

Long Term Care Committee, Health Planning Council

**Medical Adult Day Care Needs Assessment
(February 2001)**

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I. Why We Started the Needs Assessment

The Tompkins County Office for the Aging (COFA) Millennium Project of 1999 brought together area health experts to undertake a comprehensive assessment of health care services and issues for seniors in Tompkins County. One of the recommendations made by the Long Term Care Task Force was to convene a task force to assess the need for a medical model adult day care program. The COFA Millennium Task Force asked the Long Term Care Committee of the Health Planning Council to implement the recommendation and conduct a focused evaluation of need.

Also, the Health Planning Council's 1997 "Long Term Health Needs Assessment for Tompkins County" recommends the expansion of "alternatives to institutional care" in order to meet the needs of the increased population of elderly and individuals with disabilities.

II. What is Medical Adult Day Care?(Also called Adult Day Health Care in NYS Regulations

a. Description of Service

In New York State, adult day care is offered at two levels of services:

1) adult day health care which has a medical component (a "medical model") and,

2) social day care which offers primarily social supports (a "social model").

Regulatory oversight for medical adult day care programs, or adult day health care, is provided by the New York State Department of Health. Other than voluntary standards recommended by the National Adult Day Services Association (NASDA), there are no uniform national standards governing either the operation of centers or the qualifications of staff members.

Medical adult day care, or adult day health care services are community-based group programs designed to meet the needs of functionally and/or cognitively impaired adults through an individual plan of care. These structured, comprehensive programs provide a variety of health, social, nutritional and other related support services in a protective setting during scheduled parts of a day, but less than 24-hour care. Adult day centers generally operate programs during normal business hours five days a week, although some offer services in the evenings and on weekends.

Adult day health care allow individuals the opportunity to receive a range of services, and attend a socially stimulating and supervised program for part of the day, but remain in their family and community life. It also provides a system of support for their caregivers who may work outside the home or need to take care of personal business. The service is intended to alleviate the need for higher levels of care through routine monitoring and early intervention.

The chart below compares the services offered by medical adult day programs with those provided by other typical day and residential programs.

COMPARISON OF LONG TERM CARE OPTIONS					
Services Offered	Home Care	Medical Adult Day Care	Social Adult Day Care	Nursing Home	Adult Home
Nursing supervision	Some	X		X	Optional
Administering medication	X	X		X	X
Shower/ hair wash	X	X		X	Some
Prepare/ serve food	X	X	X	X	X
Help with feeding	X	X	Some	X	Some
Tube feeding	Some	X		X	
Help with dressing	X	X		X	Varies
Help with toileting	X	X		X	Varies
Recreational Activities	X	X	X	X	X
Therapies (PT, ST, OT)	X	Note 1		X	
Transportation	NA	Note 2			Some
Supervising Oxygen Use	Some	X		X	Some
Overnight				X	X
Approximate daily cost	\$18 per hour	\$75	\$35	\$150-175	\$70-110
Covered by Medicare	Limited			Limited	
Covered by Medicaid	X	X		X	
Participant must be:					
Ambulatory			X		X
Self-feeding			X		X
Self-toileting			X		Varies

Note 1: Services can be arranged for or provided.

Note 2: Not required by regulations, but necessary for a successful program.

A Medicaid reimbursable service.

b. NYS Regulations

Currently there is a moratorium on approving new medical adult day care (adult day health care) programs due to allegations of large scale Medicaid fraud by some adult day health care providers. As a result, new regulations have been adopted that require additional standards of operations and specify the minimum program and services that must be available.

NYS Health Department regulations require medical adult day care (MADC) programs to be operated by a residential health care facility (nursing home). The program may be located at the facility or at an approved extension site. Each session must operate for a minimum of five hours, excluding time spent for transportation, and must provide at least one meal and supplemental nourishment, planned activities, and ongoing assessment of a registrant's health status as needed for case management and a comprehensive care plan.

