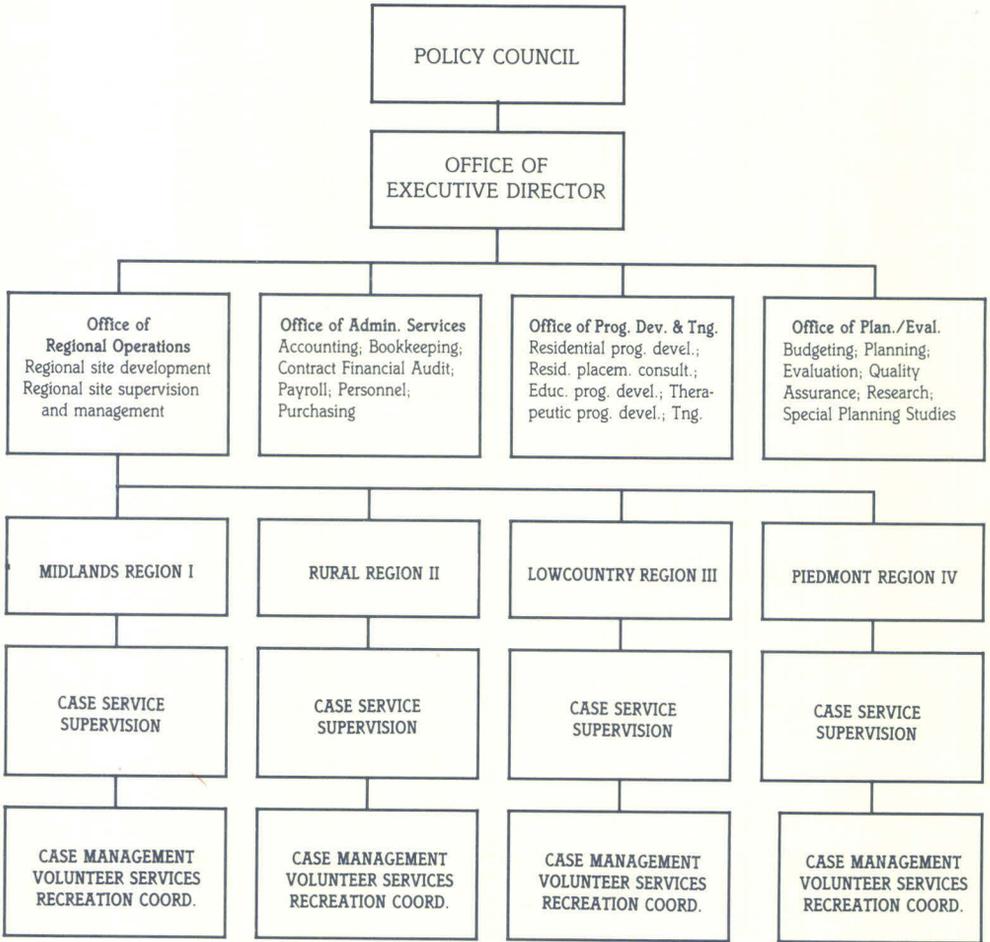
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## **THIRD PROJECT YEAR & FIRST YEAR OF STATEWIDE IMPLEMENTATION JULY 1, 1985 - JUNE 30, 1986**

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The Continuum of Care was structured into Offices of the Executive Director, Program and Staff Development, Planning and Evaluation, Administrative Services, Regional Operations and four (4) Regional Programs. You will find an organizational chart and brief reports on each component. Following these reports is the Purpose, plus Act 431, which permanently establishes the Continuum of Care.

