Department of Human Services: Comprehensive Services
Developmental Disabilities Program

Primary Outcome Area: Healthy People
Secondary Outcome Area: Safety
Program Contact: Mike Maley, 503-947-4228

Comprehensive Services – Caseload and Funding

Note: Comprehensive Services (24 hours of support) is prioritized for individuals who can no longer live at home. Developmental Disabilities services average about 80 new cases a month, caseload numbers reflected in the chart are based on actual enrolled individuals.

Executive Summary
Comprehensive services are for individuals with the highest level of care needs and those who can no longer remain at home. Comprehensive Services are 24-hour supports, mostly provided in settings outside the family home such as group homes, supported apartments or foster care. Of the 21,000 individuals enrolled in services, 7,000 are living in 24-hour group homes or foster care.

Program Funding Request

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<th>FF</th>
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<tbody>
<tr>
<td>LAB</td>
<td>333,719,344</td>
<td>26,974,954</td>
<td>556,441,475</td>
<td>917,135,773</td>
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<tr>
<td>ARB</td>
<td>359,902,656</td>
<td>17,773,593</td>
<td>594,975,095</td>
<td>972,651,344</td>
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<td>Difference</td>
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<td>(9,201,361)</td>
<td>38,533,620</td>
<td>55,515,571</td>
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<tr>
<td>Percent Change</td>
<td>7.8%</td>
<td>-34.1%</td>
<td>6.9%</td>
<td>6.1%</td>
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Significant Proposed Program Changes from 2011-13

<table>
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<tr>
<th>Developmental Disabilities Investments/Reductions</th>
<th>GF</th>
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<tr>
<td>Restore Fairview Trust to pre-2011-13 $13 million balance</td>
<td>6.95</td>
<td>0.00</td>
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<td>6.95</td>
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This request restores $7 million to the Fairview Housing Trust removed due to budget shortfalls in 2011-13. This would restore the Trust Fund Balance to the pre 2011-13 balance of $13 million. Interest on these funds is used to assist individuals living at home with their families - an estimated 500 families per biennium - with housing modifications such as bathroom remodels, ramps, etc., that have made it possible for the person with disabilities to remain at home.

Program Description

Comprehensive services are funded under a Medicaid 1915c Home and Community-Based Waiver. These waivers provide a statutory alternative to institutional care. Community-based, as opposed to institutional care, remains a more cost effective program as well as being the most desirable by clients and the State. For example, the estimated monthly cost to serve someone with a developmental disability in an institutional setting is $32,865. The current average monthly cost for someone in comprehensive, community-based services is $5,472. Individuals usually enter Comprehensive Services when they are unable to stay at home on their own or with their family. This is usually due to a change in the person’s needs or the change in the caregiver’s ability to continue providing services. Before a person enters the Comprehensive Services program, there is a period of 90 to 120 days where crisis services may be provided to determine if we can divert long term placements or behavior consultation to determine if an intervention can turn the crisis around. This means that most people now entering Comprehensive Services have greater acuity levels, resulting in higher costs per case. The system has experienced a steady growth in use of these services in recent years.

For children with disabilities, they enter comprehensive service as a voluntary placement because the intensive needs of the child can’t be met in the family home or is involuntary through child welfare action. Fifty percent of the children in comprehensive care come in through the child welfare system. Child Welfare programs maintain responsibility for court relationship but DD provides the specific disability related care.

Within comprehensive service, most adults get day services at 25 hours a week for out of home activities, services which usually is involvement in our Employment First program. DD and our stakeholder community have identified that individuals who are engaged in employment have better health and social outcome. Our goal is to see a 30 percent increase in Employment First within five years helping integrate these individuals into our community.

The services are structured to meet the person’s needs on a 24-hour basis. Individuals are assessed using either the Supports Intensity Scale or the Support Needs Assessment Profile to determine the extent of support needed and resulting provider payment. The use of a statewide rate assessment tool is a requirement of the Waiver. Services include both residential and day programs if the person is over 21 and out of school. Of the 21,000 people enrolled in services, approximately 7,000 are in Comprehensive Services.

The group homes, apartment programs and day programs are run by 120 private agencies, the majority being non-profit organizations. There are approximately 1,200 foster providers. The field services are provided through the county Community Developmental Disabilities Program (CDDP). Case managers determine program eligibility, develop and monitor plans of care, and provide crisis and protective service work. Since services through this program can last through a person’s lifetime, much work has been done to defer and delay out-of-home services. Comprehensive Services are only accessed when a person can no longer stay in the family home or in their own home due to level of care needed in combination with the lack of available supports to address those needs. Because of Oregon’s recent efforts and success in supporting
people with developmental disabilities to stay in their own homes, individuals who are now entering the comprehensive system typically have higher and more intense care needs than those placed in group and foster homes in past years.

