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December 22, 1972

**Assemblyman Leo T. McCarthy
California State Legislature
Joint Committee on Aging
State Capitol, Room 4164
Sacramento, California 95814**

Dear Mr. McCarthy:

This Department will be represented by Lucille Hood, Chief, Protective Services Bureau at the Joint Committee on Aging Hearing, January 23, 1973, State Capitol, Room 2170 at 9:30 a.m.

Sincerely,

Original sent by
Philip J. Manriquez

**PHILIP J. MANRIQUEZ ✓
Assistant to the Director**

LCH:hb

**bcc: Lucille C. Hood 16-28
Mary Lee Schuster 17-3**

Joint Committee on Aging

California Legislature

MEMBERS
PETER H. BEHR
JOSEPH M. KENNICK
GEORGE N. ZENOVICH

Joint Committee on Aging

LEO T. MCCARTHY
CHAIRMAN

PETER H. BEHR
VICE CHAIRMAN

JANET J. LEVY
COMMITTEE CONSULTANT

ROOM 4164
STATE CAPITOL
SACRAMENTO 95814
PHONE: (916) 445-7400

STATE BUILDING 1046
350 MCALLISTER STREET
SAN FRANCISCO, CALIF. 94102
TELEPHONE: (415) 557-2662

December 11, 1972

HEARING ON NURSING HOMES AND ALTERNATIVES

In response to a national mandate and a California Senate Resolution by President Pro Tem James Mills of San Diego, the Joint Committee on Aging will hold the fourth and final statewide hearing on Nursing Home and Alternative Care programs in the State Capitol on Tuesday, January 23, 1973.

Beginning at 9:30 a.m. Chairman Leo T. McCarthy of San Francisco plans to conduct a full day's agenda providing an opportunity for the Committee to hear testimony from consumers, providers and appropriate agency representatives. In addition to the Committee's concern for the quality of care in nursing facilities, they will hear from homemakers, health aides, nutritionists, who will describe their potential for providing alternatives to institutional care, thereby allowing older persons to remain in their own homes as long as possible.

In order to avoid duplication of testimony, yet include all vital data, a planning meeting will be held on Monday, January 8, 1973 from 10:00 a.m. to 12:00 p.m. in the Library of the Sacramento Medical Center, 2221 Stockton Boulevard.

MEMBERS
TER H. BEHR
SEPH M. KENNICK
ORGE N. ZENOVICH

California Legislature

Joint Committee on Aging

LEO T. MCCARTHY
CHAIRMAN

PETER H. BEHR
VICE CHAIRMAN

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HEARING ON NURSING HOMES AND ALTERNATIVE CARE --

JANUARY 23, 1973

The fourth in a series of statewide hearings concerned with Nursing Homes and Alternative Care will be held by the Joint Committee on Aging in Sacramento on Tuesday, January 23, 1973. Chairman of the Committee, Assemblyman Leo T. McCarthy of San Francisco, has stated, "It is important that we hear from the consumers (family or friends of older residents or patients), the provider (administrator, board member, or owner of Home), and the local agency responsible for the safety, social and economic factors essential to a well-run facility." Through testimony presented to the Committee by these three major sources of information, possible methods to overcome and resolve some of the existing problems and conflicts will be presented at the hearing.

The other important aspect of the hearing will be the community potential for the provision of supportive services designed to allow older persons to remain longer in their own familiar surroundings. Agencies and individuals involved

ON AGING
THY, CHAIRMAN

with homemakers, health-aids, nutrition programs, transportation and other essential services will present existing problems, possible solutions and their actual experiences with the delivery of those services.

The hearing will be held at the State Capitol, room 2170 on Tuesday, January 23, 1973, from 9:30 a.m. - 4:30 p.m. For further information contact Janet Levy, Consultant to the Joint Committee on Aging, 4164 State Capitol, Sacramento, 445-7400 or 445-2106.

A.2.22

Ed Wheeler
Deputy Secretary, Operations
Health and Welfare Agency
915 Capitol Mall, Room 200
Sacramento, California 95814

January 23, 1973

Joint Committee
Hearings on Aged

, 744 P Street, Sacramento 95814

The Joint Committee on Aging (Chairman, McCarthy) is conducting a hearing today on the subject of out-of-home care services for aged persons. The bulk of the testimony presented today is to be from providers of care and representatives of the nursing home industries. The committee will hold another hearing next week, January 24, to hear testimony from various state departments.

