



COMMONWEALTH of VIRGINIA

DEPARTMENT OF SOCIAL SERVICES

Office of the Commissioner

Anthony Conyers, Jr.
COMMISSIONER

October 1, 2006

MEMORANDUM

TO: The Honorable Timothy M. Kaine
Governor of Virginia

The General Assembly of Virginia

FROM: Anthony Conyers, Jr. *Anthony Conyers Jr.*

SUBJECT: Initial Report on Services for Aging Population

The 2006 General Assembly enacted legislation to amend the *Code of Virginia* relative to state agency strategic plans. Provisions in Chapter 54 of the 2006 Acts of Assembly were intended to establish criteria for those plans, including content, measurements and timeframes. The amendment expands those criteria to include an analysis of the impact that the aging of the population will have on each state agency's ability to deliver services and a description of the agency's response. The amendment directs each agency to annually report to the Governor and the General Assembly its progress in at least five specific actions by October 1 of each year. The attached report contains an analysis of the impact of the aging population on the Department of Social Services and the agency's response.

AC:ct

Attachment

**REPORT ON THE IMPACT OF THE AGING POPULATION
ON SERVICE DELIVERY**

**Virginia Department of Social Services
7 North Eighth Street
Richmond, Virginia 23219**

October 1, 2006

REPORT ON THE THE IMPACT OF THE AGING POPULATION ON SERVICE DELIVERY

PREFACE

The 2006 General Assembly enacted legislation to amend the *Code of Virginia* relative to state agency strategic plans. Provisions in Chapter 54 of the 2006 Acts of Assembly were intended to establish criteria for those plans, including content, measurements and timeframes. The amendment to §2.2-5510 A expands those criteria to include an analysis of the impact that the aging of the population will have on each state agency's ability to deliver services and a description of the agency's response. The amendment directs each agency to report to the Governor and the General Assembly its progress in at least five specific actions by October 1 of each year. In accordance with guidance from the Secretary of Health and Human Resources, the following report contains an analysis of the impact of the aging population on the Department of Social Services and the agency's response.

Information presented in this report reflects multiple programs administered by the Department of Social Services. It includes information from the agency's Annual Statistical Report published in January 2006 (2005 data) and the Annual Report of the Department of Social Services' Adult Services/Adult Protective Services Program for fiscal year 2005.

**REPORT ON THE
THE IMPACT OF THE AGING POPULATION ON SERVICE
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REPORT ON THE IMPACT OF THE AGING POPULATION ON SERVICE DELIVERY

EXECUTIVE SUMMARY

This report on the Department of Social Services' response to the impact of the aging population evaluates the extent to which the department is preparing to meet the needs of the growing numbers of older individuals in the Commonwealth. Demographic studies show that Virginia's elderly population will grow significantly over the next 20 years with the aging of the "Baby Boomers" and Virginia's popularity with out-of-state retirees. According to the Joint Legislative Audit and Review Commission's 2005 report, *The Impact of an Aging Population on State Agencies*, the number of Virginians age 60 or older will grow from the present 15 percent to 24 percent in 2030. By 2030, nearly one in every four Virginians will be over 60, about the same percentage of older residents as the present population of Florida.

This growth, an increase of 120 percent or 1.3 million persons from 2000 to 2030, will trigger a corresponding surge in demand for public services for older Virginians. Services required by this population will be more complex and costly because of the impact of the movement toward community integration of persons with disabilities and longer life spans made possible by modern health care.

The impact of an aging population is already demonstrating a significant demand for services delivered by the Department of Social Services. Programs for older Virginians are administered by 120 local departments of social services across the Commonwealth with state supervision from the department. According to the *Code of Virginia*, the age qualification for social services for older Virginians is 60 and older. Among the Department of Social Services' services are long-term care, including home-based services; financial assistance; protective services; regulation and licensing of assisted living, adult foster care and adult day services; and information and referral.

