

**LONG RANGE PROGRAM PLAN**

# Florida Department of Veterans' Affairs



*Benefits Counseling*



*Nursing Home Care*



*Medical Care*



*Domiciliary Home Care*

**2005—2010**

*Helping Florida's Veterans*



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Executive Director

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August 2, 2004

**Executive Director's Message**

The Florida Department of Veterans' Affairs (FDVA) Long Range Program Plan for 2005 – 2010 continues to reflect the vision of Governor Bush to make government smaller, more responsive, and more accessible to Florida's citizens. We provide assistance to the highest number of disabled veterans in America and daily support for many of Florida's **1,829,761** veterans and their families.

The war on terrorism and ongoing establishment of democracy in Iraq is impacting both the Nation's and Florida's veterans. The involvement of hundreds of thousands of active duty, reserve, and National Guard military personnel will also directly impact the mission of the FDVA serving new veterans and their families. The Office of the Florida National Guard states that overall, Florida had the third highest deployed number of service members at the start of the conflict in Iraq. Florida continues to be a leading state for mobilization providing the most combat troops deployed overseas. We are committed to assist returning Floridians who have earned veterans benefits through their active military service.

Our five-year plan remains oriented toward achieving overall workforce reduction goals, while at the same time accommodating programmed growth by the addition of new State Veterans' Nursing Homes (SVNH). The USDVA continues in the processing of large volumes of veterans' claims and appeals, and that is increasingly acute due to our continually increasing veteran population in Florida.

FDVA retains two consistent overarching strategic goals which serve to identify the needs of our constituency and thus define the Department's fundamental direction:

- 1) Provide information, advocacy and quality healthcare services to Florida veterans
- 2) Improve the economic status of Florida veterans, their families and survivors.

Department priorities in serving Florida's veterans remain:

- 1) High quality long-term healthcare services for qualified veterans through the growth of the State Veterans' Nursing Homes Program.
- 2) Accessible and effective veterans' benefits and assistance counseling, services and advocacy.

FDVA's mission is to be an advocate and facilitator for progress on Florida's veterans' issues. Our goal is to perform these tasks far into the future with quality and a level of honor befitting Florida's veterans. We will continue to strive to improve the department's delivery of advocacy for and services to Florida's veterans.

Sincerely,

Warren R. McPherson  
Colonel, U. S. Marine Corps (Ret.)  
Executive Director  
Florida Department of Veterans' Affairs

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# MISSION AND VISION

## MISSION

*Veterans' Advocacy*

## VISION

*Help Florida veterans, their families and survivors to improve their health and economic well being through quality benefit information, advocacy, education and long term health services.*

## **CORE VALUES**

### **SHAPING THE FLORIDA DEPARTMENT OF VETERANS' AFFAIRS FOR THE 21<sup>ST</sup> CENTURY**

**Quality of Services**

**Cost-Effective Operation**

**Customer Satisfaction and Perception of Service**

**Collaboration and Information Sharing**

**Accessing Resources**

**External Awareness of FDVA**

**Employee Satisfaction**

We:

- Are a repository for state and national values with respect to military veterans, their families and survivors. Loyalty, duty, selfless service, integrity, respect for human dignity and a sense of justice are essential parts of our identity.
- Draw on the rich history of American veterans and their unique contribution to our nation for inspiration and direction.
- Encourage all employees in the Agency to be responsible, imaginative, innovative and flexible.

We will:

- Communicate to Florida leaders and citizens why we exist, and the positive outcomes Florida derives from our existence.
- Be a multi-dimensional, comprehensive resource for veterans' issues and needs.
- Enhance cooperation and interaction with other state agencies.
- Forge new relationships with veterans and stakeholders and strengthen existing ties to improve programs and access to new resources.

We are committed to:

- Respecting the dignity of each individual with no tolerance for bigotry or sexual harassment.
- Open and effective communication that builds trust and improves performance.

## GOALS AND OBJECTIVES

*“The willingness with which our young people are likely to serve in any war, no matter how justified, shall be directly proportional as to how they perceive the veterans of earlier wars were treated and appreciated by their nation.”*

~ George Washington ~

### Agency Goals

FDVA has identified three Goals from the Trends and Conditions Analysis. Goals One and Two are focused on external customer service improvement and enhancement. Goal One establishes the long-term end toward which State Veterans’ Nursing Home Program services and activities are directed. Goal Two establishes the long-term end toward which Veterans’ Benefits and Assistance program services and activities are directed. Goal Three establishes the long-term end toward which Executive Direction and Support program services and activities are directed. Although essentially addressing internal management processes, Goal Three directly affects FDVA’s ability to effectively meet our statutory responsibility to Florida’s veterans. Subordinate to each Goal is one or more objectives and associated outcomes, which define measurement targets. These outcomes are directly correlated to the Legislature approved Agency Performance Measures.

**Goal One:** Provide information, advocacy and quality healthcare services to Florida veterans.  
(State Veterans’ Homes)

**Goal Two:** Improve the economic status of Florida veterans, their families and survivors.  
(Veterans’ Benefits and Assistance)

**Goal Three:** Develop the FDVA agency infrastructure necessary to support authorized services for veterans. (Executive Direction and Support)

### Agency Objectives

**Goal One Objective 1A:** Occupancy rate at State Veterans’ Homes

**Outcome:** Maintain minimum of 90% occupancy for homes in operation 2 years or longer.

Baseline/ Year	FY 2005-06	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09
≥90%/2001	≥90%	≥90%	≥90%	≥90%	≥90%

**Goal One Objective 1B:** Operate FDVA healthcare facilities in substantial compliance with Agency for Health Care Administration (AHCA) and USDVA rules and regulations.

**Outcome:** Number of State Veterans’ Nursing Homes in operation for two years or longer in substantial compliance with Agency for Health Care Administration (AHCA) and USDVA rules and regulations.

## GOALS AND OBJECTIVES

Baseline/ Year	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
2/1999	4	6	6	6	7

**Goal Two Objective 2A:** Value of cost avoidance because of retroactive compensation.

**Outcome:** Increase value of cost avoidance due to retroactive compensation by 2 percent per year.

Baseline/ Year	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
\$68,000,000/2000	\$70,747,000	\$72,165,000	\$73,600,000	\$75,075,000	\$76,576,000

**Goal Two Objective 2B:** Value of cost avoidance due to veterans' issue resolutions.

**Outcome:** Increase value of cost avoidance due to veterans' issue resolutions by 2% per year.

Baseline/ Year	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
\$5,065,782/ 2002-2003	\$5,065,782 (+6%)	\$5,167,098 (+8%)	\$5,270,440 (+10%)	\$5,270,440 (+10%)	\$5,375,800 (+12%)

**Goal Three Objective 3:** Administrative costs as a percentage of total agency costs.

**Outcome:** Maintain administrative costs and personnel as a percentage of total agency costs at 8%/9.13%.

Baseline/ Year	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
8%/9.13%/1999	6.8/4.4%	8%/4.4 %	8%/4.4 %	8%/4.4 %	8%/4.4 %

## Department Outcomes and Projection Tables

**PROGRAM:** Services to Veterans

**SERVICE:** State Veterans' Nursing Homes

*Fiscal Year 2004-05 GAA/Implementing Bill measures that align with this service:*

		BASELINE	BASELINE FY	FY 2003-04	FY 2004-05	FY 2005-06
				ACTUAL	ESTIMATED	AGENCY REQUEST
<b>OUTCOMES</b>	Occupancy Rate for Veterans' Homes in operation for 2 years or longer	90%	1999-2000	88%	90%	90%
	Percent of Veterans' Homes in compliance with quality of healthcare regulations.	100%	2002-03	100%	100%	100%
<b>OUTPUTS</b>	Number of Veterans' Homes Beds Available	510	2002-03	750	750	750



## Department Outcomes and Projection Tables

**PROGRAM:** Services to Veterans

**SERVICE:** Veterans' Benefits and Assistance

*Fiscal Year 2003-04 GAA/Implementing Bill measures that align with this service:*

		BASELINE	BASELINE FY	FY 2003-04	FY 2004-05	FY 2005-06
				ACTUAL	ESTIMATED	AGENCY REQUEST
<b>OUTCOMES</b>	Value of cost avoidance because of retroactive compensation.	\$68,000,000	2002-2003	\$68,870,458	\$68,000,000	\$70,747,000
	Value of cost avoidance because of Issue Resolution	\$4,680,000	1999-2000	\$17,417,140*	\$5,065,782	\$5,167,098
<b>OUTPUTS</b>	Number of veterans' served	70,000	2002-2003	77,047	71,400	72,800
	Number of claims processed	13,816	1999-2000	24,290*	15,065	15,366
	Number of services to veterans	361,210	2001-2002	385,785	368,434	372,118

- Measures are subjective and highly influenced by factors over which FDVA has little control. The baseline and estimates are in accordance with the department 5-year projection which began in 1999. Baselines are being re-evaluated and necessary modification will be submitted. See LRPP Exhibit III.

## Department Outcomes and Projection Tables

**PROGRAM:** Services to Veterans

**SERVICE:** Executive Direction and Support Services

*Fiscal Year 2003-04 GAA/Implementing Bill measures that align with this service:*

		BASELINE	BASELINE FY	FY 2003-04	FY 2004-05	FY 2003-04
				ACTUAL	ESTIMATED	AGENCY REQUEST
<b>OUTCOMES</b>	Agency administrative and support costs as a percent of total agency costs/agency administrative and support positions as a percent of total agency positions	8%/9.13%	1999-2000	6.1 %/4.4%	6.8%/4.4%	6.8%/4.4%

# **FDVA GOALS LINKAGE TO THE GOVERNOR'S SIX PRIORITIES**

## **GOVERNOR'S PRIORITY # 1 – IMPROVING EDUCATION**

The Department's Bureau of State Approving for Veterans' Education, the Benefits and Assistance Division and the participation by employees in the mentoring and reading program assist in improving education. Last year FDVA certified 10,179 education programs for veterans. The programs included traditional college courses and many types of vocation and technical training programs. Higher education programs are usually considered as improving the educational standard, however, the vocation and technical training programs are a vital necessity in order to attract and keep high paying technical and medical service industries. The programs created by learning institutions to meet veterans' education demand and readily available GI Bill dollars also create the classes and studies for non-veterans to attend. The FDVA program for certifying education programs for veterans also enhances education for all Floridians.

The USDVA vocation rehabilitation program provides the ability for veterans to reenter the work force within the limits of their disability. Field Services activities counsel and assist veterans in obtaining veterans vocational rehabilitation and dependent education for veterans' family members. Successful completion of vocation rehabilitation enables the veteran to obtain additional income for their family, and also enhances the sense of self worth allowing for a stronger integration back into family and community.

## **GOVERNOR'S PRIORITY # 2 – STRENGTHING FAMILIES**

Assisting veterans in obtaining benefits and related medical entitlements enable the veteran to work and function in society and support families. Medical treatment or assistance through the complicated USDVA benefit process enhances veterans will and means to embrace family responsibilities.

Building and operating veterans' nursing homes near where veterans and families live strengthens families. The veteran is closer to the family allowing more interaction with family events and maintaining the connection of children with the valuable heritage and contribution of the veteran. When the veteran receives services closer to home the emotional turmoil caused by the veterans' family trying to find time to visit is decreased. Traveling long distances to visit veterans can cause stress and additional cost for the family member. Additional veterans nursing homes will help the veterans' family dilemma of choosing financial consideration over family ties and generational strengthening.

