MEMO

To: Office of Management & Budget  
From: Brian J. Hartman, on behalf of the following organizations:
  Disabilities Law Program, Community Legal Aid Society, Inc.
  Developmental Disabilities Council
  Governor’s Advisory Council for Exceptional Citizens
  State Council for Persons with Disabilities

Subject: Division of Services for Aging & Adults with Physical Disabilities FY 15 Budget
Date: November 26, 2013

Please consider this memo a summary of the oral presentation of Brian J. Hartman Esq. on behalf of the Disabilities Law Program (“DLP”), Developmental Disabilities Council (“DDC”), Governor’s Advisory Council for Exceptional Citizens (“GACEC”), and the State Council for Persons with Disabilities (“SCPD”). Although input could be provided on several aspects of the DSAAPD budget, we are addressing one (1) component today, i.e., attendant services.

ATTENDANT SERVICES

As you may know, the Division administers an attendant services program in collaboration with two non-profit contractors, Easter Seals and JEVS Human Services.\(^1\) Attendant services are subsidized to permit participants to engage in employment, attend school, or avoid institutionalization. This is a true “statewide” program. According to the latest annual report, 56% of participants live in New Castle County and 44% live in Kent and Sussex Counties.\(^2\) Historically, the most prevalent disability diagnoses of participants have been Quadriplegia; Multiple Sclerosis (MS); and Cerebral Palsy. Most participants receive 15-30 hours of services weekly.

\(^1\) DSAAPD, Easter Seals, and JEVS summaries of the program are included as Attachment “A”.

\(^2\) The latest (FY12) DSAAPD Personal Attendant Services Program Annual Report (December, 2012) covers the period between July 1, 2011 and June 30, 2012. A copy would be provided on request.
Office of Management & Budget  
Page 2  
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- Staff is great. Wouldn’t be where she is today if it wasn’t for JEVS.

- A great program.

- Excellent program.

- Keep up the good work.

- Do not change. Wonderful program.

**Quantitatively**, the Department was successful in eliminating its entire waiting list for this popular program two years ago. Individuals eligible for the Medicaid DSHP Plus initiative now receive attendant services through that program. The balance are served through a combination of $519,761 in State General Funds and $686,100 in Tobacco funds. The Department has requested level funding ($686,100) in Tobacco funds in its FY15 application. In FY15, it expects to serve 41 individuals with the Tobacco funds and another 31 individuals with General Funds for an aggregate of 72 program participants. Unfortunately, as of September 25, 2013, there was already a waiting list of 98 individuals, 76 of whom were designated as “high priority”.

**Recommendation**

We support at least level funding for this highly successful program. However, given the burgeoning waiting list, we recommend consideration of enhanced funding to address the needs of a significant percentage of “high priority” applicants. We support the Department’s request for an $81,039 increase in General Funds (from $519,761 to $600,800) to serve approximately thirty-six (36) individuals. Investing in this program is “money well spent”. The average per participant cost of attendant services is approximately $16,700. In contrast, the average cost of a Delaware nursing home in 2013 exceeds $91,000. In the past few years, the Department has diverted 88% of applicants for public nursing home placements by providing community supports and reduced the census of the Department’s three long-term care facilities by 23%. That success is only possible with the availability of attendant services.

Thank you for your consideration.

Attachments

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3 A copy of the DHSS FY15 Health Fund Application is included as Attachment “B”.

4 The DSAAPD FY 15 Health Fund Application (p. 3) envisions serving 41 participants with $686,100, i.e., $16,734 per participant. [Attachment “B”]

5 See DHSS Administrative Notice DMMA-01-2013 (January 11, 2013) [Attachment “C”]

6 See DSAAPD FY14 JFC Presentation (February 21, 2013) at 5. [Attachment “D”]
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**Attendant Services**