Janet Levy, consultant to the committee, advises that it is expected that the departments of Public Health, Health Care Services, Mental Hygiene, Social Welfare and the Attorney General's office will be asked to testify. It is presumed that the testimony from these organizations will be in response to whatever issues are raised during today's hearing.

During December this committee went through this same kind of exercise in San Francisco and at that time agency staff felt that a single department should appear to present a unified statement reflecting the views of the components of the Health and Welfare Agency. Please advise if it is intended to use that approach for next week's hearing. If not, we have tentatively scheduled Miss Lucille Hood, Chief of Protective Services Bureau, to appear on behalf of this department. Do you approve?

Original signed by
Philip J. Manriquez
PHILIP J. MANRIQUEZ
Assistant to the Director

PJM/dg

Legislative Address
State Capitol
Sacramento, Calif. 95814
Telephone: (415) 445-2108
Director's Office
State Building 1048
350 McAllister Street
San Francisco, Calif. 94102
Telephone: (415) 557-2882

Assembly California Legislature

LEO T. MCCARTHY
ASSEMBLYMAN
SAN FRANCISCO
MAJORITY WHIP

Chairman
Labor Relations
Joint Committee
on Aging
Committee
Planning and Land Use
Revenue and Taxation
Transportation
Welfare

Dear Lucille:

I thought that you and
Phil might wish to see a copy
of the agenda before tomorrow.

Janet

Phil:
Does the Leg. Com
decide who will testify
or SDSW? Maybe this
results from the letter
from Mr. Carlson to the
Committee saying I.H.
will attend hearings
Is licensing SDSW-
involved in this?
Finally

Joint Committee on Aging

ASSEMBLY MEMBERS

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FRANK MURPHY

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Joint Committee on Aging

LEO T. MCCARTHY
CHAIRMAN

PETER H. BEHR
VICE CHAIRMAN

*A2.12
Jt. Com. Aging*

NURSING HOME AND ALTERNATE CARE HEARING
State Capitol, Room 2170
Tuesday, January 30, 1973
Sacramento

A G E N D A

- 9:30 Chairman Leo T. McCarthy: Introductions, Review, Guidelines
- 9:35 DEPARTMENT OF HEALTH CARE SERVICES
Mr. Arnold Griffiths, Staff Administrator
Mr. David Mitchell, Legislative Coordinator
Mr. Donald Burkett, Asst. Dir., Field Services Division
- 10:35 DEPARTMENT OF PUBLIC HEALTH
Dr. Lois Lillick, Chief, Health Facilities Resource Program
Mr. Bill Smith, Asst. Chief, Health Facilities Resource Program
Ms. Mabel Daly, Nursing Consultant
- 11:35 DEPARTMENT OF MENTAL HYGIENE
Dr. Robert Hewitt, Chief Deputy Director
Miss Mary Lou Clark, Coordinator
Mental Health Services to the Aging
- 12:30 Luncheon
- 1:30 DEPARTMENT OF SOCIAL WELFARE
Miss Lucille Hood, Chief, Protective Services Bureau
- 2:00 Mr. Richard Mayers, Author, Attorney General's Special Study
on Problems of the Aged
- 2:15 Dr. R. L. Holtzer, Health Officer, Mendocino County
- 2:30 Additional testimony, questions or statements by those persons
unable to appear at earlier hearings.

STATEMENT

PRESENTED TO JOINT COMMITTEE ON AGING

TESTIMONY OF SDSW

Lucille Hood, Chief, Protective Services Bureau.

- In an effort to help the elderly, disabled and blind recipients to remain in their homes, the SDSW and county welfare departments have funded the attendant care programs since the early '60's. As the result of federal regulations and state legislation, the attendant care program has been in the process of being converted to the homemaker program.

In September 1972, there were 49,769 adult aid cases served by attendants at a total cost of \$3,642,823 for that month.

There are 26 counties that have requested and received approval to establish homemaker programs to serve all the OAS, ATD, and AB who need this service. They have not converted all the cases from attendant to homemaker, but this is done on a gradual basis.

The differences between attendant care and homemaker are primarily that of control and funding.