## **GOVERNOR'S PRIORITY #3 – PROMOTING ECONOMIC DIVERSITY**

The extension of outsourcing of support functions by use of Department-wide contracts reduces agency costs, and expands the availability of small and large businesses to employ greater number of people.

## **GOVERNOR'S PRIORITY # 4 – REDUCE VIOLENT CRIME AND ILLEGAL DRUG USE**

Studies consistently show a link between economic well-being and the level of violent crime and illegal drug use. While it can be argued the veteran demographic itself, and that of Florida in particular, represents a generation that has eschewed crime and drug use, veterans'

families are typical of families throughout America and are subject to the same environmental influences as the general population. FDVA efforts to enhance the economic well being of Florida's veterans, their families and survivors supports efforts of other state agency programs to decouple the underlying causes of crime and drug use and their influence on individual life style choices.

### **GOVERNOR'S PRIORITY # 5 – CREATE A SMALLER, MORE EFFECTIVE, MORE EFFICIENT GOVERNMENT**

FDVA contributes significantly to the flow of the \$7.6 billion plus in federal veterans' benefits provided to Florida veterans with a budget of approximately \$54.2 million. Only \$12.6 million of this budget is General Revenue, of which approximately \$4.9 million is for initial startup of new State Veterans' Nursing Homes. The remainder is Trust Fund that are either in the form of federal grants for State Veterans' Nursing Home construction, or are payments by and for veterans' home residents.

FDVA is growing as a result of the Department's initiative to build, staff, and operate additional state veterans' nursing homes in Florida. FDVA currently operates one Veterans' Domiciliary Home in Lake City and five Veterans' Nursing Homes in Daytona Beach, Land O' Lakes, Pembroke Pines, Springfield, and Port Charlotte.

The growth resultant from the State Veterans' Nursing Homes Program will continue in the future, but with FDVA using an outsourcing concept and staffing structure that will result in significantly fewer state employees. Key supervisory positions at all levels will be retained as State employees. Outsourcing of selected support functions to private industry, while maintaining key supervisory positions as state employees, will ensure appropriate oversight is maintained to ensure the existing and expected high quality of healthcare exists at each facility.

Based on USDVA analysis, the elderly veteran population in Florida supports the need for approximately 3,700 additional nursing home beds. With full appreciation of the Governor's priorities, as well as limited state and federal resources, there is a need for continued consideration and support of FDVA's initiatives to expand heavily subsidized long-term care for veterans. State Veterans' Nursing Homes save the state money by lowering Medicaid obligations and guarantee a significant flow of additional federal dollars into Florida's economy. Most residents in these homes qualify for a veterans' non service-connected disability pension; the average value for a single individual with aid and attendance is about \$1,500 per month. USDVA per diem payments to the State Veterans' Nursing Home resident average about \$1,758 per resident each month. Neither of these two revenues, totaling over \$3,100 monthly (more than 70 percent of average monthly nursing home costs), is available to other Medicaid-eligible facilities. State Veterans' Nursing Homes generate most required operational and maintenance funds from payments received from and for residents.

### **GOVERNOR'S PRIORITY #6 – ENHANCE FLORIDA'S ENVIRONMENT AND QUALITY OF LIFE**

FDVA is a veterans' services Cabinet agency created to provide benefits and education assistance, and long-term healthcare services to veterans, their dependents, and survivors. Through FDVA's daily efforts to provide the greatest possible access to all eligible veterans' benefits, FDVA contributes to the enhancement of quality of life and the economic well being of Florida's veteran population.

Fiscal Year 2003 statistics report veterans in Florida received

- \$2 Billion in direct payment for USDVA Compensation and Pension,
- \$157 Million in education benefits,
- \$3.47 Billion in military retired pay,
- \$1.7 Billion in federal funds for medical care and vocational rehabilitation, and
- \$16 million in construction funding.

These payments and expenditures represent a direct infusion of over **\$7.6 Billion** annually into Florida's economy. Large amounts are direct payments to individuals, and other large amounts are paid in the form of salaries. This translates directly into additional spending power for Florida families.

Veterans and their families represent a powerful force in Florida's economy. As a group, veterans tend to be homeowners who are self-reliant and do not place a burden on the state's fiscal resources. This is especially true for military retirees. Veterans do not present a distinct appearance. Instead, they blend into the general population, making it difficult to isolate their spending habits and traits. They cross lines of race, gender and age, but represent a distinct group in their ethic of work and sacrifice, making them a group that is typically characterized by achievement and contribution to the overall good of the community. They are generally willing to work to achieve economic success for themselves and their families.

## TRENDS AND CONDITIONS

Florida, long known for its attractive climate and southern hospitality, has become the destination of choice for nearly one-half of all veterans who relocated to another state during the two decades accounted for by the 1990 and 2000 Census. Based on this Census data, of all veterans who relocated to another state during the 1990's, 27% moved to Florida.

During this period, Florida experienced a net gain in veteran population of 156,468. This represented a larger number of veterans than the combination of the overall veteran populations in 13 smaller states. An absolute net growth of 42.9 veterans per day in Florida throughout this period outpaced the next fastest-growing state population by nearly 160%. This continued growth maintained Florida's position as the home to the second-largest population of military veterans.

The last half of this decade has seen shifts in the veteran growth trends for all states. Census 2000 data has confirmed the USDVA statistics showing an overall decline in the total U.S. veteran population. These statistics reflect an overall nationwide veteran population decline of 3.8%. The 2000 Census data reflects a daily average veteran migration into Florida of approximately 43 veterans per day despite the loss of approximately 82 World War II veterans per day. The top three locations with the highest percent of World War II veterans are Clearwater at 5.4 %, Cape Coral at 5.1%, and St. Petersburg at 4% which is number 7 nationally.

During Fiscal Year 2003, Florida experienced a net increase of 26,040 new resident veterans, while California lost 21,675, New York lost 15,704, Pennsylvania lost 2,947, Illinois lost 5,886 and Ohio lost 5,223 of its resident veterans. This trend of veteran population growth in Florida has declined from the 1990 Census, due primarily to the increasing decline of the WWII veteran population. However, the loss of veterans in most states continues unabated. In any relative sense, Florida retains its unique standing as a "growth state" particularly in terms of military veterans. This data, as well as other factors predicts that while other states continue to lose veterans, a function of the diminishing U.S. veteran population, Florida's losses will be much less significant and Florida will continue to experience increasing needs for USDVA services. Of note, more than one-half (50.13%) of all veterans reside in one of ten states (California, Florida, Texas, New York, Pennsylvania, Ohio, Illinois, Michigan, North Carolina and Virginia).

In terms of the concentration of military veterans in its overall population, Florida ranks second. Maine, which is home to the highest concentration of veterans, has a total veteran population less than one-tenth that of Florida. Stated another way, Florida is home to the nation's most concentrated large population of military veterans.

Florida is home to the second-largest population of veterans with service-connected injury or illness. Florida's population of veterans with service-connected disabilities rivals the size of California's, though our population is substantially smaller. Florida is home to the largest population of the most seriously disabled veterans, those veterans with service-connected disabilities rated 50% and higher, in the nation.

The percent of service-connected disabilities by age is one of the more reliable indicators of need for healthcare. In this category, USDVA statistics clearly show Florida is home to the oldest median aged population of all veterans. Florida has the largest service-connected veteran population aged 55 and older. Last Year about 451,000 of the sunshine state's 1.8 million veterans were treated in USDVA's health care facilities, up from 290,000 in FY 2000.

## TRENDS AND CONDITIONS

**The Florida Department of Veterans' Affairs:** FDVA is a veterans' services and regulatory agency created to provide benefits and education assistance and long-term healthcare services to veterans, their dependents and survivors.

**Statutory Authority and Responsibilities.** Florida Statutes codify formal FDVA mandates. While numerous Statutes apply to the general operation of FDVA as a State Agency, Chapter 292, *Veterans' Affairs, Service Officers*, Chapter 295, *Laws Relating to Veterans; General Provisions*, and, Chapter 296, *Veterans' Homes*, direct activities specific to FDVA and veterans.

**Fiscal Implication of FDVA Programs.** Florida's Value Added. Every time the Federal government funds a service required by a Florida resident, the State of Florida avoids having to make that same expenditure. *Similarly, every additional dollar paid to veterans, their families or survivors, as disability, education or other benefits, is a dollar either spent in Florida's economy or used in lieu of requesting assistance from the state. This "cost avoidance strategy" is the functional core of FDVA's veterans' advocacy mission and statutory mandates.*

**FDVA Functional Services:** FDVA addresses and satisfies its prioritized statutory mandates by leveraging successful veterans' benefits outcomes through partnering and advocacy, residential care facilities construction and operation. The department is organized into three distinct functional, strategic services; the Division of Veterans' Benefits and Assistance, State Veterans' Nursing Homes Program, and Executive Direction and Support Services. These functional services are described below.

**Veterans' Benefits and Assistance Division:** Veterans' Benefits and Assistance provides assistance to all former, present, and future members of the Armed Forces of the United States and their dependents in preparing claims for and securing such compensation, hospitalization, educational and vocational training and other benefits or privileges to which such persons are or may become entitled under any federal or state law or regulation by reason of their honorable service in the Armed Forces of the United States. This mandate is facilitated and accomplished through the activities of the Bureau of Veterans' Claims Services, Bureau of Veterans' Field Services, and Bureau of State Approving for Veterans' Training.

During 2003/04 the division provided 385,785 services to veterans USDVA services such as prosthetics and canteen coupons for meals to burial benefits and widow pensions. This includes initiating and processing 24,290 claims. The three Bureaus facilitated, on behalf of Florida veterans, \$68,870,458 in Retroactive Benefits Compensation, \$370,300 in Veterans' Debt Relief, \$17,417,140 in Cost Avoidance through Issue Resolution, and 10,179 program approvals for Florida education institutions.

**Bureau of Veterans' Claims Services:** Veterans' Claims Examiners provide counseling services and assistance to veterans, their dependents, and survivors with the preparation, submission and prosecution of claims and appeals for state and federal

## TRENDS AND CONDITIONS

entitlements as well as applications to correct military records. The Bureau's primary responsibility is to work directly with the decision resources in the USDVA Regional Office to expedite client's claims and to influence, through proactive advocacy, the most positive outcome.

To this end, Veterans' Claims Examiners provide a quality control function by reviewing completed USDVA benefits rating decisions and paralegal due process assistance in the prosecution of veterans' disagreements with and appeals of USDVA rating decisions and debt identification/relief. The Bureau's staff is collocated with the USDVA Regional Office on the Bay Pines USDVA Medical Center campus in south Pinellas County.

Bureau of Veterans' Field Services: Field Services provides benefits counseling services to all inpatients and outpatients in the 15 USDVA medical facilities in Florida, the State Veterans' Nursing Homes and during outreach activities for FDVA throughout the state to include supporting the Transitional Assistance Program at military installations. The program's primary responsibility is to help veterans initiate, develop, submit, and prosecute claims and appeals for federal veterans entitlements. The focus of Field Services is face-to-face interaction with the client/customer and determining, verifying and obtaining, eligibility for treatment, medications and other monetary issues within the USDVA system.

Bureau of State Approving for Veterans' Training: Under contract with the USDVA, State Approving provides school and program approval services to Florida educational institutions. It also monitors educational institutions to ensure continued compliance with federal and state regulatory requirements governing administration of the G.I. Bill. The Bureau is the gateway through which veterans educational benefits flow to Florida. SAA is entirely funded by the USDVA.

