

District 5: Lane County

**SUMMARY OF PROPOSED
2004-05 Component
of the
AREA PLAN ON AGING & DISABILITY SERVICES
for
July 1, 2003 - December 31, 2007**

**For Progress Toward
A Comprehensive and
Coordinated Service System
for Seniors and People with Disabilities**

**Senior & Disabled Services,
a division of Lane Council of Governments**

(The Area Agency on Aging and Disability Services for Lane County, Oregon)

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Introduction

Overview of Senior & Disabled Services:

Lane Council of Governments (LCOG) is a voluntary association of governmental entities in Lane County. The Council was formed in the mid-1940s to coordinate and provide intergovernmental and region-wide services. It is governed by a board of directors comprised of elected officials from twenty-six (26) public entities in the area. Among its many responsibilities, LCOG is the designated Area Agency on Aging and Disability Services for Lane County. Within LCOG, operational responsibility for services for senior citizens and people with disabilities rests with Senior & Disabled Services (S&DS) and two citizens advisory councils - the Senior Services Advisory Council and the Disability Services Advisory Council.

The mission of S&DS is:

To advocate for seniors and people with disabilities and provide to them quality services and information that promote dignity, independence, and choice.

S&DS currently provides a wide range of services to seniors and people with disabilities. S&DS employees provide many of these services; others are provided by organizations working under contract to S&DS.

Development of the Area Plan:

In accordance with federal and state policy, S&DS is required to help create and maintain a comprehensive and coordinated service delivery system to meet the needs of older and disabled people in Lane County. To document its work toward this goal, S&DS is required to develop an Area Plan on Aging and Disability Services. The Area Plan is a multi-year document, with annual updates. It serves two purposes: (1) it is a planning document -- it identifies the needs of seniors and adults with disabilities, and describes the agency's plans for addressing these needs; and (2) it is a compliance document which provides the basis for the State of Oregon to contract with S&DS/LCOG for the delivery of a range of services to older people and people with disabilities.

Program Year 2003-04 (July 1, 2003 – June 30, 2004) was the first year of a new four-year cycle. To prepare for this new cycle, S&DS conducted an assessment of the needs of seniors and people with disabilities who live in Lane County in the summer and fall of 2002. The contents of the Program Year 2004-05 Component to S&DS' 2003-07 Area Plan on Aging and Disability Services are guided by the findings and recommendations of this assessment.

The development of the 2004-05 Component to the Area Plan was a joint effort involving staff and members of the S&DS Planning and Budget Committee, a standing committee of LCOG's two advisory councils. Work started in December 2003. First, the Committee was briefed on the findings and recommendations of the 2002 Needs Assessment, and on the progress being made to accomplish the objectives of the current year component of the Plan. Second, it received preliminary information from staff on the availability of federal and State revenues for the 2004-05 program year. Based on both sets of information, it developed recommendations covering the key policy elements of the 2004-05 Area Plan, notably, the budget and objectives for the year.

This Summary of the 2004-05 Area Plan contains the following information:

- C Summary of the findings and recommendations of the 2002 Needs Assessment of seniors and people with disabilities;
- C Proposed Area Plan Budget for 2004-05;
- C Proposed Service Delivery Plan for 2004-05;
- C Proposed Area Plan Objectives for 2004-05; and
- C General information on S&DS, a division of Lane Council of Governments.

Summary of the Findings and Recommendations of the 2002 Needs Assessment

To complete this Needs Assessment, Senior & Disabled Services compiled and analyzed data from a variety of sources, including the 2000 U.S. Census, a 1998 needs assessment conducted by United Way of Lane County, S&DS client and service data, and secondary sources. It also sought input from community members, including consumers, providers of services, and government officials. From this work, demographic profiles for both populations were created, needs were identified, and recommendations developed. Key elements of this Assessment follow:

Demographic Information:

- There were 42,954 seniors (65+) in Lane County in 2000. Between 1990 and 2000, the number of “younger” seniors (65-74 years of age) decreased by 361 persons, while the number of “older” seniors increased by 6,257.
- Seventeen percent, or 36,321, of Lane County residents, aged 16-64, living in the community, have some form of a disability.
- The most frequent primary diagnoses for S&DS’ younger disabled community-based, long-term-care clients are neurological, musculoskeletal, cardiovascular and psychiatric impairments. S&DS’ senior community-based, long-term care clients’ most frequent primary diagnoses include cardiovascular, psychiatric, musculoskeletal and endocrine disorders.
- According to the 2000 Census, 14% of the residents of Lane County live in poverty. Of those 65+ years of age, 7.5% are low income. In contrast, the majority of S&DS clients, both seniors and people with disabilities, live at or near the poverty level.
- The percentage of minority clients in S&DS’ caseload appears to be low, when compared with Census data. However, it must be noted that Census data are not age specific, and many of S&DS’ clients are over the age of 60.