# ORGANIZATION OF THE CONTINUUM OF CARE



## Office of Executive Director

During this fiscal year, the third year of the Pilot Project was completed with refining of the case management system, a Case Management Manual was in place and substantial training done to clarify roles and responsibilities. Contractual services had been put into place for Midlands Area Consortium (MAC) for Educational Services to Emotionally Disturbed Children; Alston Wilkes Group Home, Columbia North; and South Carolina Mentor, Inc. The final report of the Department of Social Services grant to develop a therapeutic foster care model was prepared, including an extensive comprehensive report of the entire contract period with detail to enable replication. A training curriculum was included as well as philosophy, procedures, practical applications and economic considerations. A process evaluation of the Pilot Project was conducted verifying some problem areas needing resolution. An implementation plan for all recommendations of the process evaluation has been developed.

Data showing the incidence and concentration of identified severely emotionally disturbed children and the ranges of services available to them were collected and analyzed. A concept of regional delivery of services was developed with a plan to begin case management services in a small section of each of three (3) regions: Piedmont, Rural and Lowcountry, in addition to the Pilot Project area — the Midlands Region. Offices were opened in Anderson, Charleston and Bamberg, in addition to separating the Midlands Office in Columbia to a separate location from the State Office.

These four (4) regional offices served one hundred and four (104) clients during fiscal year 1985-86, and the fiscal resources of the Continuum totaled \$2,576,859, including \$1,039,508 in personal services, \$337,112 in operations and \$1,200,239 in case services to meet programmatic objectives.

The purpose, structure, governance, duties and functions to be included in legislation to permanently establish the Continuum of Care were presented to lawmakers and legislative staff for the introduction of a bill. The law successfully passed without opposition and was signed by the Governor on May 23, 1986.

An assessment of needs and analysis of data as provided by school districts was used to work with an interagency task force, core staff and Advisory Council to develop a plan for county expansion as Education Improvement Act funds become available over the next four (4) years, with case management being the first service to be put in place.

A massive staff development program was implemented that equips all employees to clearly understand their roles and functions. Studies on Prevention of Emotional Disturbance and on Training Needs for Personnel to Work with Emotionally Disturbed Children were also accomplished.

A procurement policy regarding all purchases with emphasis on purchase of professional services was prepared. This, along with a public hearing on gaps in service delivery held in December, 1985, and results of a survey of agency responsibility, should lead to a definitive policy on how services that are not currently available to emotionally disturbed children can be procured.

### **Office of Program and Staff Development**

The Office of Program and Staff Development is responsible for the development of new programs; development and administration of service contracts; planning; coordinating and administering staff development and training programs; monitoring of, and consultation to, program providers; development of policies, procedures and standards relative to therapeutic programs and staff development.

Activities and accomplishments in Fiscal Year 1985-86 include: consultation to, and renewal of, existing contracts with Midlands Area Consortium, South Carolina Mentor, Inc., and Alston Wilkes Group Home - Columbia North; consultation in the development of additional therapeutic programs (day treatment adolescent programs, high management group care, summer and after-school recreational programs); final year administration of a model therapeutic foster care program through a grant from the South Carolina Department of Social Services and development of a program manual; training provided to all regional staff in case management, leadership, conducting successful meetings and treatment planning; development of orientation packets for all new employees and a training package for service coordinators and case service supervisors.

Future plans are to continue program development and consultation with concentration on those areas identified as gaps; to develop memoranda of agreement with public agencies for services available; to develop a policies and procedures manual and a case management manual; to monitor programs and evaluate programs annually, and to have on-going staff development opportunities for staff which concentrate on therapeutic service design and delivery.

## **Office of Planning and Evaluation**

The Office of Planning and Evaluation directs the planning, evaluation and management information services of the Continuum of Care. The staff serves as advisors to the Executive Director on state-wide administrative and program activities relative to research, planning program evaluation and quality assurance.

The Office of Planning and Evaluation designed and coordinated a process evaluation of the Continuum Pilot Project in the fall of 1985.

Client eligibility criteria, diagnostic protocol, application form, and selection procedures were revised and an intake form developed prior to establishment of the three (3) new program sites.

The Developmental Disabilities Council provided the Management Information System (MIS) and technical assistance for the Continuum to adapt and complete a statewide MIS.

A monitoring and reporting system was developed under the direction of the Office of Planning and Evaluation.