State Veterans' Nursing Homes Program: FDVA provides comprehensive, high quality healthcare services on a cost-effective basis to eligible Florida veterans in need of assisted living or long-term nursing home care.

Domiciliary care includes assisted living, rehabilitative assistance, and other therapeutic measures to eligible ambulatory veterans. The focus of care is preparation of the veteran to function at the highest level of independence. A multidisciplinary approach for treatment is followed with the veterans participating in establishing the treatment plan. The FDVA is providing services that prevent or delay hospitalization or need for nursing home care while providing a quality home like environment where the veteran can live at optimal independence level.

Skilled nursing home care provides full-service, long-term residential nursing care to eligible Florida veterans. Registered and licensed practical nurses supervise the Homes 24-hours-a-day. FDVA operates veterans' nursing homes in Daytona Beach, Land O' Lakes, Pembroke Pines, Springfield, and Port Charlotte.



## TRENDS AND CONDITIONS

State Veterans' Nursing Homes save Florida money by lowering Medicaid obligations as well as guaranteeing a significant flow of additional federal dollars into Florida's economy. Residents in Florida's State Veterans' Homes qualify for USDVA per diem and most also qualify for a veterans' non service-connected disability pension. Neither of these two revenues is available to other Medicaid-eligible facilities.

In full consideration of the Trends and Conditions associated with the veteran population of Florida and the significant unmet need for nursing home beds determined by the U.S. Department of Veterans Affairs', FDVA is committed to the construction of additional state veterans' nursing homes. To this end and for purposes of this plan, Phase II of the State Veterans' Homes construction project supports three-homes-in-five-years construction plan. Funding for the first home in this Phase, Veterans' Nursing Home # 6, is included in the Capital Improvement Plan for FY 2005-2010. One new home every other year is planned thereafter.

**Executive Direction and Support Services:** FDVA Executive Direction and Support Services (EDSS) provides oversight and strategic direction for Agency operations, actions and infrastructure resources necessary to ensure the effective and efficient operation of all aspects of the Department. EDSS consist of Executive Direction, Legislative Affairs, General Counsel, Administration, Information Technology, Human Resources, Planning and Budgeting, Fiscal and Accounting, Staff Development, Public Information, and Procurement.

**Statutory Mandates and Activity Prioritization.** FDVA has aligned these functional services with statutory mandates and has established the priorities displayed in the table below. The task/ responsibilities listed are those required by statute. Only priorities one and two are formally addressed because the remaining task/responsibilities are sub-functions of the two primary strategic divisions. As such, they are listed for completeness, but are addressed in the overall discussion of Benefits and Assistance and the State Veterans' Nursing Homes Program.

Prioritization of the strategic divisions is based solely on the premise that Priority 1 defines the overall strategic direction for FDVA. Included in the term "*provide assistance to all ...*" is in every activity performed by the Department.

FDVA's priorities are not merely milestones by which to measure progress or goal attainment. They define the Department's daily work ethic and accomplishments. They are addressed through this document and the Legislative Budget Request to provide the resources necessary to continue to meet the needs of Florida's consistently growing veteran constituency.

# TRENDS AND CONDITIONS

## PRIORITY RESPONSIBILITY

PRI	MAJOR AGENCY TASK OR RESPONSIBILITY	MANDATE
1	Provide assistance to all former, present, and future members of the Armed Forces of the United States and their dependents in preparing claims for and securing such compensation, hospitalization, vocational training and other benefits or privileges to which such persons are or may become entitled under any federal or state law or regulation by reason of their service in the Armed Forces of the United States.	Chapter 292, Florida Statutes 292.05(1)
2	Operate the State Veterans' Domiciliary Home of Florida.	Chapter 296, Florida Statutes 296.17
2	Operate State Veterans' Nursing Homes of Florida.	Chapter 296, Florida Statutes 296.41
4	Apply for and administer any federal programs and develop and coordinate such state programs as may be beneficial to the particular interests of the veterans in this state.	Chapter 292, Florida Statutes 292.05(7)
5	Apply for and accept funds, grants, gifts, and services from the state, the United States Government or any of its agencies, or any other public or private source, and may use funds derived from these sources to defray clerical and administrative costs as may be necessary for carrying out its duties.	Chapter 292, Florida Statutes 292.05(4)
6	Certify the eligibility of dependents for state tuition waiver.	Chapter 295, Florida Statutes 295.01
6	Act as State Approving Agency for veterans' education.	Chapter 295, Florida Statutes 295.124
8	Adopt rules to ensure veterans are given special consideration in all employing agency's selection and retention.	Chapter 295, Florida Statutes 295.07(d)(2)
8	Investigate the written allegations of veterans who claim their rights have been violated under Florida's program granting hiring preferences to veterans and dependents.	Chapter 295, Florida Statutes 295.21
10	Train and certify County Veterans' Services Officers.	Chapter 292, Florida Statutes 292.11(4)
11	Conduct an ongoing study of the problems and needs of those residents of this state who are veterans of the Armed Forces of the United States and the problems and needs of their dependents.	Chapter 292, Florida Statutes 292.05(5)
12	Issue State Veterans' Identification Cards.	Chapter 295, Florida Statutes 295.17
13	Produce an annual report to the Governor of the state, the Speaker of the House of Representatives, and the President of the Senate.	Chapter 292 Florida Statutes 292.05(6)

## TRENDS AND CONDITIONS

### THE PUBLIC CONDITION

Since 1944, the State of Florida has recognized the need for a state government entity to ensure Florida's military veterans have maximum access to benefits guaranteed by federal law. In 1988, the citizens of Florida favorably endorsed a constitutional amendment to create the Florida Department of Veterans' Affairs (FDVA) with the charter to provide advocacy and representation for Florida's veterans in their dealings with the USDVA.

**Wartime Eras:** One of the most basic justifications for veterans' benefits is that of caring for those wounds, injuries and infirmities suffered by those who protect the nation during wartime. As stated earlier, the perception of how well this works has an obvious influence in the ability to recruit new Soldiers, Sailors, Airmen and Marines. Accordingly, veterans who have served during wartime eras have, since the time of George Washington, been granted special standing.

**Female Veterans:** *Beginning in the 1940s and ending in the late 1960s, federal statutes limited females from comprising more than two percent of all US active duty armed forces. That practice has all but been abandoned. While female veterans clearly still represent a minority of all American veterans at 6.9 %, their increased participation, both in terms of their absolute number and increasingly hazardous duty assignments, has earned women veterans greater visibility. Female veterans under age 30 represent 20 % of all veterans under age 30. Along with that increased profile USDVA has placed increased emphasis on meeting both their military and post-military needs.*

**Age of States' Veteran Population:** *Two factors are most predictive of who will seek healthcare from the FDVA. First is the veteran's ability to access USDVA healthcare services. Second is the age of the veteran. Various USDVA publications over the years have documented the usage of FDVA facilities increases dramatically as veterans age. Florida is home to the second largest population of veterans aged 65 and over. Veterans age 85 and over are projected by USDVA to increase from 69,110 in September 2002 to 129,152 by September 30, 2010. This is the age group that will require the highest degree of medical care and living assistance.*

**Period of Service:** *Veterans of various wartime eras have issues of unique significance. For example, veterans of the World War II may have special concerns about exposures to ionizing radiation. Veterans of the Korean War may have significant cold-related injuries. Veterans of the Vietnam Conflict are often concerned about exposure to Agent Orange. Veterans in the Gulf War are often focused on possible exposures to various harmful substances, including nerve gas and biological agents. In legislative and other environments, Florida's population of veterans has a very strong interest in all such matters.*

In addition to being home to the third largest population of Persian Gulf veterans, Florida is home to a large number of National Guard and Reserve units currently assigned to that wartime theater. Many of those Guard and Reserve personnel have not yet exited the military and they are not yet reflected in the count of veterans from that wartime period. The Florida National Guard has stated that Florida has had the most combat troops deployed and was the

## TRENDS AND CONDITIONS

third highest overall deployed state at the start of the conflict and continues to be a leading state for mobilization.

**Military Retirees:** The critically important mission of the U.S. Armed Forces could not be achieved by sole reliance upon Soldiers, Sailors, Airmen and Marines who serve single enlistments in our military. The backbone of the U.S. Armed Forces is the career soldier who provides continuity, judgment and professionalism in its ranks.

Because of the unusual and arduous nature of a military career, much of which is performed under uncommonly challenging circumstances, Congress has long supported special appreciation and recognition for military retirees. As of 2002, there were 1,909,523 retired military personnel nationwide to whom \$33 Billion was paid by the Department of Defense (DoD) for that year. **Of this number, 184,451 resided in Florida and receive the largest dollar amount of retirement pay from DoD, at \$3.47 Billion.** The 25,991 widows of retired military receive \$2.2 million in survival benefits.

**Long Term Care:** *A nationwide USDVA state veterans' home bed analysis completed in 2001 documented an "unmet bed need" of 3,721 nursing home beds for Florida. This equates to approximately 31 additional 120-bed State Veterans' Nursing Homes for Florida, based on population projections for veterans aged 65 and older. Florida continues to need additional state veterans' nursing homes. FDVA continues to pursue this need herein by proposing up to three new homes to be opened in the 2005-2010 planning period.*

### **SUMMARY**

Summarizing the information discussed above, Florida veterans have completed qualifying military service as defined in U.S Code Title 38. With respect to their health and welfare, Florida's almost 1.9 million veterans are described by the following characteristics.

- Exhibit the largest in-migration of any state veterans' population segment.
- Have the oldest median age of veterans of any state.
- Are the second largest veteran population in the country.
- Include 107,963 women veterans of which 11,519 have a service-connected disability.
- With families and survivors, comprise over 25% of Florida's population.
- Claim benefits most frequently; suffer the most severely disabling conditions.

### **Major Events 2003:**

- Springfield, FL 120-bed State Veterans' Nursing Home dedicated in August.
- Groundbreaking for Florida's World War II Memorial Monument on Veteran's Day.
- Approval of a new state license plate for paratroopers.
- Approval of military services specialty license plates.
- Condominium owners able to fly military service flags on patriotic holidays.

## TRENDS AND CONDITIONS

- President Bush authorized the purchase and construction of two new VA National Cemeteries in Florida, in the Sarasota County and Jacksonville areas.
- Phased concurrent receipt of military retired pay and veteran disability compensation for certain military retirees and for revisions to combat-related special compensation.

### **Major Events 2004:**

- Port Charlotte, FL 120-bed State Veterans' Nursing Homes dedicated in January.
- USDVA Capital Asset Realignment for Enhanced Services (CARES) Commission approved by Secretary Principi. It will bring Florida
  - A new VA Hospital in Orlando.
  - New bed tower in Gainesville and Tampa.
  - Four new outpatient clinics.
  - Enhanced DoD/USDVA medical services delivery in Jacksonville, Pensacola, and Eglin.
  - Other expanded clinics and services throughout Florida.