Summary of Needs:

Based on the available data, S&DS concluded that seniors and people with disabilities experience similar problems. While their needs are not identical, their top areas of concern tend to be:

- Financial problems, including not having adequate funds to pay for doctors, dentists, pharmacy costs, medical insurance, legal assistance, clothing, utilities, housing, food, and recreation.
- Problems with budgeting.
- Cognitive and emotional problems.
- Problems obtaining information on available resources and services, including fraud alerts.
- Caregiver support services.
- Special transportation.

It should be noted, however, that this needs assessment was conducted in summer 2002, prior to the implementation of significant service cuts by the State of Oregon in response to a severe shortage of funds. At the time that this report was written, five special legislative sessions had been held in an attempt to balance the budget, and a special ballot initiative (Measure 28) was scheduled for a vote at the end of January 2003. Given voters' rejection of Ballot Measure 28, severe cuts to senior and disability services were implemented. In order to forestall further cuts, as well as to restore essential services, the 2003 State Legislature enacted a revenue enhancement package which involved a combination of temporary and permanent tax increases. Fearing the possible referral of this revenue plan to the voters, the Legislature also enacted a "disappropriation" law to scale back State spending in the event that the revenue plan was referred to the voters and they rejected it. Following the close of the 2003 Session, petitions were circulated and the required number of signatures were gathered to refer the revenue package to the voters, as Ballot Measure 30, in a Special Election on February 3, 2004. The voters rejected Measure 30. Now, the question is, will the Governor and/or the State Legislature allow the terms of the 2003 disappropriation law to stand, or will they attempt to work out a different method for balancing the State's 2003-05 budget?

Unfortunately, participants in S&DS' 2002 need assessment process did not consider the impact of Oregon's budget crisis on the continuing availability of long term care, medical assistance and cash assistance. For this reason, the findings and recommendations outlined in this report may no longer be valid. To rectify this

problem, S&DS plans to conduct a second round of community forums in the summer of 2004, and will update the findings and recommendations of the 2002 Needs Assessment following the conclusion of these forums.

Recommendations:

1. Continue to publish and disseminate information on services to seniors, people with disabilities, minorities and residents of Lane County.
2. Based on the demographic information in the assessment (e.g, the number of older seniors [age 75+] is growing, while the number of younger seniors [age 65-74] has declined), S&DS should expand the following services which tend to serve 75+ individuals: in-home services, Meals on Wheels, case management, money management and special transportation (especially in rural communities).
3. Continue to offer Family Caregiver Support Services including:
 - a) Information, b) Assistance, c) Training, d) Respite, and e) Supplemental Services. Also, advocate for standardized caregiver training, certification, and the development of a caregiver registry.
4. Continue Group Meals and Mental Health Counseling programs.
5. Examine the current model for the provision of medication education services. Explore the feasibility of converting this model to a program that provides assistance in obtaining reduced or no cost prescription drugs.
6. Assist individual communities with specific needs, such as, coordination of fraud presentations, and assistance with advocacy efforts for ADA compliance.
7. Continue minority outreach efforts by coordinating more closely with and, possibly, by combining resources with other local organizations serving racial and ethnic minority individuals. Also, develop capacity-building strategies that increase the knowledge and skills of S&DS staff regarding culturally appropriate outreach techniques.
8. Strengthen fund-raising mechanisms that are capable of securing private funds for senior and disability services.

Area Plan Budget for 2004-05

The budget set forth in this document focuses exclusively on the funds that S&DS receives from Oregon's Department of Human Services (DHS) via the Area Plan Contract. These funds are derived from three sources: Older Americans Act, Medicaid (a.k.a., Title XIX of the Social Security Act), and a State in-home services program known as "Oregon Project Independence" (OPI). Information on the permitted uses of these funds is presented below. This information is followed by specific budget information for 2004-05, including anticipated revenues and recommendations for the use of these funds for the delivery of services in Program Year 2004-05.