The following program components must be available: case management; interdisciplinary care planning; nursing services; nutrition; social services;

assistance and supervision with the activities of daily living; planned therapeutic or recreational activities that reflect the interests, cultural backgrounds and communities of the registrants; pharmaceutical services; and referrals for necessary dental services and sub-specialty care. The program may also provide specialized services for registrants with HIV or AIDS; and religious services and pastoral counseling.

Once the moratorium for processing certificate of need applications is lifted, nursing homes in Tompkins County that apply for initiation of adult day health care programs may receive priority review over facilities in other counties that have programs in existence. A call to the NYS Bureau of Project Management confirmed that no applications have been submitted for a medical adult day care program in Tompkins County

c. Reimbursement/ Expenses

The level of services provided through medical adult day care is most similar to those services that must be offered at nursing homes. Medical day care costs approximately \$75 to \$90 per day, which is reimbursed by Medicaid for Medicaid beneficiaries. Under the New York State Health Reform Act (HCRA) 2000, Medicaid reimbursement for adult day health programs is capped at 65 percent of the nursing facility Medicaid rate.

Nursing home care is considerably higher. In Tompkins County, the average daily rate, according to the NYS Partnership for Long Term Care, is \$170 per day. Medicaid reimbursement, however, is quite a bit lower, averaging about \$100 per day.

Adult home services range from \$70 to \$110 per day. Reimbursement for adult home care includes private pay, private insurance, and federal/ state Supplemental Security Income (SSI) payments. As the 'Comparison of Care' chart showed, some of the services required of medical adult day programs, (such as nursing supervision, assistance with activities of daily living, such as toileting, feeding, bathing, ambulation, may be offered at adult homes. Since these are optional services, their availability will vary with the provider and may involve additional fees.

While social day care offers the lowest cost of care at approximately \$36 per day, it serves a population that differs from those served by medical adult day care. Adults who attend these programs benefit from the social aspects and supervised environment of the social day care, but must be self-ambulatory and able to attend to their personal needs.

Reimbursement is available for medical adult day care through Medicaid, private pay and long term care insurance. Medicaid is currently the predominant payer for this service with long term care insurance and private pay representing about 1 to 3% of total reimbursement.

III. Medical Adult Day Care Services

a. Services in Tompkins and Adjacent Counties

Presently no medical adult day care program exists in Tompkins County. Any nursing home interested in establishing a new medical adult day care must go through the NYS Certificate of Need process. In 1993, a medical adult day care program was established by the Reconstruction Home in the City of Ithaca.

Enrollment in the program never met capacity and the program operated for a little over one year.

The Groton Residential Health Care Facility applied for and was granted approval to operate a medical adult day program a number of years ago. However, when the NYS Department of Health declared its moratorium on establishing new adult day health care programs, the approval was rescinded. The approval for Groton will not be reinstated automatically when the moratorium ends.

The nearest program, Cortland Memorial Nursing Facility Adult Day Health program is located in the City of Cortland and has been open for six years. It is certified for a capacity of 24 registrants and is open five days a week from 7:30 to 4:30 p.m. Given the high demand for services, the program has been approved to operate up to 10 percent over the approved capacity on any given day. Several residents from Tompkins County are enrolled in the program and are transported from their homes and back, by the facility's van. **The program often has a waiting list of people interested in enrollment.**

Other programs in neighboring counties include the Adult Day Center at Waterloo (Seneca County) and a program operated by the Tioga Nursing Home in Tioga County. The medical adult day care program in Waterloo is an off-site program sponsored by Living Center South, a nursing home that is part of the Finger Lakes Health Systems. Established in 1998, it has a 15-registrant capacity. The program reached capacity quickly due to the aggressive marketing efforts of the program director. Outreach began early and included all organizations that work with seniors such as pharmacies, physicians, etc. A Certificate of Need Application requesting an additional capacity of five registrants was submitted, but has not yet been processed due to the moratorium.