<table>
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<tr>
<th>Program/Service description</th>
<th>The goal of attendant services is to support persons with disabilities who need ongoing assistance. The program helps to maintain independence by allowing persons to work, complete their education, and/or to avoid living in a highly supervised setting. The client (or his/her surrogate) has control over the use of services. The services are provided based on the client's lifestyle, preferences, and abilities. See also: Personal Care Services.</th>
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| Public funding source(s)*  | • State funds  
• Tobacco settlement funds |
| Who is eligible             | Delaware residents aged 18 and older with disabilities who meet specific social, financial, and physical criteria |
| Where it is available       | Statewide |
| Who to contact for information or enrollment | Contact the Division of Services for Aging and Adults with Physical Disabilities by phone or e-mail. |
| Related internet links      | • Family Caregiver Alliance Hiring In-home Help Factsheet (http://www.caregiver.org/caregiver/jsp/content_node.jsp?nodeid=407)  
• Center for Personal Assistance Services (http://www.pascenter.org/home/index.php) |

*Public funding means that the program is paid for, in part or in whole, by the government. Some publicly-funded programs have eligibility requirements and provide services at low cost or no cost to people who qualify. Most of these programs and services though, are also available to people who are able to pay privately (with their own money). For more information, please see the Sources of Funding section of this web site.

**ATTACHMENT "A"**
Personal Attendant Services

Take Charge of your Life!

For adults with physical disabilities, the Personal Attendant Services program (PAS) allows people with disabilities to maintain independent lifestyles, to live in the community and make choices concerning their personal assistant needs. Individuals with disabilities taking part in the Personal Attendant Services Program choose and hire their own Personal Attendant and work with them based on their individual needs. If you need a personal attendant and qualify through the Delaware Division of Services for the Aging and Adults with Physical Disabilities (DSAAPD), our staff can help you with the selection, hiring and training of the personal attendant. You become the employer.

Easter Seals is a resource to help you succeed in your employer/employee relationship. To find out DSAAPD's eligibility criteria, contact them at: DSAAPDinfo@state.de.us or call 1-800-223-9074.

Read Emmanuel's story

Back to Previous Page

Easter Seals Delaware and Maryland's Eastern Shore, 61 Corporate Circle, New Castle, DE 19720-2405 Easter Seals and its affiliate organizations are 501(c)(3) nonprofit organizations.
Take charge of your life with Personal Attendant Services

Like Emmanuel, you too can have it all!

Whoever said you can't have it all doesn't know Emmanuel. He has a beautiful wife, a five-year-old son, a new house in Harrington and a great job. Who could ask for more? Not Emmanuel, who is happy to be able to provide for his family. Life has not always been this perfect for Emmanuel, who lives with Cerebral Palsy and uses a power wheelchair. It was not until he started receiving Personal Attendant Services (PAS) through Easter Seals that he could live his life to the fullest.

"Easter Seals Personal Attendant services gives me a chance to be more independent. It has opened many doors for me on a professional and social level," Emmanuel says. "It gives me a chance to go out into the community and be a part of society. This program lets us live a 'normal' life without limitations."

He was working part-time at the Boys & Girls Club in Seaford when he first started receiving Personal Attendant services. Now days, his Personal Attendant helps him get ready each morning so he can report to work at his full-time job in the Wal-Mart store in Seaford each day.

Emmanuel is a valued part of his community and often does speaking engagements in Washington and Philadelphia to encourage men to step up to the plate as good fathers, husbands and employees in society.

The Personal Attendant program is one that puts the individuals with the disability in charge. Easter Seals staff provides the training of the attendant and other administrative tasks, such as payroll, but participants are trained to hire their own attendant, and set the work schedule and duties to be performed.

For more information on Easter Seals' Personal Attendant Program, please call 1-800-677-3800.
JEVS Supports for Independence

Delaware

What are Personal Assistance and Personal Attendant Services?

Personal Attendant and Personal Assistance Services (PAS) empower individuals with disabilities to maintain their independence at home and remain active in their community. Individuals receive service coordination and financial management services, which support them in the process of hiring their own personal care attendant. Individuals can hire a friend, neighbor, or relative to help them with their personal care needs. Our experienced staff can also assist individuals in finding personal care attendants who can work at the participant’s requested days and times.

Are you 18 or over with a disability and want control of your own services?

Do you want the choice to hire your own personal attendant to provide your personal care?

JEVS Supports for Independence can help. We tailor your services to meet your needs!