(Note: S&DS receives and uses funds from a variety of other sources each year, including grants, contracts, fees, contributions from program participants, and donations. The agency has little decision making control over the use of most of these revenues; they must be spent for the purposes prescribed by the funding sources and/or grantors.)

Permitted Uses of Area Plan Contract Funds:

OLDER AMERICANS ACT (Federal funds):

Title III-B: Support Services and AAA Administration, including:

1. Federal Priority Services:

- Access Services: transportation, including assisted transportation (a.k.a. "escort"); outreach; information and assistance; and case management;
- In-home Services: home care; personal care; friendly visiting; telephone reassurance; chore; coordination of in-home volunteers (a.k.a. "ElderHelp"); and in-home support services (such as, respite); and
- Legal Services

2. Other allowable services: Virtually all supportive services, other than meals, are allowable under OAA Title III-B. In addition to the "federal priority services" listed above, S&DS currently spends III-B funds on: AAA Administration, Money Management, Mental Health Counseling, and support to the Long Term Care Ombudsman Program.

Title III-C-1: Group Meals and AAA Administration.

Title III-C-2: Home-Delivered Meals (a.k.a. "Meals on Wheels") and AAA Administration.

Title III-D: Health promotion, disease prevention and medication management services. Federal law requires that a minimum of 23.6% of OAA III-D funds be spent on medication management services. S&DS currently uses its Title III-D funds for mental health counseling and medication management services.

Title III-E: Family Caregiver Support Services and AAA Administration. S&DS' current plan for the use of III-E funds calls for the provision of the following services to eligible individuals and families: information, assistance, caregiver training, counseling, organization of support groups, respite, and supplemental services.

Title VII-A: Elder abuse prevention services.

MEDICAID (a blend of federal and State funds):

The Medicaid funds received by S&DS are utilized for eligibility determination, benefits issuance, case management, protective services, the licensure and monitoring of adult foster care homes, and AAA Administration. These funds may not be used for direct services.

OREGON PROJECT INDEPENDENCE, or "OPI" (State funds):

OPI can be used for the services listed below. Of these, S&DS currently funds: Home Care, Personal Care, Case Management and AAA Administration.

- Home Care
- Personal Care
- Chore Services
- Assisted Transportation/Escort Services
- Meals on Wheels
- Case Management
- AAA Administration

Revenues for 2004-05 (Updated in April 2004):

The revenue picture for the upcoming fiscal year is surprisingly good. At present, S&DS anticipates a \$1.5 million, or 19%, increase from the current year revenue level.

The outlook for each source is set forth below:

- Older Americans Act: The prolonged economic downturn, recent tax cuts, the global war on terrorism, and the war in Iraq have created significant deficits in the federal budget since 2001. In response, Congress and the White House continue to work to limit domestic discretionary spending, including funding under the Older Americans Act. Work on the federal fiscal year 2004 (October 1, 2003 – September 30, 2004) budget concluded in late January 2004. While funds for some titles under the Older Americans Act are up, others are down. Coupling this with the fact that S&DS depleted much of its OAA reserves during 2003-04 produces a situation where S&DS will have less to spend in 2004-05 than in the current year.
- Medicaid: On February 3, voters rejected Ballot Measure 30, a temporary enhancement package. As a result, reductions in services are anticipated, especially in the Oregon Health Plan. In addition, services which the Legislature desired to restore for seniors and people with disabilities may not be restored (e.g., Long Term Care levels 12 and 13, and prescription drug coverage through the Medically Needy program). Notwithstanding these reductions, S&DS anticipates having more Medicaid funds to spend in 2004-05 than in 2003-04 for two reasons: (1) DHS' budget estimates for 03-04 were overly conservative. Once real figures were available to S&DS in December 2003, it was evident that more money would be available for Medicaid services in 2003-05 than initially estimated. (2) S&DS was very cautious in its budgeting and spending in 2003-04, given the uncertainty surrounding Ballot Measure 30.
- Oregon Project Independence (OPI): S&DS ended the 2001-03 State budget period with an OPI appropriation of \$1,000,662. Its initial allocation for 2003-05 was \$717,020. However, DHS advised all AAAs to be very conservative in their use of these funds, since it was anticipated that more than half of them would be withdrawn if Measure 30 failed. Now, it appears that S&DS' initial allocation of \$717,020 will remain intact. Therefore, S&DS is projecting that OPI funding in the amount of \$467,020 will be available for fiscal year 2004-05.