## LRPP Exhibit I: Department Workforce Plan

### 5-Year Workforce Plan

The 2001-2002 Long Range Program Plan Guidance tasked State agencies to examine and provide the impact of reducing the workforce by 25 percent over a five-year period. *FDVA has met the 25% state workforce reduction goal over five years through outsourcing significant portions of State Veterans' Homes staff.* FDVA has undertaken the following actions to meet these criteria:

- Homes in operation prior to the opening of Pembroke Pines operated with a staff of between 120 and 133 FTE. A joint FDVA and AHCA study suggested several areas potentially suitable for outsourcing. The basis of the current staffing model is to retain all critical management and supervisory positions as State employees and outsource all others. Retaining State control of the critical management and supervisory positions in healthcare and business operations allows direct control of the quality of care, ensure effective and efficient operations of these veterans' homes, and maintain FDVA accountability to Florida's veteran constituency.
- Implementation of the outsourcing plan began with SVNH Pembroke Pines. The 2001 Legislature tasked FDVA to report on initial results of outsourcing in March 2002. Based on lessons learned and best practices derived, this staffing arrangement was incorporated into SVNH's in Springfield and Port Charlotte. The outsourcing program is being applied to the Domiciliary in Lake City, and SVNH's, in Daytona Beach and Land O' Lakes within the next two years.
- In the 5 year workforce plan the Department is projecting outsourcing 484 of the 521 FTE that would be required to be appropriated to operate the States' Veterans' Nursing Homes with only state employees.

## LRPP Exhibit I: Department Workforce Plan

**PROGRAM: Services to Veterans**

**SERVICE: State Veterans' Nursing Homes**

FY 2005-2006 AGENCY FIVE YEAR WORKFORCE PLAN UPDATE YEAR 6 FY 2006-2007 AGENCY FIVE YEAR WORKFORCE PLAN UPDATE YEAR 7	FTE TARGET/ ADJUSTMENTS TO TARGET	FTE ACTUAL AND PROJECTED DECREASES (LRPP)	ADDITIONAL APPROPRIATED FTE	IMPACT OF REDUCTION
<b>FTE in FY 1998-1999 (Column A02) (Historical Column A83)</b>	403.00			
<b>Adjustments/Actions</b>				
<b>FY 1999 - 2000: Manpower for Veterans' Benefits</b>			1.00	
<b>Start-up Costs for Medical Facilities</b>			3.00	
<b>FY 2000 - 2001: IT Resource Management</b>			2.00	
<b>Start up-Pembroke Pines</b>			131.00	
<b>FY 2001 - 2002: Outsourcing Pembroke Pines SVNH</b>		Outsourcing (87.00)		
<b>Special Session C</b>		(1.00)		
<b>FY 2002 - 2003: SB 1202 Staffing Increase</b>			53.00	
<b>Staffing Increase</b>			2.00	
<b>Start up - Springfield SVNH</b>			25.00	
<b>Start up - Port Charlotte SVNH</b>			25.00	
<b>FY 2003 - 2004: Springfield SVNH</b>		Outsourcing (83.00)	133.00	
<b>Port Charlotte SVNH</b>		Outsourcing (83.00)	133.00	
<b>SB 1202 Staffing Increase</b>			4.00	
<b>Restore FTE Pembroke Pines SVNH</b>			7.00	
<b>Legislative Affairs Reduction</b>		(1.00)		
<b>FY 2004 - 2005: SB 1202 Staffing Increase</b>				
<b>FY 2005 - 2007: Outsource Health Services</b>		Outsourcing (140.00)		
<b>Outsource Housekeeping/Laundry</b>		Outsourcing (36.00)		
<b>Outsource Food Service</b>		Outsourcing (35.00)		
<b>NUMBER OF FTE SUBJECT TO 25% EXERCISE</b>	924.00			
<b>ADJUSTED 25% TARGET</b>	<b>231.00</b>			
<b>(ACTUAL 52.4%)</b>		<b>(484)</b>	<b>521.00</b>	<b>0.0</b>
<p>* Note: 1. This update includes additive Nursing Home staffing requirements mandated by SB 1202.                  2. Outsourcing 83 of 158 FTE at Bay and Charlotte County facilities.                  3. The 924 FTE subject to the 25% reduction reflects total state employee staffing requirement for new SVNHs prior to the outsourcing adjustment decrease. (See page 20)</p>				

## LRPP Exhibit II - Performance Measures and Standards

Department: DEPARTMENT OF VETERANS' AFFAIRS	Department No.: 50
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Program: SERVICES TO VETERANS' PROGRAMS	Code: 50100000
Service/Budget Entity: VETERANS' NURSING HOMES	Code: 50100100

Approved Performance Measures for FY 2004-05	Approved Prior Year Standard FY 2003-04	Prior Year Actual FY 2003-04	Approved Standards for FY 2004-05	Requested FY 2005-06 Standard
Occupancy rate for homes in operation for 2 years or longer	90%	90%	90%	90%
Percent of veterans' homes in compliance with quality of care healthcare regulations	100%	100%	100%	100%
Number of veterans' homes beds available	510	750	750	750

Department: DEPARTMENT OF VETERANS' AFFAIRS	Department No.: 50
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Program: SERVICES TO VETERANS' PROGRAMS	Code: 50100000
Service/Budget Entity: EXECUTIVE DIRECTION AND SUPPORT SERVICES	Code: 50100400

Approved Performance Measures for FY 2004-05 (Words)	Approved Prior Year Standard FY 2003-04	Prior Year Actual FY 2003-04	Approved Standards for FY 2004-05	Requested FY 2005-06 Standard
Administration costs as a percent of total agency costs	6.8%	6.8%	6.8%	6.8%
Administrative positions as a percent of total agency positions	4.4%	4.4%	4.4%	4.4%



## LRPP Exhibit II - Performance Measures and Standards

Department: DEPARTMENT OF VETERANS' AFFAIRS	Department No.: 50
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Program: SERVICES TO VETERANS' PROGRAMS	Code: 50100000
Service/Budget Entity: VETERANS' BENEFITS AND ASSISTANCE	Code: 50100700

Approved Performance Measures for FY 2004-05	Approved Prior Year Standard <b>FY 2003-04</b>	Prior Year Actual <b>FY 2003-04</b>	Approved Standards for <b>FY 2004-05</b>	Requested <b>FY 2005-06</b> Standard
Value of cost avoidance because of issue resolution	\$5,065,782	\$17,417,140	\$5,065,782	\$5,167,098
Value of cost avoidance because of retroactive compensation	\$69,360,000	\$68,870,458	\$69,360,000	\$70,747,000
Number of veterans' served	71,400	77,047	71,400	72,800
Number of services to veterans	368,434	385,785	368,434	372,118
Number of claims processed	15,065	24,290	15,065	15,366

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Department:** Department of Veterans' Affairs/ 50  
**Program:** Services to Veterans/ 50100000  
**Service:** Veterans' Homes/ 50100100  
**Activity:** State Veterans' Nursing Home, Daytona Beach  
 State Veterans' Nursing Home, Land O' Lakes  
 State Veterans' Domiciliary, Lake City  
 State Veterans' Nursing Home, Pembroke Pines  
 State Veterans' Nursing Home, Springfield  
 State Veterans' Nursing Home, Port Charlotte

**Measure:** Occupancy Rate for Veterans' Homes in operation for 2 years or Longer.

*\* All statistics regarding the Homes Program as a whole do NOT include the two new facilities in Springfield and Port Charlotte. These facilities are allowed two years to meet state approved performance measures, and will be included in the group statistics when that start-up phase is completed.*

**Action:**

- Performance Assessment of Outcome Measure (complete entire form)
- Performance Assessment of Output Measure (complete entire form)
- Revision of Measure (complete explanation at bottom of form only)
- Deletion of Measure (complete explanation at bottom of form only)
- Adjustment of GAA Performance Standards (complete the entire form, where appropriate)

Approved GAA Standard	Actual Performance Results	Difference (Over/Under)	Percentage Difference
90%	88%	(Under)	-2%

**Explanation:** Two State Veterans' Nursing Homes (SVNH) exceeded the occupancy standard.

Emory L. Bennett Memorial SVNH, Daytona Beach Occupancy Trends: FY 2003-2004 occupancy rate was 93 %. This is an increase of 3 % over last year.

Baldomero Lopez Memorial SVNH, Land O' Lakes Occupancy Trends: FY 2003-20043 occupancy rate was 91 %. The occupancy rate was met even with the fact that 3 beds were unavailable for residents during a renovation project on the dementia wing. All beds for this facility are available for FY 2004-2005.

**Factors accounting for the difference:**

**Internal Factors** (check all that apply):

- Personnel Factors
- Competing Priorities

- Previous Estimate Incorrect
- Staff Capacity
- Level of Training
- Other (Identify) (Facility Limitations)

**Explanation:**

Robert H. Jenkins, Jr., SVDH Lake City Occupancy Trends: FY 2003-2004 occupancy rate was 83%. The lower census is due to the fact that beds are unavailable to residents due to the requirements of the Americans with Disabilities Act (ADA). A renovation project has been budgeted and scheduled for Fiscal Year 2005-2006. Upon completion of the project the all licensed beds will be available for residents.

Alexander “Sandy” L. Nininger, Jr. Memorial State, SVNH Pembroke Pines: FY 2003-2004 occupancy rate was 88%. This is an increase of 18% from the 70% in FY 2002-2003. The 90% occupancy was reached in the last quarter.

**External Factors** (check all that apply): N/A

- Resources Unavailable
- Legal/Legislative Change
- Natural Disaster
- Technological Problems
- Target Population Change
- This Program/Service Cannot Fix the Problem
- Current Laws Are Working Against The Agency Mission
- Other (Identify)

**Management efforts to address differences/problems** (check all that apply): N/A

- Training
- Personnel
- Technology
- Other (Identify) (Facility Renovations/Modifications)

**Recommendations:**

Facility renovations and modifications at the Domiciliary Home are scheduled to be completed in Fiscal Year 2005-2006. The FDVA LBR for FY 2004-05 will request funding for SB 1202 staffing increases. Expansion of ongoing marketing plans with the full utilization of the public information officer in SVNH programs.

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Department:** Department of Veterans' Affairs/ 50  
**Program:** Services to Veterans/ 50100000  
**Service:** Veterans' Homes/ 50100100  
**Activity:** State Veterans' Nursing Home, Daytona Beach  
 State Veterans' Nursing Home, Land O' Lakes  
 State Veterans' Domiciliary, Lake City  
 State Veterans' Nursing Home, Pembroke Pines  
 State Veterans' Nursing Home, Springfield  
 State Veterans' Nursing Home, Port Charlotte  
**Measure:** Percent of veterans' homes in compliance with quality of care healthcare regulations

**Action:**

- Performance Assessment of Outcome Measure (complete entire form)
- Performance Assessment of Output Measure (complete entire form)
- Revision of Measure (complete explanation at bottom of form only)
- Deletion of Measure (complete explanation at bottom of form only)
- Adjustment of GAA Performance Standards (complete the entire form, where appropriate)

Approved Standard	Actual Performance Results	Difference (Over/Under)	Percentage Difference
100%	100%	N/A	0 %

**Factors accounting for the difference:**

**Internal Factors** (check all that apply): N/A

- Personnel Factors
- Competing Priorities
- Previous Estimate Incorrect
- Staff Capacity
- Level of Training
- Other (Identify) (New Performance Assessment)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard. N/A

**External Factors** (check all that apply): N/A

Resources Unavailable

### **LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT**

- Legal/Legislative Change
- Natural Disaster
- Technological Problems
- Target Population Change
- This Program/Service Cannot Fix The Problem
- Current Laws Are Working Against The Agency Mission
- Other (Identify)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard.