Service Coordination Includes
• An experienced Coordinator to support you in creating an individualized service plan (ISP)
• Assistance with setting you up as an employer so you can hire personal care attendants to meet your needs

Your Personal Attendant can help you with
• Bathing, dressing, grooming, toileting, meal preparation, and transferring
• Light housekeeping such as cleaning and doing laundry
• Errands and tasks such as food shopping and visits to the pharmacy

Financial Management Services Include
• Orientation to the program for you and your employees
• A competitive pay rate for your employees
• Human Resources support that helps you find a personal attendant to fit your needs
• Completing reference and background checks.
• Assistance with establishing and maintaining workers’ compensation accounts
• Assistance with payroll
• Assistance with managing employment taxes
• A phone activated time and attendance system to ensure accuracy in recording hours worked
• A convenient call in system to confirm the hours your personal care assistant has worked

Would you like a FREE one of a kind training to help you in your role as an employer?
JEVS Supports for Independence offers a free Consumer Directed Training Series for all individuals enrolled in our Self-Directed Services Programs.

Consumer Directed Training
The JEVS SFI Consumer Directed Training Series supports program participants in their role as employers. This one of a kind training consists of video and written components that cover 11 topics essential to creating an effective relationship between the participant and his or her attendant. This training is the result of a team effort involving important contributions from self-directing participants, attendants, and SFI staff.

Eligibility for Personal Attendant Services
• A Delaware State Resident who is 18 years of age or older

http://sfi.jevs.org/delaware/personal_assistance_and_personal_attendant_services.asp
• Applicant must possess a severe, chronic disability that significantly impairs his or her ability to perform the essential activities of daily living in an independent manner either at home or in the community
• Disability must be medically verified and expected to last for a continuous period of no fewer than 12 months

Enrollment for Personal Attendant Services
Eligibility and enrollment are determined by the Division of Services for Aging and Adults with Physical Disabilities (DSAAPD).

TF: 1-800-223-9074
TTY: (302) 453-3837
Email: DSAAPDinfo@state.de.us

Eligibility for Personal Assistance Services
• A Delaware state resident who is at least 18 years of age
• Applicant must possess a severe, chronic physical, mental or developmental disability which significantly impairs the applicant’s ability to perform the essential activities of daily living in an independent manner at home and in the community
• The applicant’s chronic disability must be medically verified and expected to last for a continuous period of no fewer than 12 months

Enrollment for Personal Assistance Services
Eligibility and enrollment are determined by the Division of Medicaid and Medical Assistance (DMMA) or a Contracting Agency.

TF: 1-800-372-2022
TEL: (302) 255-9600

We Speak Your Language
JEVS Supports for Independence is dedicated to meeting your needs in a variety of languages. Our bilingual staff will create a supportive environment in which participants with limited English proficiency can have questions answered and their needs met.

Cost
Personal Attendant Services may be available at no cost or through cost sharing. Cost sharing, if applicable, is determined by the enrolling agency.

Personal Assistance Services are available at no cost for eligible participants.
STATE OF DELAWARE

HEALTH FUND APPLICATION

FISCAL YEAR 2015

Applications are only being accepted from programs that received Health Fund money in FY 15 or were recommended by the Health Fund Advisory Committee to receive funding in FY 15.

FUNDING REQUESTS ARE DUE BY 4:30 PM, Thursday, SEPTEMBER 26, 2013.

Requests should be submitted electronically to deborah.gottschalk@state.de.us and joanne.finnigan@state.de.us. Please send as a PDF or Image Writer file with your organization’s name at the beginning of the file name. (Please remember to sign the Agreement on page 5).

Please direct questions to Debbie Gottschalk, Chief Policy Advisor, DHSS, Phone: (302) 255-9038; email: deborah.gottschalk@state.de.us or Joanne Finnigan, Phone: (302) 255-9880; email: joanne.finnigan@state.de.us.

Agency Information

1. Official Name of Organization:
   Delaware Health and Social Services, Division of Services for Aging and Adults with Physical Disabilities

2. Date of Incorporation or Date Established by Law:
   1965

3. 9-digit Federal Employer Identification No.:
   51-600279

4. Address of Management Office:
   1901 N DuPont Highway
   Herman Holloway Campus
   Main Building, 1st Floor Annex
   New Castle DE 19720

5. Name, Phone Number, and E-mail Address of Primary Contact Representative:
   Lisa Bond, 302-255-9358, lisa.bond@state.de.us