By statute, the Adult Services (AS)/Adult Protective Services (APS) Program serves adults age 60 and over and adults age 18 to 59 who have a disability. The Department of Social Services provides services to the aged population to address several needs, including those related to health care/wellness, education and public safety. In fiscal year 2005, the following activities were noted:

- 4,870 adults age 60 and over received home-based companion, chore, or homemaker services.
- 737 Adult Protective Services calls were taken by the APS 24-hour Hotline between July 2005 and May 2006.
- 2,672 aged, 3,589 disabled and 14 blind residents of assisted living or adult foster homes received Auxiliary Grants.
- 603 assisted living facilities with a total capacity of 34,460 were reported.

The Department of Social Services plans to continue addressing the impact of the aging of Virginia's population in several ways, including:

- Continuing to revise service area plans to sharpen goals and improve services to older Virginians.
- Partnering with the Department for the Aging to plan and execute the Governor's Conference on Aging in September 2007.
- Establishing an Adult Services/Adult Protective Services Advisory Committee and a task force on financial exploitation composed of consumers, state and local AS/APS staff, providers, advocates and other stakeholders.

Based on guidelines from the Secretary of Health and Human Services, this report includes information on the following five areas: (1) the number of persons age 60 and over who received services; (2) services used by older Virginians in significant numbers and unmet demand; (3) agency programs designed to meet the needs of older Virginians in Health Care/Wellness, Education, Public Safety, Recreation, Financial Security, and Transportation; (4) consumer-oriented publications and websites; and (5) other current or planned services or programs to address the impact of the aging population.

REPORT ON THE IMPACT OF THE AGING POPULATION ON SERVICE DELIVERY

REPORT MANDATE

The 2006 General Assembly amended § 2.2-5510 A of the *Code of Virginia* relative to state agency strategic plans. Provisions in Chapter 54 of the 2006 Acts of Assembly were intended to establish criteria for those plans, including content, measurements and timeframes. Each agency is to maintain a strategic plan for its operations, and the plan shall include:

“...4. An analysis of the impact that the aging of the population will have on its ability to deliver services and a description of how the agency is responding to these changes. Based on guidance from the Secretary of Health and Human Resources, each agency shall report by October 1 of each year to the Governor and to the General Assembly its progress for addressing the impact of the aging of the population in at least five specific actions.”

BACKGROUND

The impact of an aging population is having and will continue to have a significant impact on the need and demand for services of the Virginia Department of Social Services (VDSS). The 2005 report of the Joint Legislative Audit and Review Commission, *The Impact of an Aging Population on State Agencies*, summarized the dilemma facing the Commonwealth:

“...the impact that an aging population will have upon State agencies in future years is not clear, in large part because the extent of the impact will ultimately be determined by State policy-makers. This is because in most cases, increases in service provision are not inevitable, but instead rest upon policy choices about the role of the State in ensuring a minimum safety net, and what minimum quality of life for older Virginians is considered to be desirable, necessary, or affordable.”

Demographic studies show that Virginia's elderly population will grow significantly over the next 20 years with the aging of the "Baby Boomers" and Virginia's popularity with out-of-state retirees. According to the Joint Legislative Audit and Review Commission's 2005 report, the number of Virginians age 60 or older will grow from the present 15 percent to 24 percent in 2030. By 2030, nearly one in every four Virginians will be over 60, about the same percentage of older residents as the present population of Florida.

This growth, an increase of 120 percent or 1.3 million persons from 2000 to 2030, will trigger a corresponding surge in demand for public services for older Virginians. Services required by this population will be more complex and costly because of the impact of the movement toward community integration of persons with disabilities and longer life spans made possible by modern health care. The incidence of elder abuse, neglect and exploitation, particularly financial exploitation, can be expected to rise as well.

Another growth factor is the aging and death of parents of adult children who are incapacitated and will require services when parents can no longer care for them. It is expected that more dual diagnosis customers, elderly and incapacitated, will enter the system.

The number of adults needing public assistance, home-and community-based services, and assisted living will continue to rise, as Virginia continues to seek the least restrictive living environment for older adults, foster self-sufficiency, avoid inappropriate or premature institutionalization, ensure high standards for assisted living and community-based care, and to protect its elders from abuse, neglect and exploitation.

SERVICES TO OLDER VIRGINIANS

Adult Services/Adult Protective Services

By statute, the Adult Services (AS)/Adult Protective Services (APS) Program serves adults age 60 and over and adults age 18 to 59 who have a disability. (Figures including both populations are marked with an asterisk*). Direct services are provided by 120 local departments of social services.