Plans for the statewide expansion of the Continuum to serve children throughout the State by 1988-89 were drafted through this Office.

Two studies were coordinated: 1) a contract was awarded for a study of Prevention of Emotional Disturbance in Children; and 2) a study was coordinated to assess ways to increase the number of trained professionals in the human services field to work with seriously emotionally disturbed children and adolescents with the Commission on Higher Education.

Future plans and primary goals for Fiscal Year 1987 are:

- To develop a long-range plan for the Continuum;
- To monitor, report and evaluate the delivery of services, case management, and client progress;
- To revise as needed and implement the MIS system statewide;
- To assist the Executive Director in responding to requests for data, research, and/or plans for serving the Continuum's clients; and
- To monitor the implementation of the Fiscal Year 1987 state plan for the Continuum of Care.

## **Office of Administrative Services**

The Office of Administrative Services is responsible for coordinating the budgeting, accounting, purchasing, personnel, timekeeping, and other administrative functions of the Continuum of Care. This Office is the liaison for administrative functions with the South Carolina Department of Mental Health, which provides administrative support for the Continuum of Care.

During the past year this Office has accomplished the development of personnel procedures (including hiring, Employee Performance Management System, payroll, insurance, etc.); purchasing procedures (includes securing bids when necessary), preparation of financial reports, tracking contracts and accounting procedures and records to insure accurate documentation of administrative activities. Also completed were: the procurement of office space, equipment and supplies to enable the regional offices to be established this year, and the hiring of over forty (40) employees for the Continuum.

Future growth is expected to reach a budget of over \$10 million in three (3) years. The Office of Administrative Services will play a major role in this growth. An accountant is scheduled to be added in FY 1986-87 and the computerization of all or part of the accounting system will greatly facilitate growth.

## Office of Regional Operations

The Office of Regional Operations has the major responsibility for the development, support, and supervision of the Continuum of Care throughout the State of South Carolina.

Three (3) regional offices of the Continuum of Care have been opened during Fiscal Year 1985-86. The original pilot project has additionally been relocated and reorganized into the Midlands Area (Region 1) Office. Six (6) more counties, Anderson, Bamberg, Allendale, Charleston, Berkeley, and Dorchester, have been added to the original service area, which included Lexington, Richland, Fairfield, and Kershaw Counties during Fiscal Year 1985-86. One hundred and four (104) children had been accepted as clients in the four (4) regional offices by June 30, 1986.

Much of the first half of the fiscal year was spent in recruiting staff, locating and renting appropriate office space, and arranging for training of regional staff personnel. Client selection committees were appointed and the first additional children were selected in February, 1986. Several important policy decisions affecting the operation of the regional offices were approved in 1985-86 including, but not limited to, the following:

1. Decision to begin serving children, ages six (6) through sixteen (16), in all regions.
2. Acceptance by Policy Council of a phased-in Three Year Expansion Plan designed to extend the Continuum of Care into every county of the state by the end of Fiscal Year 1988-89.
3. A decision that each Regional Director would appoint a local Advisory Committee by the beginning of 1986-87.

## Regional Programs

The Continuum of Care served one hundred and four (104) severely emotionally disturbed children in ten (10) counties through four regional offices located in Columbia, Charleston, Bamberg, and Anderson. The regional offices coordinate planning, training and service delivery among public and private organizations that provide services to severely emotionally disturbed children and youth and augment existing resources by providing or procuring services needed by these children and youth. A summary of program activities for each region follows.

### Midlands Region I

The Midlands Region area serves Richland, Lexington, Fairfield and Kershaw counties by coordinating a multifaceted service delivery system for severely emotionally disturbed children. Fifty-six (56) children were served this fiscal year.

During the 1985-86 fiscal year, significant activities were undertaken which included the purchase of service contracts in such areas as recreational therapy, family intervention and tutoring. Also, a summer therapeutic recreation program was implemented which offers structured group activities.