6. Did your agency receive Health Funds in Fiscal Year 2014? If yes, how much?
   Yes, $686,100
Program Information

1. Please provide a one paragraph summary of the program.
The main goal of Personal Attendant Services Program is to provide attendant services to eligible adults with physical disabilities enabling them to work and/or avoid living in highly supervised institutional settings. Attendant Services is intended to maximize independence and autonomy for consumers. An important aspect of the Personal Attendant Services Program is self-direction. Consumers select their own attendants and direct attendant care in a manner which is consistent with their own personal lifestyle and preferences. Consumers serve as the actual employers of their attendants by hiring, training, scheduling, directing work activities, and performing other related oversight functions. Consumers may act through a guardian or appointed representative. Currently, Attendant Services is the only self-directed service administered by DSAAPD.

2. Why is there a need for the program for which your agency is seeking Health Funds?
The mission of the Division of Services for Aging and Adults with Physical Disabilities (DSAAPD) is to improve and maintain the quality of life for Delawareans who are elderly or who are at least eighteen years of age with physical disabilities. The Division is committed to the development and delivery of consumer driven services, which maximize independence through individual choice in the least restrictive environment possible, enabling individuals to continue living active and productive lives and protecting those who may be vulnerable or at risk.

The Personal Attendant Services (PAS) program is an important component of the community-based long term care systems supported by DSAAPD. The program provides personal care and other approved support services for adults with physical disabilities who need assistance to enable them to live in their own homes and communities and to carry out functions of daily living, self care, and mobility.

Guidelines for the Personal Attendant Services program were established through the Community-Based Attendant Services Act (HB 30), which was signed into law by Governor Minner in 2001. The law (16 Del.C. Ch. 94) can be reviewed online at http://delcode.delaware.gov/title16/c094/index.shtml

The Division contracts for the provision of Personal Attendant Services on a statewide basis. The contracted attendant services agency provides support to consumers in a number of important ways. For example, the provider agency carries out person-centered planning with consumers to help them identify need and preferences. The provider agency recruits attendants and maintains a roster from which consumers can select attendants who best meet their needs. In addition, the agency provides basic training to attendants and assists consumers in billing, tax requirements, and other mandates required of consumers when hiring attendants.

Originally funded with State general funds, the program was later expanded with the addition of funds available through the State’s portion of the Tobacco Settlement.

FY 2015 Health Fund Application - 2
3. What are the program goals and objectives?
   a. To provide personal attendant services to promote self-sufficiency, self-reliance, and
      a sense of personal responsibility among participants.
   b. To minimize the likelihood of institutionalization and maximize the potential for
      independent living of individuals with disabilities.
   c. To reduce the barriers to participation in common community-based activities.

4. Please describe the target population affected by the program.
The target population consists of adults with low incomes who require long term care
supports and services to remain in the community.

5. Where will the services be provided?
The Personal Attendant Services program is statewide and provides services in the
consumer's home or other community-based settings.

6. What other agencies or organizations provide services similar to those of your agency, if
   any? How do you propose to work with the agencies that perform similar services?
Home health agencies provide personal care services that are used as supplementary
service for some recipients of attendant care. DSAAPD will continue to coordinate
scheduling and service delivery issues with these agencies.

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**Funding Request**

1. What level of funding is your agency requesting for FY 2015?
   $686,100

2. Is the requested funding a one-time request or do you anticipate the need for on-going
   funding? Please explain.
The need for this funding is ongoing. It is expected that in FY 2015, Health Funds will
provide attendant services for approximately 41 participants and general funds will serve
an additional 31 persons for a total of 72 persons. In addition, there are currently 98
persons on the waiting list, including 76 who are designated as high priority.

3. Please submit a proposed line item budget (i.e., personnel, contractual, travel, supplies,
   etc.) explaining how you intend to use **FY 2015 Health Funds**. You will be asked to
   submit a year-end expenditure report based on the actual amount allocated in the budget.
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<tr>
<td><strong>Total</strong></td>
<td><strong>$686,100</strong></td>
</tr>
</tbody>
</table>

4. If you received Health Funds in FY 2013, please submit a year end expenditure report detailing how those funds have been used. Please see attached contractor year-end reports for FY 2013 Attendant Services Program unit cost budget contracts.

5. Does your agency receive funding for this project from any of the following sources? If so, please provide the name of the funding source and the amount of funding received.