The recipient due to disability or frailty is unable to cope with all the responsibilities of independent living. After the welfare department approves attendant care help, the recipient has to locate a person and pay this person from his attendant care allowance.

Homemakers are employed by an agency trained for the work and assigned to spend a specific number of hours with certain recipients performing tasks of home care, home management, and personal care.

Many welfare departments are contracting with other agencies to provide homemaker services.

The attached cost estimates on Homemaker Services show an increase from \$28 million in 1972-73 to \$67 million for 1973-74. The latter figure would represent \$50 million in federal funds which would indicate a very substantial part of California's federal allocation for services. The cost of \$67 million would provide 59,882 recipients with Homemaker Services, of which 37,000 would be OAS recipients.

1. Proper care on a 24-hour basis may necessitate non-medical out-of-home care.

It is estimated 44,828 persons lived in SDSW board and care licensed facilities during 1970-71

2. There are 457 facilities with a population of 16 persons or are licensed by SDSW. There are county licensed:

1 - 6 persons	-	2,784 facilities
7 - 15 persons	-	709 facilities

3. The present rate for Group I care is \$226 per month and for Group II \$237.

4. Out of the 44,000 residents in SDSW licensed facilities, 39,440 are aid recipients.

Out of this number, 19,000 are OAS recipients, with 41% receiving Group I rate for care, and 59% receiving Group II rate.

Licensing Information Regarding SDSW Facilities.

1. In the initial and renewal licensing study, unannounced visits are made.
2. To avoid conflict of interest, operators and staff are prohibited from being named guardian, etc.
3. A written contract between operator and resident is intended to clarify rights and responsibilities of each.
4. In an effort to preserve health, social and recreational activities are required.
5. Each facility must meet fire and other safety standards.

Social Services are provided as needed by county welfare departments to recipients living in out-of-home care.

1. To prevent a person being forgotten, a visit and an assessment of his adjustment is required annually.
 2. County welfare departments provide the annual assessment in SDSW licensed facilities, while DHCS Medical-Social Review Teams perform this assessment in Intermediate Care Facilities and Nursing Homes.
 3. If the assessment shows the recipient needs service and there are no relatives to act for him, the county welfare department is expected to do so.
 4. Chapter 30-250, SDSW Regulations, Services In Out-of-Home Care, spells out what the welfare departments are required to do to assist recipients with selection, placement, adjustment, transfer, or return to the community.
- Both cash grant and medically needs are eligible for these services.

5. The social service staff carrying both the licensing and placement functions have 75% of their salaries paid from federal funds. The curtailment of federal funds may affect these programs too.

Prepared by the Legislative Coordinator, SDSW

January 30, 1972

INFORMATION REGARDING
STATUS OF HOMEMAKER
SERVICES - ADULTS
AS OF JANUARY 29, 1973

The following counties have an APPROVED PLAN to provide Homemaker Services to recipients of OAS, ATD, and AB:

- | | | |
|-----------------|--------------------|-----------------|
| 1. Alpine | 10. Lassen | 19. San Joaquin |
| 2. Contra Costa | 11. Los Angeles | 20. Santa Clara |
| 3. Del Norte | 12. Mendocino | 21. Santa Cruz |
| 4. El Dorado | 13. Nevada | 22. Shasta |
| 5. Humboldt | 14. Riverside | 23. Sierra |
| 6. Imperial | 15. Sacramento | 24. Stanislaus |
| 7. Inyo | 16. San Bernardino | 25. Tuolumne |
| 8. Kern | 17. San Diego | 26. Yolo |
| 9. Lake | 18. San Francisco | |

Total: 26

The following counties have an approved INTERIM PLAN to provide Homemaker Services for ATD recipients only:

- | | | |
|-----------|--------------------|------------|
| 1. Fresno | 6. Orange | 11. Solano |
| 2. Glenn | 7. Plumas | 12. Sonoma |
| 3. Kings | 8. Placer | 13. Sutter |
| 4. Marin | 9. San Luis Obispo | 14. Tulare |
| 5. Napa | 10. San Mateo | 15. Yuba |

Total: 15

The fiscal claiming report for January-March 1972 showed the 41 counties served 25,108 adult recipients during the quarter.

The closed-end appropriation for social service funds will have an impact on the state program for Homemaker Services. Costs are met by 75% federal and 25% state funds.