N/A

**Management efforts to address differences/problems** (check all that apply): N/A

- Training
- Personnel
- Technology
- Other (Identify)

- **Recommendations:**

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Department:** Department of Veterans' services/ 50  
**Program:** Services to Veterans/ 50100000  
**Service:** Veterans' Homes/50100100  
**Activity:** State Veterans' Nursing Home, Daytona Beach  
                   State Veterans' Nursing Home, Land O' Lakes  
                   State Veterans' Domiciliary, Lake City  
                   State Veterans' Nursing Home, Pembroke Pines  
                   State Veterans' Nursing Home, Springfield  
                   State Veterans' Nursing Home, Port Charlotte  
**Measure:** Number of veterans' homes beds available

**Action:**

- Performance Assessment of Outcome Measure (complete entire form)
- Performance Assessment of Output Measure (complete entire form)
- Revision of Measure (complete explanation at bottom of form only)
- Deletion of Measure (complete explanation at bottom of form only)
- Adjustment of GAA Performance Standards (complete the entire form, where appropriate)

Approved Standard	Actual Performance Results	Difference (Over/Under)	Percentage Difference
750	747	Under	-0.04%

**Factors accounting for the difference:**

**Internal Factors** (check all that apply): N/A

- Personnel Factors
- Competing Priorities
- Previous Estimate Incorrect
- Staff Capacity
- Level of Training
- Other (Identify) Temporary reduction to allow for existing home renovations.

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Explanation:** During a wing renovations to upgrade safety and health issue for the dementia wing of the facility the State Veterans Nursing Home at Land O' Lakes three beds were removed from service. The beds will go back into service upon completion of construction renovation.

**External Factors** (check all that apply): N/A

- Resources Unavailable
- Legal/Legislative Change
- Natural Disaster
- Technological Problems
- Target Population Change
- This Program/Service Cannot Fix the Problem
- Current Laws Are Working Against the Agency Mission
- Other (Identify)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard.

N/A

**Management efforts to address differences/problems** (check all that apply): N/A

- Training
- Personnel
- Technology
- Other (Identify)

- **Recommendations:** Renovations of State Veterans Nursing Homes are periodically necessary to meet changing healthcare standards and new OSHA requirements that result in quality of life improvements for the residents. Lessons learned in renovations are applied to new home construction.

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Department:** Department of Veterans' Service/ 50  
**Program:** Services to Veterans/ 50100100  
**Service:** Executive Direction and Support Services/ 50100700  
**Measure:** Administrative costs as a percent of total agency costs

**Action:**

- Performance Assessment of Outcome Measure (complete entire form)
- Performance Assessment of Output Measure (complete entire form)
- Revision of Measure (complete explanation at bottom of form only)
- Deletion of Measure (complete explanation at bottom of form only)
- Adjustment of GAA Performance Standards (complete the entire form, where appropriate)

Approved Standard	Actual Performance Results	Difference (Over/Under)	Percentage Difference
6.8%	6.1 %	Under	-10 %

**Factors accounting for the difference:**

**Internal Factors** (check all that apply): N/A

- Personnel Factors
- Competing Priorities
- Previous Estimate Incorrect
- Staff Capacity
- Level of Training
- Other (Identify)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard. N/A

**External Factors** (check all that apply): N/A

- Resources Unavailable
- Legal/Legislative Change
- Natural Disaster
- Technological Problems
- Target Population Change
- This Program/Service Cannot Fix The Problem
- Current Laws Are Working Against The Agency Mission
- Other (Identify)



## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard: .N/A

**Management efforts to address differences/problems** (check all that apply): N/A

- Training
- Personnel
- Technology
- Other (Identify)

- **Recommendations:** No recommendation. The department did not exceed the administrative costs as a percent of total agency costs.

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Department:** Department of Veterans' Service/ 50  
**Program:** Services to Veterans/ 50100000  
**Service:** Executive Direction and Support Services/ 50100700  
**Measure:** Administrative positions as a percent of total agency positions

**Action:**

- Performance Assessment of Outcome Measure (complete entire form)
- Performance Assessment of Output Measure (complete entire form)
- Revision of Measure (complete explanation at bottom of form only)
- Deletion of Measure (complete explanation at bottom of form only)
- Adjustment of GAA Performance Standards (complete the entire form, where appropriate)

Approved Standard	Actual Performance Results	Difference (Over/Under)	Percentage Difference
4.4%	4.4 %	N/A	N/A

**Factors accounting for the difference:**

**Internal Factors** (check all that apply): N/A

- Personnel Factors
- Competing Priorities
- Previous Estimate Incorrect
- Staff Capacity
- Level of Training
- Other (Identify) (New Performance Assessment)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard. N/A

**External Factors** (check all that apply): N/A

- Resources Unavailable
- Legal/Legislative Change
- Natural Disaster
- Technological Problems
- Target Population Change
- This Program/Service Cannot Fix The Problem
- Current Laws Are Working Against The Agency Mission

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

Other (Identify)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard. N/A

**Management efforts to address differences/problems** (check all that apply): N/A

- Training
- Personnel
- Technology
- Other (Identify)

- **Recommendations:** No recommendation. The department has met the number of administrative positions as a percent of total agency positions.

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Department:** Department of Veterans' Service/ 50  
**Program:** Services to Veterans/ 50100000  
**Service/Budget Entity:** Veterans' Benefits and Assistance/ 50100700  
**Measure:** Value of cost avoidance because of issue resolution

**Action:**

- Performance Assessment of Outcome Measure (complete entire form)
- Performance Assessment of Output Measure (complete entire form)
- Revision of Measure (complete explanation at bottom of form only)
- Deletion of Measure (complete explanation at bottom of form only)
- Adjustment of GAA Performance Standards (complete the entire form, where appropriate)

Approved Standard	Actual Performance Results	Difference (Over/Under)	Percentage Difference
\$5,065,782	\$17,417,140	Over	243 %

**Factors accounting for the difference:**

**Internal Factors** (check all that apply): N/A

- Personnel Factors
- Competing Priorities
- Previous Estimate Incorrect
- Staff Capacity
- Level of Training
- Other (Identify) (New Performance Assessment)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard. N/A

**External Factors** (check all that apply): N/A

- Resources Unavailable
- Legal/Legislative Change
- Natural Disaster
- Technological Problems
- Target Population Change
- This Program/Service Cannot Fix the Problem
- Current Laws Are Working Against The Agency Mission

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

Other Increased number of veterans served.

**Explanation:** The workload of Veterans' Benefits and Assistance is based on the number of visits, requests for assistance, claims and appeals that are generated by the veteran or the family member. The division has demonstrated the flexibility to accommodate the fluctuations of this demand. The workload from seasonal veterans (winter residents and tourists) can directly impact the work load as well as the exponentially increase of new veterans to Florida. The established standard for the performance measure of cost avoidance was exceeded based on the increase demands of the veteran population and the division providing the assistance that resulted in the larger dollars amount from the USDVA to Florida Veterans.

**Management efforts to address differences/problems** (check all that apply): N/A

- Training
- Personnel
- Technology
- Other (Identify)

- **Recommendations:** Our baseline standards are annual goals. Actual outcomes/outputs will be under and over the performance measure standards on a yearly basis. The workload outcome of the FDVA is statistically in direct proportion to changes in Federal Veterans Administration programs and the success of the USDVA in meeting the demands and needs of Florida veterans. FDVA performance measures were established to identify and evaluate the success of Florida in meeting the changing needs of veterans and families. The department will utilize the annual assessments to track trends for the type of services necessary to meet the needs of the aging veteran population and their family. No additional changes are recommended.

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Department:** Department of Veterans' Service/ 50  
**Program:** Services to Veterans/ 50100000  
**Service/Budget Entity:** Veterans' Benefits and Assistance/ 50100700  
**Measure:** Value of cost avoidance because of retroactive compensation

**Action:**

- Performance Assessment of Outcome Measure (complete entire form)
- Performance Assessment of Output Measure (complete entire form)
- Revision of Measure (complete explanation at bottom of form only)
- Deletion of Measure (complete explanation at bottom of form only)
- Adjustment of GAA Performance Standards (complete the entire form, where appropriate)

Approved Standard	Actual Performance Results	Difference (Over/Under)	Percentage Difference
\$69,360,000	\$68,870,458	Under	-0.03 %

**Factors accounting for the difference:**

**Internal Factors** (check all that apply): N/A

- Personnel Factors
- Competing Priorities
- Previous Estimate Incorrect
- Staff Capacity
- Level of Training
- Other (Identify) (New Performance Assessment)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard. N/A

**External Factors** (check all that apply): N/A

- Resources Unavailable
- Legal/Legislative Change
- Natural Disaster
- Technological Problems
- Target Population Change
- This Program/Service Cannot Fix The Problem
- Current Laws Are Working Against The Agency Mission

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

Other: Delay in the USDVA in reporting of statistical data on all claims for the end of the fiscal year in order to incorporate the dollar amounts into this LRPP.

**Explanation:** The workload of Veterans' Benefits and Assistance is based on the number of visits, requests for assistance, claims and appeals that are generated by the veteran or the family member. The division has demonstrated the flexibility to accommodate the fluctuations of this demand. The workload from seasonal veterans (winter residents and tourists) can directly impact the work load as well as the exponentially increase of new veterans to Florida. The established standard for the performance measure of value of cost avoidance because of retroactive compensation however is a direct result in the dollar amount awarded to veterans in the claims and appeals process. The United States Court of Veterans Appeals will impact the dollar amount awarded to the veterans of Florida. The FDVA has taken action on claims that will not receive final adjudication until the end of August. The dollar amount of the award is not determined to be awarded to the veteran until official notification by the USDVA.

**Management efforts to address differences/problems** (check all that apply): N/A

- Training
- Personnel
- Technology
- Other (Identify)

- **Recommendations:** Our baseline standards are annual goals. Actual outcomes/outputs will be under/over the performance measure standards on a yearly basis. The workload outcome of the FDVA is statistically in direct proportion to changes in Federal Veterans Administration programs and the success of the USDVA in meeting the demands and needs of Florida veterans. FDVA performance measures were established to identify and evaluate the success of Florida in meeting the changing needs of veterans and families. The department will utilize the annual assessments to track trends for the type of services necessary to meet the needs of the aging veteran population and their family. The department's final dollar amount for this performance will be higher after final adjudication by the USDVA. Based on current USDVA programs the Department is recommending no additional changes to this performance measure.

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Department:** Department of Veterans' Service/ 50  
**Program:** Services to Veterans/ 50100000  
**Service/Budget Entity:** Veterans' Benefits and Assistance/ 50100700  
**Measure:** Number of veterans served

**Action:**

- Performance Assessment of Outcome Measure (complete entire form)
- Performance Assessment of Output Measure (complete entire form)
- Revision of Measure (complete explanation at bottom of form only)
- Deletion of Measure (complete explanation at bottom of form only)
- Adjustment of GAA Performance Standards (complete the entire form, where appropriate)

Approved Standard	Actual Performance Results	Difference (Over/Under)	Percentage Difference
71,400	77,047	Over	+ 7 %

**Factors accounting for the difference:**

**Internal Factors** (check all that apply): N/A

- Personnel Factors
- Competing Priorities
- Previous Estimate Incorrect
- Staff Capacity
- Level of Training
- Other (Identify) (New Performance Assessment)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard. N/A

**External Factors** (check all that apply): N/A

- Resources Unavailable
- Legal/Legislative Change
- Natural Disaster
- Technological Problems
- Target Population Change
- This Program/Service Cannot Fix The Problem
- Current Laws Are Working Against The Agency Mission



## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

Other (Identify)

**Explanation:** The workload of Veterans' Benefits and Assistance is based on the number of visits, requests for assistance, claims and appeals that are generated by the veteran or the family member. The division has demonstrated the flexibility to accommodate the fluctuations of this demand. The workload from seasonal veterans (winter residents and tourists) can directly impact the work load as well as the exponentially increase of new veterans to Florida. The established standard for the performance measure of veterans served was exceeded based on increased demands of the veteran population and the division providing the assistance to a larger number Florida Veterans.