   - State Funds (i.e., General Funds, ASF, Grant-in-Aid): $1,099,363
   - Federal Funds (including federal grants):
   - Other Funds (i.e., corporate grants/donations):

6. In addition to sources listed in the answer to question 5, does your agency receive funding from any of the following sources? If so, please provide the name of the funding source and the amount of funding received.

   - State Funds (i.e., General Funds, ASF, Grant-in-Aid): $19,959,568
   - Federal Funds (including federal grants):
     Social Services Block Grant $1,006,456
     Medicaid $623,036
     Older American’s Act Title III $5,617,021
     Older American’s Act Title V $1,814,197
     Older American’s Act Title VII $102,255
     Nutrition Services Incentive Program $439,084
     Senior Medicare Patrol and Capacity $217,933
     Aging and Disabilities Resource Center $199,741
     Approach to Legal Assistance $100,000

   **Federal Total:** $10,119,723

   - Other Funds (i.e., corporate grants/donations):
Program Evaluation

1. If you are currently receiving Health Funds, how have you evaluated your program’s success at meeting the previously stated goals and objectives? Specifically, identify the performance measures you use and the corresponding results.

Division of Services for Aging and Adults with Physical Disabilities (DSAAPD) staff members monitor the Attendant Services program contracts to ensure that program goals are being met.

DSAAPD case managers provide oversight to ensure that services are delivered in accordance with individual care plans.

Recipients are surveyed annually regarding their satisfaction with the service. During the most recent program year, nearly all program participants indicated that the attendant services met their expectations, that their interactions with staff were good and that the staff members were responsive to their needs.

DSAAPD utilizes a tracking system which closely monitors service utilization. This system enables staff to accurately project service hour availability and allows for efficient use of existing resources.

2. If you are currently receiving Health Funds and did not meet your stated goals and objectives, how will you modify your program to meet the stated goals and objectives?

DSAAPD has met our current goals and objectives.
DHSS/DSAAPD agrees to the following as a condition of receiving Health Funds:

1. To submit funding requests on the forms provided at the times designated and to participate in the allocations review process.

2. To provide an annual certified audit and other financial statements, service figures, and reports or audits as required by the State of Delaware.

3. To cooperate with other organizations, both voluntary and public, in responding to the needs of the community and in promoting high standards of efficiency and effectiveness.

4. To submit accurate information with this application. NOTE: Any misstatement of facts may forfeit any remaining balance of grants due and/or future grants.

5. That this agency meets the criteria established by the Health Fund Advisory Committee and uses any funds appropriated by the General Assembly in accordance with those provisions and any additional restrictions that may be set forth in State Law.

6. This agency will provide the Health Fund Advisory Committee with financial or programmatic information upon request.

This agreement has been read and approved on:

September 25, 2013

(Date)

By: ____________________________

(Name)

Division Director

(Title)

William Love

(Name)

DSAAPD Division Director

(Title)
Health Fund Project Criteria

In accordance with Section 137 of Title 16 of the Delaware Code, moneys from the Delaware Health Fund shall be expended for Delaware citizens in accordance with any 1 or more of the following:

(1) Expanding access to healthcare and health insurance for citizens of Delaware that lack affordable healthcare due to being uninsured or underinsured;

(2) Making long-term investments to enhance healthcare infrastructure which meets a public purpose;

(3) Promoting healthy lifestyles, including the prevention and cessation of the use of tobacco, alcohol and other drugs by the citizens of Delaware;

(4) Promoting preventative care for Delawareans in order to detect and avoid adverse health conditions, particularly cancer and other tobacco-related diseases;

(5) Working with the medical community by providing funding for innovative and/or cost effective testing regimens to detect and identify lesser-known but devastating and costly illnesses, such as sarcoidosis and hemachromatosis, fibromyalgia, lupus, lyme disease and chronic fatigue immune deficiency syndrome;

6) Promoting a payment assistance program for prescription drugs to Delaware's low-income senior and disabled citizens who are ineligible for, or do not have, prescription drug benefits or coverage through federal, state, or private sources;

(7) Promoting a payment assistance program to Delaware's citizens who suffer from debilitating chronic illnesses, such as diabetes and kidney disease, which are characterized by onerous recurring costs for equipment, tests and therapy; and/or