Memoranda of Agreement have been initiated with both the Columbia Area Mental Health Center and the Lexington County Mental Health Center, which allow greater flexibility in serving Continuum clients.

A full-time Volunteer Service Coordinator has been retained, and these services are now fully operable.

Major contracts in the Midlands Region consist of:

- South Carolina Mentor, Inc. — a private, high management, residential care program which provides individualized residential treatment, intensive clinical support and emergency back-up.
- Alston Wilkes Group Home — Columbia North — for clients requiring twenty-four hour intensive supervision, and also to those who might not function well in family-oriented environments.
- Skillbuilders — provides therapeutic foster placement under a grant from the South Carolina Department of Social Services.
- Midlands Area Consortium — provides specialized education services for Continuum clients.

## **Rural Region II**

Region II serves Allendale and Bamberg counties, a completely rural catchment area, by coordinating multidisciplinary approaches to delivery of services for the severely emotionally disturbed children in the area.

Since its establishment, the Rural Region staff has met with many people who administer services and voice the needs of emotionally disturbed children, to help coordinate the responsiveness to the defined needs.

The number of clients served during this fiscal year was fifteen (15), and purchased services included: private psychotherapy (family and individual), psychological evaluations, weekend recreation activity, transportation services and medical treatment.

A contract has been signed for a "Summer Therapeutic Recreational Program" to be provided at Denmark Technical College. This will fill a great need in an area largely void of resources of this kind.

## **Lowcountry Region III**

The Region III area was the first expansion site chosen by the Policy Council. The area includes Berkeley, Charleston, and Dorchester Counties.

The Lowcountry office extends Continuum services to numerous severely emotionally handicapped youth in the tri-county area and is building a network of interagency efforts that will extend services through private and public sector providers. The Region's goal is to utilize and extend urban services, while incorporating rural needs as well. The region is supporting some core sites that will be the basis of a leveled system of care from least to most restrictive settings.

Since the establishment of Region III, the Lowcountry office staff has been active in educating the community about the Continuum's mission, referral procedures, and services. The staff made presentations to many agencies and private service providers between October, 1985, and April, 1986. Staff members are active in numerous child-oriented community organizations.

The Lowcountry office served twenty (20) clients between the ages of six (6) and sixteen (16). Services assessed or provided for these clients include: 1) a day treatment program; 2) psychiatric inpatient evaluations; 3) transportation; 4) therapeutic assistance; 5) intensive case management; 6) foster care; 7) vocational rehabilitation; 8) psychological counseling; and 9) individual and family therapy.

The Lowcountry Region will expand its services to ten (10) additional children in 1986-87. Efforts will be intensified to develop a day treatment program with a school component, provide therapeutic foster care, expand recreational opportunities, and support the development of options for the establishment of a highly structured long-term care facility. During 1986-87, communication will be developed with Georgetown and Horry counties in anticipation of an expansion of the Lowcountry Region to these counties in 1987.

## Piedmont Region IV

The Region IV area extends Continuum of Care services to severely emotionally handicapped children and adolescents in the Anderson County area.

Since the opening of the Anderson office, the staff has developed a program with Anderson College in art, music and drama to provide these therapies to Continuum clients; a volunteer is transporting a client to services and activities with Medicaid paying medical mileage with Continuum funds supplementing other transportation expenses; numerous speaking engagements with service clubs in the area have been scheduled and completed in order to maintain close cooperation with such entities.

Region IV has a total of thirteen (13) clients, with each client being initially assessed by a pediatric or adolescent physician, and a psychologist when necessary. The Mental Health Center provides individual therapy as well as parenting and childrens' groups.

Group home placement has been secured. Day camp experience is being provided, which includes numerous outdoor activities.

The new Satellite office in Spartanburg will operate out of this regional office, and is expected to open in late 1986, along with Greenville County becoming a part of the catchment area of the Piedmont Region.