**Management efforts to address differences/problems** (check all that apply): N/A

- Training
- Personnel
- Technology
- Other (Identify)

- **Recommendations:** Our baseline standards are annual goals. Actual outcomes/outputs will be under/over the performance measure standards on a yearly basis. The workload outcome of the FDVA is statistically in direct proportion to changes in Federal Veterans Administration programs and the success of the USDVA in meeting the demands and needs of Florida veterans. The FDVA performance measures were established to identify and evaluate the success of Florida in meeting the changing needs of veterans and families. The department will utilize the annual assessments to track trends for the type of services necessary to meet the needs of the aging veteran population and their family. No additional changes are recommended.

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Department:** Department of Veterans' Service/ 50  
**Program:** Services to Veterans/ 50100000  
**Service/Budget Entity:** Veterans' Benefits and Assistance/ 50100700  
**Measure:** Number of services to veterans

**Action:**

- Performance Assessment of Outcome Measure (complete entire form)
- Performance Assessment of Output Measure (complete entire form)
- Revision of Measure (complete explanation at bottom of form only)
- Deletion of Measure (complete explanation at bottom of form only)
- Adjustment of GAA Performance Standards (complete the entire form, where appropriate)

Approved Standard	Actual Performance Results	Difference (Over/Under)	Percentage Difference
368,434	385,785	Over	+ 4.5 %

**Factors accounting for the difference:**

**Internal Factors** (check all that apply): N/A

- Personnel Factors
- Competing Priorities
- Previous Estimate Incorrect
- Staff Capacity
- Level of Training
- Other (Identify) (New Performance Assessment)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard. N/A

**External Factors** (check all that apply): N/A

- Resources Unavailable
- Legal/Legislative Change
- Natural Disaster
- Technological Problems
- Target Population Change
- This Program/Service Cannot Fix The Problem
- Current Laws Are Working Against The Agency Mission

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

Other (Identify)

**Explanation:** The workload of Veterans' Benefits and Assistance is based on the number of visits, requests for assistance, claims and appeals that are generated by the veteran or the family member. The division has demonstrated the flexibility to accommodate the fluctuations of this demand. The workload from seasonal veterans (winter residents and tourists) can directly impact the work load as well as the exponentially increase of new veterans to Florida. The established standard for the performance measure of number of services to veterans was exceeded based on increased demands of the veteran population and the division providing the assistance to a larger number Florida Veterans.

**Management efforts to address differences/problems** (check all that apply): N/A

- Training
- Personnel
- Technology
- Other (Identify)

- **Recommendations:** Our baseline standards are annual goals. Actual outcomes/outputs will be under/over the performance measure standards on a yearly basis. The workload outcome of the FDVA is statistically in direct proportion to changes in Federal Veterans Administration programs and the success of the USDVA in meeting the demands and needs of Florida veterans. The FDVA performance measures were established to identify and evaluate the success of Florida in meeting the changing needs of veterans and families. The department will utilize the annual assessments to track trends for the type of services necessary to meet the needs of the aging veteran population and their family. No additional changes are recommended.

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

**Department:** Department of Veterans' Service/ 50  
**Program:** Services to Veterans/ 50100000  
**Service/Budget Entity:** Veterans' Benefits and Assistance/ 50100700  
**Measure:** Number of claims processed

**Action:**

- Performance Assessment of Outcome Measure (complete entire form)
- Performance Assessment of Output Measure (complete entire form)
- Revision of Measure (complete explanation at bottom of form only)
- Deletion of Measure (complete explanation at bottom of form only)
- Adjustment of GAA Performance Standards (complete the entire form, where appropriate)

Approved Standard	Actual Performance Results	Difference (Over/Under)	Percentage Difference
15,065	24,290	Over	+ 64 %

**Factors accounting for the difference:**

**Internal Factors** (check all that apply): N/A

- Personnel Factors
- Competing Priorities
- Previous Estimate Incorrect
- Staff Capacity
- Level of Training
- Other (Identify) (New Performance Assessment)

**Explanation:** Briefly describe how each factor impacted the agency's ability to meet the standard. N/A

**External Factors** (check all that apply): N/A

- Resources Unavailable
- Legal/Legislative Change
- Natural Disaster
- Technological Problems
- Target Population Change
- This Program/Service Cannot Fix The Problem
- Current Laws Are Working Against The Agency Mission

## LRPP Exhibit III – PERFORMANCE MEASURE ASSESSMENT

Other (Identify)

**Explanation:** The workload of Veterans' Benefits and Assistance is based on the number of visits, requests for assistance, claims and appeals that are generated by the veteran or the family member. The division has demonstrated the flexibility to accommodate the fluctuations of this demand. The workload from seasonal veterans (winter residents and tourists) can directly impact the work load as well as the exponentially increase of new veterans to Florida. The established standard for the performance measure of number of claims processed was exceeded based on increased demands of the veteran population and the division providing the assistance to a larger number Florida Veterans.

**Management efforts to address differences/problems** (check all that apply): N/A

- Training
- Personnel
- Technology
- Other (Identify)

- **Recommendations:** Our baseline standards are annual goals. Actual outcomes/outputs will be under/over the performance measure standards on a yearly basis. The workload outcome of the FDVA is statistically in direct proportion to changes in Federal Veterans Administration programs and the success of the USDVA in meeting the demands and needs of Florida veterans. The FDVA performance measures were established to identify and evaluate the success of Florida in meeting the changing needs of veterans and families. The department will utilize the annual assessments to track trends for the type of services necessary to meet the needs of the aging veteran population and their family. No additional changes are recommended.

## LRPP Exhibit IV – PERFORMANCE MEASURES VALIDITY AND RELIABILITY

Department: Department of Veterans' Affairs

**Program:** Services to Veterans

**Service:** Executive Direction and Support Services

**Activity:** Executive Direction

**Measure:** Agency administrative and support costs as a percentage of total agency

Costs/agency administrative and support positions as a percent of total agency positions

- Requesting Revision to Approved Measure
- Change in Data Sources or Measurement Methodologies
- Requesting New Measure
- Backup for Performance Outcome and Output Measure

**Data Sources and Methodology:** FDVA Legislative budget.

**Validity:** The PM is valid because Administrative costs are quantifiable from the legislative budget and expenditure information.

**Reliable:** The PM is reliable because the costs and FTE are a measurable quantity both for the entire Agency and the Administration Division. A simple ratio will always generate a value that is comparable across multiple years.

## LRPP Exhibit IV – PERFORMANCE MEASURES VALIDITY AND RELIABILITY

**Department:** Department of Veterans' Affairs  
**Program:** Services to Veterans  
**Service:** Veterans' Benefits and Assistance  
**Activity:** Veterans' Claims Services  
**Measure:** Value of Cost Avoidance because of Retroactive Compensation

- Requesting Revision to Approved Measure
- Change in Data Sources or Measurement Methodologies
- Requesting New Measure
- Backup for Performance Outcome and Output Measure

**Data Sources and Methodology:** Division of Benefits and Assistance Data Base.

The Bureau of Claims Services Veterans' Claims Examiners (VCEs) assists Florida's veterans navigate the often cumbersome and confusing requirements associated with obtaining access to USDVA benefits for which they are eligible. VCEs provide counseling services and assistance to veterans, their dependents, and survivors with the preparation, submission and prosecution of claims and appeals for state and federal entitlements as well as applications to correct military records. The Bureau's primary responsibility is to work directly with the decision resources in the USDVA Regional Office to expedite client's claims and to influence through proactive advocacy, the most positive outcome. Because of administrative procedures and legal rulings, claims processing at all levels has become complex and time-consuming.

To this end, Veterans' Claims provides a quality control function by reviewing completed USDVA benefits rating decisions and paralegal due process assistance in the prosecution of veterans' disagreements with and appeals of USDVA rating decisions and debt identification/relief. Paramount among the core processes is Appellate due process and benefits rating review functions. These represent the bulk of Claims functional activities and result in the greatest value added, in terms of retroactive benefits awarded and debt relief. Effective functioning in this capacity requires a comprehensive and intimate knowledge of the Title 38 Code of Federal Regulations, Parts III and IV, on a par with that of USDVA Veteran Service Representatives, Rating Specialists and Decisional Review Officers. *(Not all claims will result in a monetary award; either as a grant of benefits or an increase in degree of disability. Measurement of achievement only in terms of monetary awards fails to count a portion of our constituency who are no less served because an award for an increase in benefits was not warranted.)* The dollar value of "Retroactive Compensation" is a direct cost avoidance to the State of Florida, which would otherwise be required to provide needed services out of general revenue.

**Validity:** The PM is valid because it measures the increase in the dollar amount associated with "Retroactive Compensation" activities of the Division of Benefits and Assistance, Bureau of Claims Services and compares that quantifiable amount to prior years' data.

**Reliable:** The PM is reliable because amount of "Retroactive Compensation" is a quantifiable value. "Retroactive Compensation" amounts are entered into the FDVA's Veterans Benefits On-Line Claims Tracking System (V-BOLTS). The dollar value of the service can be accessed and totaled for any given time period (usually quarterly/annually). USDVA costs and Bureau quantification methods are standardized.

## LRPP Exhibit IV – PERFORMANCE MEASURES VALIDITY AND RELIABILITY

**Department:** Department of Veterans' Affairs  
**Program:** Services to Veterans  
**Service:** Veterans' Benefits and Assistance  
**Activity:** Veterans' Field Services  
**Measure:** Value of Cost Avoidance because of Issue Resolution

- Requesting Revision to Approved Measure
- Change in Date Sources or Measurement Methodologies
- Requesting New Measure
- Backup for Performance Outcome and Output Measure

**Data Sources and Methodology:** Division of Benefits and Assistance Data Base.

The Bureau of Field Services continues to help Florida's veterans navigate the often cumbersome and confusing requirements associated with obtaining access to USDVA benefits for which they are eligible. This service includes assistance with origination and tracking of claims for USDVA benefits as well as assistance in determining, verifying, and obtaining eligibility for treatment, medications, prosthetics, and other monetary issues, within the VHA system. This service provides Florida veterans with significant economic value; without it, eligibility and access would suffer. The Bureau calls these functional activities in support of veterans, their families and survivors, 'Issue Resolution'. Issue Resolutions are measured in terms of the dollar value of the benefits received. The dollar value of Issue Resolutions is a direct cost avoidance to the State of Florida, which would otherwise be required to provide needed services out of general revenue.

**Validity:** The PM is valid because it measures the increase in the dollar amount associated with issue resolution activities of Division of Benefits and Assistance, Field Services Bureau and compares that quantifiable amount to prior years' data.

**Reliable:** The PM is reliable because every activity and product is assigned a dollar value by the USDVA. Individual issue resolution activities of Division of Benefits and Assistance, Field Services Bureau are entered into the FDVA's Veterans Benefits On-Line Claims Tracking System (V-BOLTS). The dollar value of the service can be accessed and totaled for any given time period (usually quarterly/annually). USDVA costs and Bureau quantification methods are standardized.