The following adult services/adult protective services were provided in fiscal year 2005:

- 4,870 adults age 60 and over received home-based companion, chore, or homemaker services. Sixty percent of providers were relatives, friends or neighbors.
- 55 approved adult foster care homes cared for 33 senior adults in foster care placements.
- 236* placements were made for adult day services.
- 6,402* nursing facility preadmission screenings and over 1,750* initial assisted living facility assessments were performed. (Screenings and assessments determine the appropriate level of care needed.)
- 8,791 reports of elder abuse, neglect or exploitation were investigated, a 9.2 percent increase over fiscal year 2000 with 8,079 investigations.
- 200 guardianship petitions, 32 emergency protective orders, and 34 commitment orders were filed.
- 159 caregivers ages 60-69, 144 caregivers ages 70-79, and 46 caregivers ages 80-90 received Virginia Caregivers Grants for providing home-based care for an elderly or incapacitated relative.
- 737 Adult Protective Services calls were taken by the APS 24-hour Hotline between July 2005 and May 2006.
- The statewide ASAPS Web-based case management and reporting system for local and state Adult Services and Adult Protective Services programs was launched in October 2005. It is the first web-based system at VDSS.
- An Elder Fatality Review Team pilot funded by a grant from the American Bar Association's Elder Law Section is developing procedures and protocols for an interdisciplinary Elder Fatality Review Team based on recommendations of a 2004 General Assembly study. The purpose of the team is to develop recommendations for preventing premature deaths among older Virginians.

Unmet Need: The priorities of local governments determine the extent to which departments can provide the required local match for federal and state adult services funds, and thus the services available to their older residents. For this and other reasons, some local departments do not keep waiting lists. In fiscal year 2005, local departments reported that 1,647* persons were on waiting lists for home-based services and more than 236* adults needing guardians had no guardian appointed.

Child Support Enforcement

The Division of Child Support Enforcement expects the number of custodial parents who are grandparents to continue increasing at a steady pace as Virginia's elderly population increases:

- 19,034 cases in which the custodial parents list themselves as grandparents (17,545 grandmothers and 1,489 grandfathers) were reported in the CSE caseload as of August 2006, a one percent increase over August 2005.
- As of August 2006, child support was still owed to at least eleven custodial parents between the ages of 61-70 and seven custodial parents between the ages of 71-80.

Domestic Violence Programs

- In fiscal year 2005, 45 of those receiving domestic violence services were age 64 and over.
- Domestic violence is vastly underreported in the senior population; trends indicate a rising incidence since 2003.

Financial and Grant Assistance

- In fiscal year 2005, 2,672 aged, 3,589 disabled and 14 blind residents of assisted living or adult foster homes received Auxiliary Grants (categories overlap).
(An Auxiliary Grant is a supplement to income for recipients of Supplemental Security Income and certain other aged, blind, or disabled individuals residing in an assisted living facility or in adult foster care. This assistance is available from local departments of social services to ensure that recipients are able to maintain a standard of living that meets a basic level of need. It is funded with 80 percent state money and 20 percent local money and is administered by VDSS. The maximum rate is determined by the General Assembly and is adjusted periodically.)
- In fiscal year 2006, 1,214 applicants received Virginia Caregivers Grants.
(The Virginia Caregivers Grant Program provides for an annual grant to caregivers who provide unreimbursed assistance to a relative with a mental or physical impairment. This is a grant payment up to \$500, for which caregivers can apply annually, if funds are appropriated by the General Assembly. The grant is considered taxable income by the IRS and may be used at the caregiver's discretion.)
- An average of 217,901 aged blind or disabled individuals are enrolled in Medicaid annually.
- In fiscal year 2006, 736 persons age 60 and older received Temporary Assistance for Needy Families (TANF) benefits.
- In fiscal year 2006, 560,470 clients age 60 and older received food stamps.
- In fiscal year 2005, a total of 133,459 households received heating or cooling assistance through the Energy Assistance Program. *(This data is not captured by age.)*

- In fiscal year 2005, 15,799 households received crisis energy assistance. *(This data is not captured by age.)*

Licensing Programs

- In fiscal year 2005, 603 assisted living facilities with a total capacity of 34,460 were reported. This is a 23 percent increase in capacity since 1996.