The cost per case for Homemaker Services is not to exceed \$300 per month according to state law. This is in addition to the grant.

Attendant Care

This is a form of in-home care for adult aid recipients. For the month of September 1972 there were 49,769 cases receiving attendant care at a total cost of \$3,642,823. The recipient receives an amount in his grant to pay the cost of the attendant. It is currently paid for by federal, state, and county funds and will be affected by H.R. 1.

**Cost Estimates of
HOMEMAKER PROGRAM
1972-73 and 1973-74**

Homemaker program costs for 1972-73 and 1973-74 are estimated to be:

Item	Total	Federal	State
1972-73			
All programs ...	\$28,608,000	\$21,456,000	\$7,152,000
OAS	17,961,300	13,470,975	4,490,325
AB	1,429,100	1,071,825	357,275
ATD	9,217,600	6,913,200	2,304,400
1973-74			
All programs ...	\$67,452,500	50,589,375	16,863,125
OAS	41,681,300	31,260,975	10,420,325
AB	3,330,000	2,497,500	832,500
ATD	22,441,200	16,830,900	5,610,300

The above estimates are based on the following:

1. Although SB 1246 extended the deadline for full compliance with state requirement for homemaker services from December 31, 1972 to April 1, 1974, the bill also required the counties to begin complying with such requirements by April 1, 1973. The counties were to demonstrate "reasonable progress" towards that end, to be determined by "reasonable criteria" set forth by SDSW at various points in time. "Reasonable progress" was not determined to be mere approval of a proposed county plan for homemaker services, but actual phased-in operation of the homemaker program. For purposes of our estimate, we have assumed the following phase-in schedule:

35% by January 1, 1973

70% by July 1, 1973

100% by January 1, 1974

2. The pool from which the phase-in will be drawn consist of the sum of attendant care and homemaker cases. Quarterly time series for the period September 1970 through June 1972 indicated that the pools for the aged and blind were stabilizing, but the pool for the disabled program was showing continuing growth.

Because this ATD pool was nine percent of the ATD caseload for nearly two years, we showed increases for the homemaker cases in the ATD program at nine percent of the projected caseload figures. The pools are estimated to be 37,650 in OAS, 3,000 in AB, and ranging from 19,300 in January 1, 1973 to 20,800 in January 1, 1974 in ATD.

3. Because eligibility for the homemaker services is linked to the receipt of a categorical aid, those cases whose grant consists of attendant care only can neither transfer to the homemaker program nor could they continue to receive attendant care upon the termination of the Attendant Care program. Based on the September 1971 Welfare Survey, 0.2% of OAS recipients and 0.4% of ATD recipients received only an allowance for attendant care services. The AB incidence was taken as the average of these two, at 0.3%, since the 1971 survey did not include blind recipients. The application of these percentages resulted attendant care allowance only cases totalling about 600 in OAS, 40 in AB, and ranging below and above 900 in ATD as the caseload grew.
4. Therefore, the attendant-homemaker pool, adjusted for those not eligible to transfer to the homemaker program, were phased into the homemaker program as follows:

Program	Phased-in number of homemaker cases, as of:		
	1-1-73	7-1-73	1-1-74
All programs	20,462	41,417	59,882
OAS	12,968	25,935	37,050
AB	1,036	2,072	2,960 ..
ATD	6,458	13,410	19,872

As previously mentioned, the ATD homemaker caseload will continue to increase reaching an estimated 20,425 by the end of June 1974.

5. During 1970-71, the quarterly average homemaker cost ranged from \$81.31 to \$101.74. During 1971-72, the quarterly average ranged from \$93.48 to \$100. for the fiscal year, the average was \$95.47. Because Los Angeles claims are missing, and the budget office there expects the homemaker cases to cost well above \$100, we have estimated the average homemaker expenditure to be \$100 per case monthly.
6. For purposes of comparison, estimated average attendant care costs based on actual fiscal reporting are given below:

Program	Average cost
OAS	\$68
AB	85
ATD	85

State of California
Department of Social Welfare

FOR NON-MEDICAL OUT-OF-HOME CARE

Program Data

1. Present Rate (EAS 44-209.5) Effective 7/28/72

	<u>Group I</u>	<u>Group II</u>
a. Board, room, personal care, supervision (Close-end budget appropriation.)	\$172.00	\$197.00
b. Personal and Incidental Needs (Open-end)	39.00	25.00
c. Clothing, dry cleaning, laundry, etc. (Open-end)	<u>15.00</u>	<u>15.00</u>
TOTAL	<u>\$226.00</u>	<u>\$237.00</u>