A table summarizing anticipated revenues for 2004-05 appears below.

REVENUE SOURCE	Estimated Revenues - Fiscal Year 2004-05			Changes from 2003-04	
	New Revenues	Carry-over Funds	Total Funds	\$	%
Older Americans Act	\$ 1,190,811	\$ 127,597	\$ 1,318,408	(\$ 57,345)	-4%
Title XIX (Medicaid)	7,809,762	0	7,809,762	1,377,069	21%
Oregon Project Independence	365,680	101,340	467,020	217,020	87%
TOTALS	\$ 9,366,253	\$ 228,937	\$ 9,595,190	\$1,536,744	19%

Recommended Expenditures for 2004-05:

The Oregon Department of Human Services is asking Area Agencies on Aging and Disabilities to submit 2004-05 budget plans in April. To meet this submission deadline, the Planning and Budget Committee found it necessary to complete its work on the draft budget in January. Recognizing that the revenue estimates used to complete this plan may change between now and July 1, 2004 (the start of the new program year), the Committee is prepared to develop another version of the 2004-05 budget, if necessary.

For this version of the budget, the Planning and Budget Committee used the following strategies to develop a balanced budget:

- It appropriated funds to all programs/services currently funded with Older Americans Act funds.
- It assumed that Oregon Project Independence funds will be available at the level projected in this document.
- It appropriated all available Medicaid funds to the services that are funded with this resource—case management, eligibility services, adult protective services, regulatory work, and agency administration.
- It did not budget for cost of living increases (COLAs).

- Given the magnitude of the drop in funding from 2002-03 to 2003-04, it allocated a significant proportion of the new dollars to those programs that received reduced funding for 2003-04. (In essence, the Committee attempted to restore funding to selected programs to as close to 2002-03 levels as possible.)

The 2004-05 Area Plan Budget is presented on the next page in summary form.

Area Plan Budget for 2004-05

PROGRAM	Budget for FY 2004-05	Difference to Current Year	% Change
AAA Administration	\$177,102	\$26,183	17.3%
LTC Ombuds Support	1,222	0	0.0%
Senior Outreach	211,060	0	0.0%
Rural Escort	9,943	0	0.0%
Legal Services	57,349	0	0.0%
Group Meals	318,002	14,455	4.8%
ARC Meals on Wheels	99,512	15,552	18.5%
S&DS Meals on Wheels	189,600	30,918	19.5%
Elder Help	15,249	0	0.0%
Bill Payer	13,421	0	0.0%
Mental Health	33,495	(1,094)	-3.2%
Abuse Prevention	6,577	0	0.0%
OPI Case Management	93,404	55,120	144.0%
Home Care	151,274	50,109	49.5%
Personal Care	123,770	40,752	49.1%
OPI CEP Home Care	5,400	2,801	107.8%
Family Caregiver Serv.	215,864	10,000	4.9%
Medication Management	5,802	(491)	-7.8%
Medicaid Services	7,809,762	1,377,069	19.1%
Total Budgeted	\$9,537,808	\$1,621,374	20.5%
Unallocated	\$57,382	(\$84,630)	-59.6%
Total Funds	\$9,595,190	\$1,536,744	19.1%

Services to be Delivered in 2004-05

Implementation of the proposed budget should result in the following services being delivered to older people and people with disabilities in 2004-05:

PROGRAM	# Units of Service	Unit of Service Definition
LTC Ombudsman Support	40	One volunteer supported
Information & Assistance	62,100	Contact
OAA Case Management	785	One case
Rural Escort	6,150	One person one-way trip
Legal Services	2,800	Hour
Group Meals	80,750	Meal in a group dining room
Meals on Wheels: Red Cross	45,800	Meal to a homebound person
Meals on Wheels: S&DS	67,200	Meal to a homebound person
Elder Help	3,400	Hour
Bill Payer	35	One client served
Senior Mental Health	960	Hour
Abuse Prevention Services	NA	Training/coordination activity
OPI Case Management	1,040	Hour
Home Care	10,200	Hour
Personal Care	7,358	Hour
CEP Home/Personal Care	648	Hour
Family Caregiver Services	7,426	Various unit definitions
Medication Management	140	One person served
Medicaid Services	See note-Page 14	