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### PURPOSE OF THE CONTINUUM OF CARE

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A Continuum of Care is a range of services from least intensive to most intensive, delivered in settings from least restrictive to most restrictive. The Continuum is intended to address the problems of children and youth who have traditionally "fallen through the cracks" in the State's service system, either because the children were noncompliant and difficult to treat, or because they did not fit the guidelines and eligibility requirements of any given agency. The Continuum is responsible for:

- identifying the needs of this population
- developing plans to address those needs
- coordinating and procuring services among/from public and private agencies
- coordinating planning, training and service delivery to this population among service delivery agencies
- providing or developing service delivery in those instances where services are not, otherwise, available
- developing, implementing and superintending a statewide delivery system for children accepted as Continuum clients
- evaluating program effectiveness in meeting the needs of this client population
- determining requirements for development of service delivery programs; providing support for appropriate public agency fiscal initiatives; and, surfacing such requirement issues in the annual report to the General Assembly.
- providing a foundation for formulation of future state policy related to serving emotionally disturbed children through coordination, enhancement, development and growth of services and programs.

Act 431 establishing the Continuum of Care, as enacted by the South Carolina Legislature and signed into law by Governor Riley on May 23, 1986:

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## ACT 431

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(R.476, H3568) Introduced by Ways and Means Committee: An act to establish the Continuum of Care for Emotionally Disturbed Children, to provide for a Governing body therefor to be known as the Policy Council, to provide for an Advisory Council for this Governing body, and to provide for the powers, duties, and functions of the Continuum of Care.

Be it enacted by the General Assembly of the State of South Carolina:

### Purpose:

Section 1. It is the purpose of this act to develop and enhance the delivery of services to severely emotionally disturbed children and youth and to ensure that the special needs of this population are adequately met. To achieve this objective, the Continuum of Care for Emotionally Disturbed Children, hereafter referred to as the Continuum of Care is hereinafter established.

### Continuum of Care for Emotionally Disturbed Children created

Section 2. There is created the Continuum of Care for Emotionally Disturbed Children with a governing board to be known as the Policy Council. The Policy Council consists of ten members as follows: the Governor or his designee, the Commissioner of the Department of Mental Health, the Commissioner of the Department of Social Services, the Commissioner of the Department of Mental Retardation, the Commissioner of the Department of Youth Services, the State Superintendent of Education or his designee, the Chairman of the Joint Legislative Committee on Mental Health and Mental Retardation, the Chairman of the Joint Legislative Committee on Children, a representative of a school district serving severely emotionally disturbed children appointed by the Governor; the President of the South Carolina School for the Deaf and Blind, the Superintendent of Wil Lou Gray Opportunity School, and the Superintendent of John de la Howe School shall select from among themselves on a rotating basis a representative to serve on the Policy Council for a three year term.

The representative appointed by the Governor shall serve for a term of three years and until his successor is appointed and qualifies with the term to expire on June thirtieth of the appropriate year.

The Policy Council shall elect from its members a chairman who will serve for a term of two years. Two-thirds membership of the Policy Council constitutes a quorum for the transaction of business.

The Policy Council shall meet at least six times annually and more frequently upon the call of the chairman to review and coordinate the activities of the Continuum of Care.

The Policy Council shall promulgate regulations and formulate all necessary policies, procedures, and rules of administration and operation to effectively carry out the objectives of this act.

### Policy Council

Section 3. The Policy Council must be supported by an Advisory Council of not less than ten members to be appointed by the Governor. The Advisory Council must be representative of public and private individuals who are knowledgeable in services to emotionally disturbed children.

Terms of office for members of the Advisory Council are for three years and until their successors are appointed and qualify, except that of the initial appointments,

the Governor must designate one-third of the members to serve initial terms of one year each, one-third to serve initial terms of two years each, and the remainder to serve for initial terms of three years each. The terms of all members of the Advisory Council expire on June thirtieth of the appropriate year. Any vacancy must be filled by the Governor for the remainder of the unexpired term.

The Advisory Council shall elect from its members a chairman who shall serve for a term of two years.