## LRPP Exhibit IV – PERFORMANCE MEASURES VALIDITY AND RELIABILITY

**Department:** Department of Veterans' Affairs  
**Program:** Services to Veterans  
**Service:** Veterans' Benefits and Assistance  
**Activity:** Veterans' Claims Services

Veterans' Field Services

- Requesting Revision to Approved Measure
- Change in Data Sources or Measurement Methodologies
- Requesting New Measure
- Backup for Performance Outcome and Output Measure

**Measure:** Unit Cost Measure - Number of Veterans Served

**Data Sources and Methodology:** The number of veterans served is determined by tallying the number of clients receiving any form of service by FDVA for the first time during the current year or their initial visit. The purpose of this output is to count the number of clients seeking the services of the Department. FDVA personnel providing the service record the data in the Bureau FDVA's Veterans Benefits On-Line claims Tracking System (V-BOLTS). Resources consist of the FDVA representative entering the information into the computer FDVA's Veterans Benefits On-Line Claims Tracking System (V-BOLTS), and computer data base application software and equipment capable of data entry, storage, and manipulation.

**Validity:** The PM is valid as a measure of periodic (quarterly/annual) volume of workload.

**Reliable:** The PM is reliable because the information is recorded consistently in the Department FDVA's Veterans Benefits On-Line claims Tracking System (V-BOLTS) as each service is provided.

## LRPP Exhibit IV – PERFORMANCE MEASURES VALIDITY AND RELIABILITY

**Department:** Department of Veterans' Affairs  
**Program:** Services to Veterans  
**Service:** Veterans' Benefits and Assistance  
**Activity:** Veterans' Claims Services

Veterans' Field Services

- Requesting Revision to Approved Measure
- Change in Date Sources or Measurement Methodologies
- Requesting New Measure
- Backup for Performance Outcome and Output Measure

**Measure:** Services to Veterans

**Data Sources and Methodology:** The number of services to veterans is determined by tallying the total number of all activity processes performed by the Division of Benefits and Assistance FTE in support of the needs of veterans, their dependents and survivors. The purpose of this output is to count the total number of services for clients seeking the assistance of the Department. Services tallied are: correspondence processed (incoming and outgoing), telephone calls made/received, walk-in clients assisted, personnel interviews held, bedside interviews, outreach visits conducted, medical records review, claims reviewed and forwarded to USDVA, dependent scholarship applications processed, VA Regional Office/VAMC Hearings scheduled/held, BVA cases processed and Disabled Veteran ID Cards processed.

FDVA personnel providing the service record the data in the Division FDVA's Veterans Benefits On-Line claims Tracking System (V-BOLTS). Resources consist of the FDVA representative entering the information into the computer FDVA's Veterans Benefits On-Line Claims Tracking System (V-BOLTS), and computer data base application software and equipment capable of data entry, storage, and manipulation.

**Validity:** The PM is valid as a measure of periodic (quarterly/annual) volume of workload.

**Reliable:** The PM is reliable because the information is recorded consistently in the Department FDVA's Veterans Benefits On-Line claims Tracking System (V-BOLTS) as each service is provided.

## LRPP Exhibit IV – PERFORMANCE MEASURES VALIDITY AND RELIABILITY

**Department:** Department of Veterans' Affairs  
**Program:** Services to Veterans  
**Service:** Veterans' Benefits and Assistance  
**Activity:** Veterans' Claims Services  
Veterans' Field Services

- Requesting Revision to Approved Measure
- Change in Data Sources or Measurement Methodologies
- Requesting New Measure
- Backup for Performance Outcome and Output Measure

**Measure:** Number of Claims Processed

**Data Sources and Methodology:** The number of benefit claims processed is determined by tallying the number of clients receiving this form of service by FDVA. The purpose of this output is to count the number of benefit claims processed for by FDVA from submission to USDVA through the rating review as well as appeals. FDVA personnel providing the service record the data in the Bureau FDVA's Veterans Benefits On-Line claims Tracking System (V-BOLTS). Resources consist of the FDVA representative entering the information into the computer data base, and computer data base application software and equipment capable of data entry, storage, and manipulation.

**Validity:** The PM is valid as a measure of periodic (quarterly/annual) volume of workload.

**Reliable:** The PM is reliable because the information is recorded consistently in the Department FDVA's Veterans Benefits On-Line Claims Tracking System (V-BOLTS) as each service is provided.

## LRPP Exhibit IV – PERFORMANCE MEASURES VALIDITY AND RELIABILITY

**Department:** Department of Veterans' Affairs  
**Program:** Services to Veterans  
**Service:** Veterans' Homes  
**Activity:** State Veterans' Nursing Home, Daytona Beach  
State Veterans' Nursing Home, Land O' Lakes  
State Veterans' Domiciliary, Lake City  
State Veterans' Nursing Home, Pembroke Pines  
State Veterans' Nursing Home, Springfield  
State Veterans' Nursing Home, Port Charlotte

- Requesting Revision to Approved Measure
- Change in Data Sources or Measurement Methodologies
- Requesting New Measure
- Backup for Performance Outcome and Output Measure

**Measure:** **Occupancy Rate for Veterans' Homes in operation for 2 years or Longer.**

**Data Sources and Methodology:** The measure reflects need for and utilization of veterans' homes in Florida. Data source is the homes' FDVA's UltraCare for Windows database.

With full appreciation of limited state and federal resources, FDVA is taking an incremental approach to meeting nursing home needs of Florida veterans. The three veterans' nursing homes estimate is based on a USDVA "market share analysis". Various studies reporting the critical shortfall of long-term care beds in Florida have been previously cited. FDVA's long term residential care plan seeks to address, initially, un- or under-served population concentrations.

*As long as federal funds are available to heavily subsidize Nursing Home construction and institutional care unique for veterans, FDVA will continue to access those funds on behalf of the state's veterans in order to further expand the number of cost-effective nursing home beds for Florida veterans.*

**Validity:** The PM is valid because it measures actual utilization of veterans' nursing homes. The number will or will not increase. It should be noted, however, that programs within the nursing home seek to make the resident as individually independent and functional as possible. This will often work at odds with a strict bed-days measurement; a decrease in actual bed-days may not reflect under utilization as much as successful completion of individual patient care plans. This must be addressed and taken into consideration during each year's performance measure evaluation.

## LRPP Exhibit IV – PERFORMANCE MEASURES VALIDITY AND RELIABILITY

**Department:** Department of Veterans' Affairs  
**Program:** Services to Veterans  
**Service:** Veterans' Homes  
**Activity:** State Veterans' Nursing Home, Daytona Beach  
State Veterans' Nursing Home, Land O' Lakes  
State Veterans' Domiciliary, Lake City  
State Veterans' Nursing Home, Pembroke Pines  
State Veterans' Nursing Home, Springfield  
State Veterans' Nursing Home, Port Charlotte

- Requesting Revision to Approved Measure
- Change in Data Sources or Measurement Methodologies
- Requesting New Measure
- Backup for Performance Outcome and Output Measure

**Measure:** Percent of Veterans' Homes in Compliance With Quality of Care Healthcare Regulations.

**Data Sources and Methodology:** Within the residential long term care program, an ongoing effort is in place that strives to continually improve the care and services each veteran receives. Consistent with this effort, FDVA has implemented quality of care standards for the Domiciliary Home and State Veterans Nursing Homes that will exceed the minimum standards established by Healthcare Regulations. Two components currently comprise this performance measure; implementation of measures to attain a higher degree of customer satisfaction based on customer surveys, and the passing of on site inspections and accreditation by AHCA. In May 2001 Public Law 2001-45 (Senate Bill 1202) was passed by the Legislature and signed by the Governor. The new law brought significant reform in the areas of nursing home and assisted living facility long-term care in an effort to improve quality and bring relief from escalating insurance costs. Additionally, during the 2002 Special Session C, the Legislature passed Public Law 2002-400 (House Bill 59E) which was signed by the Governor on June 9, 2002 and included a requirement that the Agency for Healthcare Administration (AHCA) publish a semi-annual report on nursing homes regarding liability claims reported, regulatory deficiencies cited and federal quality information. The FDVA will be included in this semi-annual report required by Public Law (PL) 2002-400 Section 7.

The term “*quality of care*” categorizes standards that, when applied to a specific area of service or performance, define regulated healthcare standards in that area. The application of these quality of care standards are directly correlated to ratings of “above average” on customer service surveys. Among the quality standards that are examined include residents’ rights and residents behavior, and facility practices standards. The measurement tool to assess “quality of care standards” is the adaptation of the criteria established by the Florida Agency for Healthcare Administration (AHCA). AHCA is the state agency for accreditation and is recognized for maintaining nationally standardized accreditation for operation of acute care hospitals. Achievement of these quality of care standards has significant implications for optimizing opportunities to participate in managed care and other contractual arrangements. These opportunities in turn provide additional sources of funding to further defray the monetary obligation of Florida.

**Validity:** The PM is valid because it measures the standard to which all residential care facilities are held in Florida and the United States.

**Reliable:** The PM is reliable because improved quality of care standards are established and recognized as a reliable indicator of excellence by the state. Inspections are scheduled and unannounced and the application of inspection interpretations are standardized by state policy and training. Agency survey methods are standardized. Tracking of the results is recorded in the FDVA’s Ultracare For Windows database

## LRPP Exhibit IV – PERFORMANCE MEASURES VALIDITY AND RELIABILITY

**Department:** Department of Veterans' Affairs  
**Program:** Services to Veterans  
**Service:** Veterans' Homes  
**Activity:** State Veterans' Nursing Home, Daytona Beach  
State Veterans' Nursing Home, Land O' Lakes  
State Veterans' Domiciliary, Lake City  
State Veterans' Nursing Home, Pembroke Pines  
State Veterans' Nursing Home, Springfield  
State Veterans' Nursing Home, Port Charlotte

- Requesting Revision to Approved Measure
- Change in Date Sources or Measurement Methodologies
- Requesting New Measure
- Backup for Performance Outcome and Output Measure

**Measure:** Number of Veterans' Homes Beds Available

**Data Sources and Methodology:** FDVA homes inventory. The measure reflects "need" as determined by USDVA standards and veteran population. USDVA in 38 Code of Federal Regulations, *Pensions, Bonuses, and Veterans' Relief*, prescribes a formula for maximum allowable veterans' homes beds per state (2.5 per 1000 veterans). This is further defined as a function of the number of veterans in the greatest need demographic. Reviewing the veteran population in the 60 years old and older category, it has been previously determined Florida needs 37 or more, 120-bed, State Veterans' skilled nursing facilities. This measure takes responsibility for a near-term response to this validated need.

With full appreciation of limited state and federal resources, FDVA is taking an incremental approach to meeting nursing home needs of Florida veterans. Various studies reporting the critical shortfall of long-term care beds in Florida have been previously cited. FDVA's long-term residential care plan seeks to address, initially, un- or under-served population concentrations. FDVA operates the 120 bed Emory L. Bennett Veterans' Nursing Home in Daytona Beach, which serves Northeast Florida. The Baldomero Lopez State Veterans' Nursing Home, in Land O' Lakes, and the Sandy Nininger State Veterans Home in Pembroke Pines serves Central and Southeast Florida. The new Port Charlotte State Veterans' Nursing Home serves the veterans in Southwest Florida (Charlotte County) and the new Springfield State Veterans' Nursing serves the veterans in North Florida (Bay County). With the new homes the department will achieve reasonable proximity access to a state veterans' nursing home in some major areas of the State. The achievement of our near-term Strategic Objective of a total bed equivalent of five veterans' skilled nursing home facilities address this geographic coverage issue. As we continue to project our planning processes to the longer term future needs of Florida's veteran population, we are beginning the process to evaluate agency infrastructure needs and the known veterans' nursing home beds shortfall to begin construction of three more nursing homes.