Note:

Medicaid services are not measured in “units.” Rather, services are measured in terms of caseloads and regulatory activities. Statistics on Medicaid caseloads at the end of January 2004 are displayed below:

Community-Based Long Term Care	1,960 cases
Nursing Home Care	523 cases
Financial and Medical Assistance	6,678 cases

During 2002-03 (the most recent period for which data are available), Medicaid-funded S&DS staff performed the following regulatory and protective services work:

Licensed and monitored 276 Adult Foster Care homes.

Completed 3,605 criminal history checks on client employed providers and on owners, operators and staff in adult foster care homes.

Received and processed 1,485 complaints of abuse, neglect, or exploitation of seniors or people with disabilities. Eight hundred ninety (890) of these complaints resulted in formal investigations, including 581 (63%) involving individuals living in community settings outside of licensed facilities. The balance of investigations focused on individuals residing in licensed long term care facilities.

Area Plan Objectives for 2004-05

The annual work program of the staff and advisors of S&DS includes a range of activities, most of which are prescribed by virtue of the agency's status as the Area Agency on Aging and Disability Services for Lane County. However, each year the division has some flexibility to undertake special studies and projects (a.k.a. "objectives") directed at improving the lives of seniors and people with disabilities and/or enhancing the efficiency and effectiveness of the service delivery system. Recommended special studies and projects for 2004-05 are listed below.

1. Given the rapidly changing budget and service delivery environment in Oregon, update the focus group component of the 2002 Needs Assessment to ascertain the impact of budget cuts on people's sense of the needs of seniors and adults with disabilities who reside in Lane County. (Carried over from 2003-04.)
2. Continue to pursue activities designed to generate non-public sources of support for services for seniors and people with disabilities.
3. As an extension of Objective #2, continue to work closely with the Senior & Disabled Services Fund Raising Committee of the Southern Willamette Services Corporation (a separate private non-profit organization dedicated to generating resources for programs and services delivered to local citizens by Lane Council of Governments and its member agencies) on resource development activities to support programs for seniors and people with disabilities.
4. For all four years of this Area Plan cycle (2003-07), continue outreach efforts directed to minority seniors, with a special emphasis in 2004-05 on extending services to Native American seniors residing in Lane County. To this end, explore whether S&DS is adequately addressing the needs of Native American seniors and, if it is determined that the agency is not doing so, develop a plan for increasing service provision to them.
5. Cooperate with Lane Transit District on its upcoming special transportation brokerage feasibility study.
6. Bring the various providers of prescription assistance services within Lane County together to explore ways to increase their collective productivity and effectiveness.

General Information on Senior & Disabled Services

The responsibilities of Senior & Disabled Services:

1. Core Functions (responsibilities of all Area Agencies on Aging in USA)
 - a. Identify the needs of seniors and, locally, people with disabilities.
 - b. Develop and implement plans to address these needs.
 - C Coordinate existing services and develop new services, as needed.
 - C Advocate on behalf of seniors and people with disabilities.
 - c. Manage public resources.
 - d. Help people get the services they need (Information and Assistance).

2. Oregon Type B(2) Aging and Disability Agency Functions (additional responsibilities of all Oregon Type B-2 agencies)
 - a. Determine individuals' eligibility for medical and financial assistance.
 - b. Determine individuals' need and eligibility for long term care service.
 - c. Assess individuals' need for nursing home placement.
 - d. Provide case management services to people receiving long term care services, and medical and financial assistance, including food stamps.
 - e. Enroll seniors and people with disabilities in the Oregon Health Plan.
 - f. Investigate complaints of abuse and provide protective services.
 - g. License and monitor adult foster care homes.
 - h. In partnership with other agencies, help adults with disabilities find work.

3. Special Responsibilities of Senior & Disabled Services
 - a. Operate the Senior Meals Program.
 - b. Operate the Senior Outreach Program.
 - c. Operate the Family Caregiver Support Program.