The Advisory Council shall meet at least quarterly or more frequently upon the call of the chairman. The Policy Council must meet at least quarterly with the Advisory Council.

Continuum to serve severely emotionally disturbed children

Section 4. The Continuum of Care shall serve children who, at the time of application for services have been diagnosed as severely emotionally disturbed and who have exhausted existing available treatment resources or services. Priority in the selection of clients must be based on criterion to be established by the Continuum of Care

Duties and functions of Continuum

Section 5. The Continuum of Care shall perform the following duties and functions:

- (a) identify needs and develop plans to address the needs of severely emotionally disturbed children and youth.
- (b) coordinate planning, training, and service delivery among public and private organizations which provide services to severely emotionally disturbed children and youth.
- (c) augment existing resources by providing or procuring services, where possible, to complete the range of services needed to serve this population; the scope of services shall include but is not limited to the following:
  - (1) in-home treatment programs;
  - (2) residential treatment programs;
  - (3) education services;
  - (4) counseling services;
  - (5) outreach services;
  - (6) volunteer and community services.

Under circumstances in which the Continuum of Care is unable to procure needed services, it may provide the services until they can be procured;

- (d) direct provision of case management services;
- (e) supervise and administer the development and operation of the Continuum of Care activities and services on a state-wide regional basis.

Council may employ director

Section 6. The Policy Council is authorized to employ a director to serve at its pleasure. The director shall employ staff as is necessary to carry out the provisions of this act. The funds for the director, staff, and other purposes of the Continuum of Care and Policy Council will be as provided by the General Assembly in the annual general appropriations act.

Annual report

Section 7. The Policy Council shall submit an annual report to the Governor and General Assembly on the activities of the Continuum of Care and Policy Council.

Administrative support services

Section 8. The Department of Mental Health shall provide administrative support services as are necessary to perform the fiscal affairs of the Policy Council and

Continuum of Care. This does not provide the Department of Mental Health with regulatory authority over the expenditure of funds, hiring of personnel, or other policy and regulatory decisions.

Time effective

Section 9. This act shall take effect upon approval by the Governor.



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## EXPANSION FOR 1986-87

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### Region I

In 1986-87 Newberry County will be included in this catchment area, which includes Richland, Lexington, Fairfield and Kershaw Counties at the present time. It is projected that up to ten (10) additional children may be served.

### Region II

Also in 1986-87, Hampton County will be included in the Bamberg, Allendale area, which will extend the geographic area without diluting the rural concept upon which this specially developed Continuum region is based. It is projected that up to ten (10) additional children may be served.

### Region III

This region will continue to serve Charleston, Dorchester and Berkeley Lowcountry Counties, and will serve up to ten (10) additional children in 1986-87.

### Region IV

Greenville County will become part of the catchment area for the Piedmont Regional office, and in 1986-87 up to ten (10) new clients will be accepted from Anderson and Greenville Counties. Also, a satellite office of the Piedmont Region will be established in Spartanburg County to serve children from Cherokee and Union Counties by 1988-89. Up to ten (10) children will be accepted as clients by the Spartanburg Satellite office in 1986-87.

### Region V

The Continuum of Care plans to establish a regional office in Florence County that will serve a ten-county area in the Pee Dee Region. The regional office will serve up to ten (10) children in Darlington, Florence, and Marion Counties in 1986-87.

The Continuum of Care plans to expand yearly (or as funds become available) through 1988-89 until all counties in the State are served.

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## THE CONTINUUM OF CARE POLICY COUNCIL

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South Carolina Department of Social Services

### VICE CHAIRMAN

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Midlands Area Consortium for  
Emotionally Handicapped Children

MS. SARAH SHUPTRINE, Director  
Division of Health and Human Services  
Office of the Governor

DR. CHARLIE WILLIAMS, Superintendent  
South Carolina Department of Education

Elizabeth V. Hopper, Executive Director  
THE CONTINUUM OF CARE  
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