(8) Such other expenditures as are deemed necessary in the best interests of the citizens of Delaware provided they shall be made for health related purposes.
### Division of Services for Aging and Adults with Physical Disabilities

#### Financial Statement

**PO #:** 140342  
**Contract #:** 35-1406-2013-61  
**Service:** Personal Attendant

**Agency Name:** Easter Seals  
**Period:** 7/1/2012 - 6/30/2013  
**Project Year:** 2013

#### Funding Sources

**STATE & TOBACCO**

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**Contract Manager:** Maria Harmer  
**Contract Total:** $114,490.00

**Fiscal Contact:** Tonya Mason  
**Amendment #:** 2
### Financial Statement

**PO #:** 144345  
**Contract #:** 35-1400-2012-02  
**Service:** Personal Attendant

**Agency Name:** JEVS-Jewish Employment Voc.Serv.  
**Period:** 7/1/2012 - 6/30/2013  
**Project Year:** 2013

#### Funding Sources:

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**Contract Manager:** Marie Harmer  
**Contract Total:** $354,873.00  
**Amendment #:** 1

**Fiscal Contact:** Tonya Mason
STATE OF DELAWARE

DELWARE HEALTH AND SOCIAL SERVICES
DIVISION OF MEDICAID & MEDICAL ASSISTANCE

POLICY AND PROGRAM DEVELOPMENT UNIT

MEMORANDUM

REPLY TO
ATTN. OF: Administrative Notice DMMA-01-2013

TO: All DMMA Staff

DATE: January 11, 2013

SUBJECT: Nursing Home Private Pay Rate

BACKGROUND

Section 1917(c) of the Social Security Act stipulates that a period of ineligibility must be assessed when a Medicaid applicant has transferred assets for less than fair market value. The average monthly cost to a private pay patient of a nursing facility is used to determine this period of ineligibility.

Note: This is not the average Medicaid per diem rate.

DISCUSSION

The daily average usual and customary nursing facility charge for a private pay patient is calculated annually. A monthly rate is obtained by multiplying the daily rate by 30.42 days. These figures are used to calculate the period of ineligibility.

Effective January 1, 2013 the daily and monthly rates are:

Average daily cost to a private pay patient of a nursing facility in Delaware $249.98

Average monthly cost to a private pay patient of a nursing facility in Delaware $7,604.00

ACTION REQUIRED

DMMA staff should use these figures when calculating a period of ineligibility for applications filed on or after January 1, 2013. Policy DSSM 20350.3 and DSSM 20350.3.1 should be reviewed.

DCIS II will be updated with these figures.

DIRECT INQUIRIES TO

Barbara L. Lewis
(302) 424-7228

January 11, 2013

DATE

ATTACHMENT "C"
Reducing Our Reliance on State LTC Facilities

Total Diversions
(2011 to present)
Applications for Admission = 375
Diversions = 330
Percent Diverted = 88%

Average Monthly Admissions:
2010 = 8.25
2011 = 5.33
2012 = 3.00

The facility census has dropped 23%, from 380 in January 2011 to 292 in January 2013.

Several studies released in recent years provide evidence that Delaware is over reliant on facility-based services – a model of service delivery that is not sustainable given the rapidly growing aging population, nor does this model effectively support the needs of Delaware’s older population and those with disabilities. For example, one study showed that Delaware has a high rate of nursing home residents with low care needs (13.5%) relative to the average rates of the top five states (5.4%). Surveys also report that the overwhelming majority (86% plus) of Delawareans want services that support them in their own homes. We must also ensure our compliance with the Americans with Disabilities Act which mandates that public agencies provide services in the most integrated setting appropriate to individual needs. We are rebalancing our allocation of resources to more effectively meet needs not by restricting access to facility-based services when needed, but by improving access to community-based services. Many Delawareans historically placed in nursing facilities can be more effectively supported in the community – and that is what people want.

Our Care Transitions Team is diverting admissions where appropriate to community-based services that enable individuals to continue to live in their own homes with wrap-around services, or to private facilities. Since February 2011, 88% of referrals for admission were diverted enabling us to reduce average admissions from over 8 per month to 3 per month and to reduce our census across the three facilities by 23%.

The Department also completed an independent assessment of all residents in our long-term care facilities and is using that information to transition individuals back to the community when appropriate using such initiatives as Money Follows the Person.