Public Affairs Programs

- The VDSS public website at www.dss.virginia.gov is a tool available to seniors and families researching adult programs and services such as adult day care, assisted living facilities, and financial assistance. The full licensing history of adult day centers and assisted living facilities being available online is especially valuable for those who live in another region of Virginia or another state attempting to find services for the aging.
- The public can learn about the indicators of elder abuse, neglect, or financial exploitation, the 24-hour APS Hotline for reporting suspected elder mistreatment and available adult services at www.dss.virginia.gov/family/as/index.html
- A food stamp hotline operated during business hours by the Citizens Services Unit takes food stamp questions, requests for services, TANF appeals, and fraud reports.
- A customer services hotline serves seniors who do not have Internet access.
- **2-1-1 VIRGINIA**, the statewide information and referral service, targets the senior audience and features seniors in all marketing materials and uses advertising outlets traditionally used by seniors, such as newspapers and coupon mailers. Giveaways include sewing kits and knitting bags with the 2-1-1 VIRGINIA brand.

PROGRAMS SPECIFICALLY FOR PERSONS 60 AND OVER

The VDSS administers the following programs specifically for persons aged 60 and over. The programs address needs related to health care/wellness, education and public safety for this population.

Health Care/Wellness

Each local department is mandated to provide case management and at least one home-based service to the extent that federal and state matching funds are available. Each local department is authorized, as a fiscal agent acting on behalf of the customer, to recruit and approve home-based providers, using uniform provider standards. Approved home health and other local service-delivery agencies also may be used in the provision of home-based care services. Home-based care consists of three primary services:

- Companion services assist older adults and adults with disabilities with activities of daily living such as toileting, eating, dressing, bathing, light housekeeping, meal preparation, and shopping.
- Homemaker services include instruction in or the provision of activities to maintain a household and may include personal care, home management, household maintenance, nutrition, and consumer and health care education.

- Chore services are non-routine, heavy home maintenance tasks that may include window washing, floor maintenance, yard maintenance, painting, chopping wood, snow removal, and minor repair work in the home.

Education

The VDSS provides the following educational services for persons aged 60 and over. These services are provided through the use of consumer-oriented web sites, written materials and training targeted at staffs who work with elders.

- Consumer-oriented websites list licensed assisted living facilities, types of adult services, signs of elder abuse and neglect, and sources of assistance for the general public.
- Program and service brochures are distributed through local departments of social services, area agencies on aging and other senior programs.
- Elder services training for state staff and local workers is provided by VDSS and the Virginia Commonwealth University Virginia Institute for Social Services Training Activities (VISSTA).

Public Safety

Adult protective services are those services provided to older persons and persons with disabilities who are in danger of being mistreated or neglected, are unable to protect themselves, and have no one to assist them (National Association of Adult Protective Services Administrators, May 2001). Because there is no federal statute or funding directly related to the delivery of APS, each state developed its own system for service delivery. Nationwide, APS is usually the first responder to reports of abuse, neglect, and exploitation of vulnerable adults.

PLANS FOR THE FUTURE

The VDSS is committed to addressing the impact and service needs of Virginia's aging population through the following activities:

- Continuing to revise service area plans to sharpen goals and improve services to older Virginians.
- Completing the ASAPS Web-based Adult Services/Adult Protective services case management and reporting system to provide timely, reliable and consistent statistical information, monitor service delivery, and collect data measuring the effectiveness of services to older Virginians.
- Continuing conversion to agency-wide Web-based reporting under the Business Process Re-Engineering and Change Management programs to provide integrated and consistent data collection.
- Expanding the Systems Partnering in a Demographic Repository and Data Warehouse to provide customized reports on services to older Virginians.
- Partnering with the Department for the Aging to plan and execute the Governor's Conference on Aging in September 2007.

- Establishing an Adult Services/Adult Protective Services Advisory Committee and a task force on financial exploitation of seniors, composed of consumers, state and local AS/APS staff, providers, advocates and other stakeholders
- Continuing to review, update and revise VISSTA training courses for workers serving older Virginians.
- Increasing the visibility of services to elders and public education on elder abuse detection and prevention.