The Services System

In broad terms, S&DS provides a single point of entry to many government-sponsored services for seniors and people with disabilities. At a practical level, services are provided through a county-wide network of local offices and sites staffed by S&DS employees and volunteers, or by personnel from other organizations working under contract to LCOG. A list of S&DS offices appears later in this Area Plan Summary. A person seeking help may call or visit any of these offices for assistance.

Services provided to seniors and people with disabilities fall into four main categories:

1. Long Term Care Services: S&DS staff assess a person's need for long term care services and his/her eligibility for government-sponsored care. Based on assessment findings, a coordinated plan of care is developed and implemented. Ongoing care coordination/case management is provided to respond to a client's changing needs.

Long term care services range from help with housekeeping, to assistance with personal care (e.g., bathing, dressing), to complete dependence on others for all aspects of daily living. These services can be provided in a variety of settings, depending on the individual's needs and resources. Service settings include clients' homes or apartments, adult foster homes, assisted living or residential care facilities, or nursing homes. S&DS staff can authorize placement and services in any of these settings.

NOTE: Due to budget constraints, eligibility for these services was tightened significantly in 2003. Thus, many people, especially those still in their own homes and apartments, are no longer eligible for publicly-funded long term care services.

2. Older Americans Act Programs: S&DS staff and contract providers deliver a range of services to seniors, including information and referral, short term assistance, case management for people not eligible for Title XIX and OPI, group and home-delivered meals, legal assistance, transportation, mental health counseling, medication management, in-home services, support for family caregivers, and bill paying services.

3. Elderly and Disabled Protection: S&DS staff provide protective services and investigate reports of abuse of elders and people with disabilities. S&DS staff also license and monitor adult foster homes, and completes criminal history checks of people working with older and disabled people in their own homes or in adult foster homes.

4. Cash and Medical Assistance: S&DS staff determine eligibility for seniors and people with disabilities to enable them to receive Medical Assistance, Food Stamps (via the Oregon Trail Card), and payment for a variety of special needs through the Oregon Supplemental Income Program. S&DS staff also enroll seniors and people with disabilities in managed care through the Oregon Health Plan.

Services may be secured from S&DS at any of the following locations:

- A. Main Office

Senior & Disabled Services	541-682-4038
1015 Willamette Street	1-800-441-4038
Eugene	(TTY 682-4567)

- B. Full Service Satellite Offices
 - C. South Lane Office

Senior & Disabled Services	942-5577
37 N. 6th. Street	(TTY 682-7821)
Cottage Grove	

 - C. Coast Office

Human Resource Office	997-8251
3180 Hwy. 101 N.	
Florence	

- C. Community Offices
 - C. Tony Garcia Service Center

88149 Territorial Road, <u>Veneta</u>	935-2262
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 - C. Viking Sal Senior Center

245 W. 5th Street, <u>Junction City</u>	998-8445
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 - C. Willamette Activity Center, Room A

47674 School Street, <u>Oakridge</u>	782-4726
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People Served by Senior & Disabled Services

Senior & Disabled Services helps the various groups within the senior and disabled populations differently. With respect to S&DS' "core functions" (planning, service coordination and development, advocacy and information/access services), the agency serves all older and disabled residents of Lane County. Concerning its other functions and services, S&DS focuses on people in economic and social need, including frail, vulnerable, functionally impaired, socially isolated, and economically disadvantaged people. Special consideration is given to serving low income minority older people.

There are approximately 323,000 people in Lane County (2000 Census). Seniors 65 years of age and older number 42,954 and account for thirteen percent (13 %) of the total Lane County population. Approximately 36,300 of the Lane County residents are people (non-institutional, ages 16-64) who have some form of a disability.

S&DS serves approximately 16,750 seniors and people with disabilities each year. Individuals receive a variety of services, ranging in complexity from relatively straightforward Information and Referral (I&R) to highly specialized nursing home services. Based on available program statistics, the majority of senior clients served by S&DS are white, female, and living at or near the federal poverty level. Many of these clients live in the community and receive in-home services.

Each year, S&DS estimates that it serves 11,000 people with disabilities. Of these, 8,500 are age 18 to 64 and receive financial or medical assistance; the balance receives long-term care services in addition to financial and medical assistance. Program statistics suggest that S&DS serves nearly equal numbers of male and female individuals with disabilities.