The Comprehensive Services costs per case have increased due to both the intensity of need, often behavioral, around a person coming into the system in their twenties, and the changing care needs, often medical, for people who have aged in the system. Developmental Disabilities has developed a strategic plan with the stakeholder community to continue to defer or delay access to Comprehensive Services by strengthening family support services, promoting increased employment outcomes and utilizing technology to create individual independence. For providers in the Comprehensive Services, Developmental Disabilities also is implementing strategies to more fully utilize various forms of available technology that can reduce staffing. For example, the use of remote monitoring may be used to augment and replace some staffing. Individual devices that increase independence, communication and skills may also be used to reduce direct staffing needs.

**Program Justification and Link to 10-Year Outcome**

Comprehensive Services are linked to the Healthy People Outcome area through its focus on providing supports to individuals with developmental disabilities to assure they are living in their communities, with families and friends, and are working or attending school to achieve their greatest potential. The programs funded through Comprehensive Services assure that health and safety needs are met daily. The assurance of health and safety such as freedom from abuse or neglect, or proper medical supports, is also one of the primary assurances CMS requires of those receiving funding through a Home and Community-Based Waiver. These assurances are met by procedures that require the reporting, review and response to abuse allegations and other critical incidents. Provider reviews are also conducted to assure the development and proper implementation of procedures such as individual medical and safety protocols.

Virtually all of the individuals receiving Comprehensive Services qualify for Medicaid and get their health care needs met through the Oregon Health Plan. They will transition from current managed care plans or fee-for-service to the Coordinated Care Organizations. As a group, health care needs exceed the non-disabled population based on unique syndromes and diagnoses. In addition, high target medical conditions such as obesity, diabetes and smoking-related diseases are prevalent, and traditional strategies to change behavior require significant adaptation. Families and case managers are critical help with the care coordination, and the communication and implementation of any treatment.

Since all Comprehensive Services are community based, affordable housing is critical. The Office of Developmental Disabilities partnered with Housing and Community Supports when the State was closing Fairview Training Center to build or remodel over 200 homes using Housing Bonds. The program continues to assure the homes are maintained. Rent costs to people living in group and foster homes are controlled to allow for affordability based on the general low income levels of the individuals. These controls are based on Federal Supplemental Security Income payment amounts.

**Developmental Disabilities also is working to ensure financial stability for the long-term service system, including Comprehensive Services.** The service providers, counties and brokerages will invest in and use technology that increases a client’s ability to communicate, increases skills and independence, increases the ability to communicate with physicians and other health professionals, and decreases the amount of direct support staff needed. It is also critical that working age-adults with developmental disabilities are supported to work. Oregon
has implemented an Employment First policy. This requires that the individual is actively engaged in developing work skills and defining work interests or are in job development or are employed and receiving support to maintain the job. The increased outcome of people with developmental disabilities working can result in delaying or deferring the need for 24-hour supports or will result in lower costs for both day and residential supports.

Program Performance
The numbers of people with developmental disabilities continues to increase at the same pace as the general Oregon population about .5 percent a year. Oregon has seen additional growth beyond the typical trend due in part to diagnosis such as Autism and Fetal Alcohol Syndrome. The program performance is directed at supporting people at home and delaying or deferring entry into Comprehensive Services. The graph below shows overall population growth and caseload growth in Support Services and Comprehensive Services. The comprehensive services are growing at a slower rate due to Oregon’s work to defer and delay out-of-home services. However, individuals who are now entering the comprehensive system typically have higher and more intense care needs than in the past.

Enabling Legislation/Program Authorization
The services are designed and approved using a Medicaid 1915c Home and Community-Based Waiver. Without the Waiver, individuals would be entitled under Federal Law to Institutional Care for the Mentally Retarded (ICF/MR). Individuals can also be court committed to State care and custody under ORS 427.

The provision of Comprehensive Services for individuals with developmental disabilities is in ORS 430.610 - .670, ORS 443.400 - .455, and ORS 443.705 - .835. The enabling statutes are in ORS 409.050 and ORS 410.070. At the Federal level, in addition to all applicable Medicaid statutes and regulations, services must comply with the Title II of the Americans with Disabilities Act (ADA) of 1990 and Section 504 of the Rehabilitation Act of 1973. Compliance
with these Federal laws are subject to the U.S. Supreme Court’s Olmstead Decision of 1999 and the U.S. Department of Justice’s interpretation of that decision as it relates to the ADA and Rehabilitation Act. This means that services are available statewide to all who meet the level of need and are delivered in the most integrated setting.

**Funding Streams**
The services are designed and approved using a Medicaid 1915c Home and Community-Based Waiver which provides a Federal match to the program’s General funds. The program funding match rate is 63 percent Federal funds and 37 percent State General Funds.