2. Board and Care Facilities

	<u>Facilities</u>	<u>Persons</u>
a. State licensed (16 persons or over)	457	20,590
b. County licensed (1 to 15 persons)		
Foster Family (1-6 persons)	2,784	16,974
Small Group Care (7-15 persons)	<u>709</u>	<u>7,264</u>
TOTAL	<u>3,950</u>	<u>44,828*</u>

*Estimated

3. Statewide percentage breakdown of Group I and Group II by categorical aid for 1970/71.

	<u>Group I (%)</u>	<u>Group II (%)</u>		<u>Total (100%)</u>
OAS.	7,839 (41%)	11,282 (59%)	=	19,121
AB	433 (45%)	530 (55%)	=	963
ATD	<u>9,454 (49%)</u>	<u>9,902 (51%)</u>	=	<u>19,356</u>
Grand Totals	<u>17,726 (45%)</u>	<u>21,714 (55%)</u>		<u>39,440</u>

4. Family Care (1,350 Homes; 4,500 people)

a. Approximately seventy-five percent of the persons in family care homes are public assistance linked and receive a Group I care rate. The balance have been receiving Group I board and care plus \$10.00 personal needs.

b. Rate

(1) 3/4 of people get \$226 a month.

(2) 1/4 of people get \$183 a month.

There is a cost study currently in process to assess the payments of the Group I and Group II payments.

Licensing Information

Non-Medical Facilities, State Department of Social Welfare, and County Welfare Departments are required by state law to make two licensing visits per year. Regulations require at least one shall be an unannounced visit. Efforts are being made to streamline procedures in licensing.

By regulation no licensee or employee of a facility shall accept appointment as guardian, conservator, or substitute payee for a resident of the facility.

All facilities shall have a written contract with each resident prior to his admission and shall cover services to be provided, rate to be paid, conditions for modifications, etc.

Social, recreational, and religious activities shall be arranged for by the facilities in accordance with the interests and abilities of the residents.

Each facility shall meet fire safety standards.

30-255 SERVICES IN OUT-OF-HOME CARE

30-255

In developing and administering a program to provide out-of-home services, the county welfare department shall establish administrative standards and policies which assure that:

- .1 Information and referral services pertaining to out-of-home care facilities shall be made available upon request.
- .2 The individual shall be encouraged to participate in all planning to the maximum extent possible.
- .3 Other persons who have a significant legal relationship or social responsibility for the individual shall be involved in the planning.
- .4 Private facilities providing care for adult applicants or recipients 18 years of age or over shall be licensed. Family Care Homes shall be certified.
- .5 Adequate arrangements shall be made for protection of the individual's home and possessions, when necessary.
- .6 Arrangements shall be made for a substitute payee, conservator, or guardian, if indicated.
- .7 Help shall be directed to restoration of the individual's independent functioning to the fullest extent possible.
- .8 Continuing efforts shall be made to reestablish and maintain family and community ties and interests.
- .9 Full utilization shall be made of all appropriate resources within the county welfare department and the community to provide services to individuals in out-of-home living arrangements.
- .10 Consultation and planning shall occur with the appropriate staff of the out-of-home care facility in relation to the individual's progress and services needed.
- .11 Services will be provided to assist with the out-of-home care living arrangement transfers and to enable persons to return to their own homes or other independent living arrangements.

May 24, 1973

Honorable Leo T. McCarthy, Chairman
Joint Committee on Aging
California Legislature
State Capitol, Room 4164
Sacramento, CA 95814

Dear Assemblyman McCarthy:

The following data is in response to your request of May 8, 1973.