As long as federal funds are available to heavily subsidize Nursing Home construction and institutional care unique for veterans, FDVA will continue to access those funds on behalf of the state's veterans in order to further expand the number of cost-effective nursing home beds for Florida veterans.

**Validity:** The PM is valid because it measures the change in numbers of veterans' skilled nursing facility beds in Florida. The number will or will not increase.

**Reliable:** The PM is reliable because number of beds is quantifiable, i.e., additional homes (beds) are constructed or they are not. The process of construction is formal, measured, and certifiable. Collection method is standardized.

## LRPP Exhibit IV – PERFORMANCE MEASURES VALIDITY AND RELIABILITY

**Department:** Department of Veterans' Affairs  
**Program:** Services to Veterans  
**Service:** Veterans' Homes  
**Activity:** State Veterans' Nursing Home, Daytona Beach  
State Veterans' Nursing Home, Land O' Lakes  
State Veterans' Domiciliary, Lake City  
State Veterans' Nursing Home, Pembroke Pines  
State Veterans' Nursing Home, Springfield  
State Veterans' Nursing Home, Port Charlotte

- Requesting Revision to Approved Measure
- Change in Data Sources or Measurement Methodologies
- Requesting New Measure
- Backup for Performance Outcome and Output Measure

**Measure:** Unit Cost – Days of Care Provided

**Data Sources and Methodology:** The measure reflects the cost of actual, annualized utilization of veterans' homes in Florida as a ratio of the total Fiscal Year appropriation per home to total days of care available (120 beds/SVNH or 150 beds/SVDH x 365 days/year) . Data source is the homes' FDVA's Veterans Benefits On-Line claims Tracking System (V-BOLTS).

**Validity:** The PM is valid. It reflects the cost per day per bed of homes operations.

**Reliable:** The PM is reliable because number of beds per home is quantifiable and fixed and the Fiscal Year Budget Appropriation is public record.

## Exhibit V – GLOSSARY OF TERMS

**Activity:** A set of transactions within a budget entity that translates inputs into outcomes using resources in response to a business requirement. Sequences of activities in a logical combinations form services. Unit cost information is determined using the outputs of activities.

**Actual Expenditures:** Includes prior year actual disbursements, payables and encumbrances. The payables and encumbrances are certified forward at the end of the fiscal year. They may be disbursed between July 1 and December 31 of the subsequent fiscal year. Certified forward amounts are included in the year in which the funds are committed and not shown in the year the funds are disbursed.

**Agency for Healthcare Administration (AHCA):** State of Florida agency that champions accessible, affordable, quality healthcare for all Floridians.

**Appropriation Category:** The lowest level line-item of funding in the General Appropriations Act which represents a major expenditure classification of the budget entity. Within budget entities, these categories may include: salaries and benefits, other personal services (OPS), expenses, operating capital outlay, data processing services, fixed capital outlay, etc. These categories are defined within this glossary under individual listings. For a complete listing of all appropriation categories, please refer to the ACTR section in the LAS/PBS User's Manual for instructions on ordering a report.

**Baseline Data:** Indicators of a state agency's current performance level, pursuant to guidelines established by the Executive Office of the Governor in consultation with legislative appropriations and appropriate substantive committees.

**Budget Entity:** A unit or function at the lowest level to which funds are specifically appropriated in the appropriations act. **“Budget entity” and “service” have the same meaning.**

**Demand:** The number of output units which are eligible to benefit from a service or activity.

**D3-A:** A legislative budget request (LBR) exhibit which presents a narrative explanation and justification for each issue for the requested years.

**Estimated Expenditures:** Includes the amount estimated to be expended during the current fiscal year. These amounts will be computer generated based on the current year appropriations adjusted for vetoes and special appropriations bills.

**Fixed Capital Outlay:** Real property (land, buildings including appurtenances, fixtures and fixed equipment, structures, etc.), including additions, replacements, major repairs, and renovations to real property which materially extend its useful life or materially improve or change its functional use, and including furniture and equipment necessary to furnish and operate a new or improved facility.

**Indicator:** A single quantitative or qualitative statement that reports information about the nature of a condition, entity or activity. This term is used commonly as a synonym for the word “measure.

**Information Technology Resources:** Includes data processing-related hardware, software, services, telecommunications, supplies, personnel, facility resources, maintenance, and training.

**Input:** See Performance Measure.



## Exhibit V – GLOSSARY OF TERMS

**Joint Commission on Accreditation of Healthcare Organizations (JCAHO).** The Joint Commission is a private accreditation process, recognized for over thirty years as the chief, nationally standardized, accreditation process for operation of acute care hospitals. In response to a demand for a nationally recognized process for nursing homes and home health agencies (and any other agency that bills to third party insurers), they began to develop a recognized accreditation process for these groups. JCAHO is federally recognized and “sanctioned”, but is not federally operated. Their accreditation is a higher standard than that established by the State Agency for Healthcare Administration, which are the minimum criteria for provision of services. JCAHO accreditation helps long-term care organizations integrate quality improvement principles into their daily operations, improve organizational performance and resident care outcomes and optimize opportunities for participation in managed care and other contractual arrangements.

**Judicial Branch:** All officers, employees, and offices of the Supreme Court, district courts of appeal, circuit courts, county courts, and the Judicial Qualifications Commission.

**LAS/PBS:** Legislative Appropriation System/Planning and Budgeting Subsystem. The statewide appropriations and budgeting system owned and maintained by the Executive Office of the Governor.

**Legislative Budget Commission:** A standing joint committee of the Legislature. The Commission was created to: review and approve/disapprove agency requests to amend original approved budgets; review agency spending plans; issue instructions and reports concerning zero-based budgeting; and take other actions related to the fiscal matters of the state, as authorized in statute. It is composed of 14 members appointed by the President of the Senate and by the Speaker of the House of Representatives to two-year terms, running from the organization of one Legislature to the organization of the next Legislature.

**Legislative Budget Request:** A request to the Legislature, filed pursuant to s. 216.023, F.S., or supplemental detailed requests filed with the Legislature, for the amounts of money an agency or branch of government believes will be needed to perform the functions that it is authorized, or which it is requesting authorization by law, to perform.

**Long-Range Program Plan:** A plan developed on an annual basis by each state agency that is policy-based, priority-driven, accountable, and developed through careful examination and justification of all programs and their associated costs. Each plan is developed by examining the needs of agency customers and clients and proposing programs and associated costs to address those needs based on state priorities as established by law, the agency mission, and legislative authorization. The plan provides the framework and context for preparing the legislative budget request and includes performance indicators for evaluating the impact of programs and agency performance.

**Narrative:** Justification for each service and activity is required at the program component detail level. Explanation, in many instances, will be required to provide a full understanding of how the dollar requirements were computed.

**Nonrecurring:** Expenditure or revenue which is not expected to be needed or available after the current fiscal year.

**Outcome:** See Performance Measure.

## Exhibit V – GLOSSARY OF TERMS

**Output:** See Performance Measure.

**Outsourcing:** Describes situations where the state retains responsibility for the service, but contracts outside of state government for its delivery. Outsourcing includes everything from contracting for minor administration tasks to contracting for major portions of activities or services which support the agency mission.

**Partner Assisted Rating and Development System (PARDS):** USDVA/FDVA developed program designed to facilitate rapid claims processing.

**Performance-based Program Budget:** A budget that incorporates approved programs and performance measures.

**Performance Ledger:** The official compilation of information about state agency performance-based programs and measures, including approved programs, approved outputs and outcomes, baseline data, approved standards for each performance measure and any approved adjustments thereto, as well as actual agency performance for each measure.

**Performance Measure:** A quantitative or qualitative indicator used to assess state agency performance.

- *Input* means the quantities of resources used to produce goods or services and the demand for those goods and services.
- *Outcome* means an indicator of the actual impact or public benefit of a service.
- *Output* means the actual service or product delivered by a state agency.

**Policy Area:** A grouping of related activities to meet the needs of customers or clients which reflects major statewide priorities. Policy areas summarize data at a statewide level by using the first two digits of the ten-digit LAS/PBS program component code. Data collection will sum across state agencies when using this statewide code.

**Privatization:** Occurs when the state relinquishes its responsibility or maintains some partnership type of role in the delivery of an activity or service.

**Program:** A set of activities undertaken in accordance with a plan of action organized to realize identifiable goals based on legislative authorization (a program can consist of single or multiple services). For purposes of budget development, programs are identified in the General Appropriations Act for FY 2001-2002 by a title that begins with the word “Program.” In some instances a program consists of several services, and in other cases the program has no services delineated within it; the service is the program in these cases. The LAS/PBS code is used for purposes of both program identification and service identification. **“Service” is a “budget entity” for purposes of the LRPP.**

**Program Purpose Statement:** A brief description of approved program responsibility and policy goals. The purpose statement relates directly to the agency mission and reflects essential services of the program needed to accomplish the agency’s mission.

**Program Component:** An aggregation of generally related objectives which, because of their special character, related workload and interrelated output, can logically be considered an entity for purposes of organization, management, accounting, reporting, and budgeting.

## Exhibit V – GLOSSARY OF TERMS

**Reliability:** The extent to which the measuring procedure yields the same results on repeated trials and data are complete and sufficiently error free for the intended use.

**Service:** See Budget Entity.

**Standard:** *The level of performance of an outcome or output.*

**Trends and Conditions Analysis (TCA):** Consolidated statements that review the trends in the veteran population, veterans' needs, opportunities to address veterans' needs, threats/problems, and factors that influence related outcomes as they apply to the two Department priorities.

**Unit Cost:** The average total cost of producing a single unit of output – goods and services for a specific agency activity.

**U.S. Department of Veterans Affairs (USDVA).** Federal agency with the responsibility to grant or deny entitlements for veterans.

**Validity:** The appropriateness of the measuring instrument in relation to the purpose for which it is being used.

**Veterans' Claims Examiners (VCE):** Skilled paralegal advocates responsible for assisting veterans in pursuing benefits from the USDVA through the claims process.

**Veterans Equitable Resource Allocation System (VERA):** A Public Law that provides for a more equitable distribution of USDVA healthcare funds.

**Veterans Healthcare Administration (VHA):** Component of the USDVA responsible for delivery of quality medical care on a timely basis within the law to all authorized veterans and eligible dependents and survivors.

## **Exhibit VI – EXPLANATION OF ACRONYMS**

**CIO** -Chief Information Officer

**CIP** - Capital Improvements Program Plan

**EOG** - Executive Office of the Governor

**FCO** - Fixed Capital Outlay

**FFMIS** - Florida Financial Management Information System

**FLAIR** - Florida Accounting Information Resource Subsystem

**F.S.** - Florida Statutes

**GAA** - General Appropriations Act

**GR** - General Revenue

**IOE** - Itemization of Expenditure

**IT** - Information Technology

**LAN** - Local Area Network

**LBR** - Legislative Budget Request

**L.O.F.** - Laws of Florida

**LRPP** - Long-Range Program Plan

**OPB** - Office of Policy and Budget, Executive Office of the Governor

**PBPB/PB2** - Performance-Based Program Budgeting

**STO** - State Technology Office

**SWOT** - Strengths, Weaknesses, Opportunities and Threats

**TCS** - Trends and Conditions Statement

**TF** - Trust Fund

**TRW** - Technology Review Workgroup

**WAN** - Wide Area Network

**ZBB** - Zero-Based Budgeting