1. Average number of nonmedical board and care recipients estimated for fiscal year 1973-74, ignoring HR-1:

<u>Item</u>	<u>Total</u>	<u>OAS</u>	<u>AB</u>	<u>ATD</u>
Group I	21,900	8,400	500	13,000
Group II	21,020	10,750	470	9,800
Total	42,920	19,150	970	22,800

2. Estimated annual cost for fiscal year 1973-74 of nonmedical board and care cases, including rate and personal and incidental costs, ignoring HR-1:

<u>Item</u>	<u>Total</u>	<u>Federal</u>	<u>State</u>	<u>County</u>
OAS	\$29,885,700	\$14,829,300	\$15,056,400	-0-
AB	1,901,400	943,700	957,700	-0-
ATD	51,293,700	25,498,100	12,897,800	\$12,897,800
Total	\$83,080,800	\$41,271,100	\$28,911,900	\$12,897,800

Joint Committee on Aging

Honorable Leo T. McCarthy

-2-

May 24, 1973

3. Estimated additional annual cost for fiscal year 1973-74 of nonmedical board and care cases as modified by AB 638 (the estimate below excludes medical facility cases):

Item	Total	Federal	State	County
OAS	\$2,298,000	\$1,140,300	\$1,157,700	-0-
AB	116,400	57,800	58,600	-0-
ATD	2,736,000	1,360,000	688,000	\$688,000
Total	\$5,150,400	\$2,558,100	\$1,904,300	\$688,000

If I may be of any further assistance, please let me know.

	AB	ATD
Sincerely, Philip J. Manriquez Assistant Director	21,000 21,000 42,000	13,000 9,800 22,800

bcc: P. Manriquez, 16-5
R. E. Bishop, 16-27
L. Harrison, 16-36
A. Moss, 12-90 (2)
Central Files, 15-43

	Total	Federal	State	County
ABM:hls	\$29,865,700	\$14,829,300	\$15,056,400	-0-
#27264	1,931,400	943,700	957,700	-0-
ABD	51,293,700	25,498,100	12,897,800	\$12,897,800
Total	\$83,090,800	\$41,271,100	\$28,911,900	\$12,897,800

3. Estimated additional annual cost for fiscal year 1973-74 of non-medical board and care cases as modified by AB 638 (the estimate below excludes medical facility cases):

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ATD	2,736,000	1,360,000	688,000	688,000
Total	3,150,400	2,558,100	1,904,300	688,000

ROUGH DRAFT

Honorable Leo T. McCarthy
California Legislature
Joint Committee on Aging
State Capitol, Room 4164
Sacramento, California 95814

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Total	83,080,800	41,271,100	28,911,900	12,897,800

3. Estimated additional annual cost for fiscal year 1973-74 of non-medical board and care cases as modified by AB 638 (the estimate below excludes medical facility cases):

Item	Total	Federal	State	County
OAS	\$ 2,298,000	\$ 1,140,300	\$ 1,157,700	-0-
AB	116,400	57,800	58,600	-0-
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Total	5,150,400	2,558,100	1,904,300	688,000

If I may be of any further assistance, please let me know.

Sincerely,

PHILIP J. MANRIQUEZ
Assistant Director

ABM:kt

Control # 27264

bcc:	P. J. Manriquez	17- 5
	P. J. Newlin	17- 2
	L. L. Harrison	16-36
	R. E. Bishop	16-27
	A. B. Moss	12-90

Director's File
Director's Reading File
Central Files
Estimates Bureau 12-90

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California Legislature

Joint Committee on Aging

LEO T. MCCARTHY
CHAIRMAN

PETER H. BEHR
VICE CHAIRMAN

JANET LEVY
COMMITTEE CONSULTANT

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STATE BUILDING 1046
350 McALLISTER STREET
SAN FRANCISCO, CA 94102
TELEPHONE: (415) 557-2662

May 8, 1973

NO. 27264 DATE 5-10-73

FOR ACTION TO BISHOP
CC MANRIQUEZ
CC HARRISON

Mr. Philip J. Manriquez
Assistant Director
Department of Social Welfare
744 P Street
Sacramento, California 95814

Dear Mr. *Phil* Manriquez:

Thank you for your May 2, 1973 letter regarding my Assembly Bill 638.

I would appreciate your providing me with the following information:

1. An estimate of non-medical board and care recipients by aid category and Group I and Group II homes;
2. An estimate of the cost under present law for 1973-74 fiscal year showing the break-down by source of funds for each program; and
3. An estimate of the same cost under the terms of AB 638 for the 1973-74 fiscal year.

Cordially,

Leo

Leo T. McCarthy

LTMCC:nm