Certified for 20 registrants, the medical adult day care in Tioga County has been in existence for over 12 years. Census has never reached capacity and efforts are presently underway to increase community awareness of the program, particularly among the area physicians. The program does not provide transportation to its registrants and recognizes that this service is needed.

Two social day care programs in Tompkins County, Day Break, at the Groton Residential Health Care Facility and Longview's Adult Day community, each accommodate 8 adults. The Longview program is open 3 days a week, while the Groton program is open 5 days a week. Social day care programs in New York State are not permitted to provide nursing care, therapies, restorative services, personal care, or to assist patients with ambulation.

b. Operational Considerations

Long term commitment by the sponsoring organization, community publicity, and transportation for registrants are key components of operating a medical adult day care program. All of the administrators and supervisors interviewed emphasized the importance of these elements. It can often take up to three years to reach a break-even point.

Operating a program on-site is also another advantage observed by supervisors. Some of the advantages cited were staffing (i.e. the ability to float personnel), availability of facility services, and greater visibility. Since only nursing homes are able to operate medical adult day care programs, space limitations may make it difficult to add a new program. Development of an off-site program may not be feasible for several reasons including the requirement

that a registered professional nurse must be present during all hours of operation.

According to the New York Association of Homes & Services for the Aging report, "The Staffing Crisis in New York's Continuing Care System," adult day care programs have less of a problem retaining staff and are less affected by staffing shortages than other provider types. None of the program supervisors interviewed noted problems in hiring or retaining staff.

IV. Estimates of Need

a. Demographics: excerpted from COFA Millennium Report, 1999

According to the 1990 Census, there were 11,311 people age 60 or older in Tompkins County, 12 percent of the total population. The most recent estimates compiled by the New York State Office for the Aging in 1997 found the Tompkins County senior population to be 11,687, a 2.7 percent increase since the 1990 census. When further broken down by age category, seniors age 85 plus constitute the fastest growing segment of the senior population: between 1990 and 1997 there was estimated to be a 22.4 percent increase in those age 85 plus in Tompkins County. The rapid increase in the "oldest old" population mirrors statewide and nationwide trends.

Projections of census data indicate that these trends are expected to continue. By the year 2005, the number of County residents age 60 and older is expected to increase by approximately 11.5 percent over the 1990 census counts. Even more dramatically, by the year 2010, the number of County residents age 85 and older will increase by 79.0 percent compared with the 1990 census count.

With increasing age comes an increasing chance of being dependent. As more people live to the extreme old ages, a larger segment of the population will face chronic limiting illnesses such as arthritis, diabetes, osteoporosis, and dementia. ("Sixty-five Plus in the United States," Economics and Statistics Administration, U.S. Department of Commerce, May 1995). Additionally, recent advances in medicine and technology have made it possible for people with disabilities to live longer than in previous generations. Consequently, demand for services to address the needs of the oldest old and people with disabilities, such as long term care services, are expected to increase equivalently.

In addition to the individuals who acquire a disability as they age, many individuals with disabilities are also aging. Those who have had a disability may be facing different problems as they age. They will have some of the usual aging problems as well as those already associated with being a person with a particular disability.

b. HPC Provider and Consumer Surveys

In the summer of 2000, the Health Planning Council developed two surveys: one for providers and one for consumers. The provider survey was sent to **provider organizations and agencies** including the hospital, nursing homes, certified home health care facilities, licensed agencies, senior residences, and community referral agencies. **Consumers** and **consumer caregivers** were also provided with a similar survey asking whether they or someone for whom they cared would be suitable for this type of program. (Copies of the survey instruments and details of the results are included in the Appendix).

Providers were asked to estimate the number of their current and past clients who would benefit from medical adult day care and not whether they would actually go if the service were affordable. They were also asked to estimate:

- i. the number of days per week required;
- ii. likely funding sources;
- iii. whether the need for service would be short term or long term; and
- iv. whether they would attend a program in Groton if it existed.

Of the provider surveys sent:

- 25 responses were returned indicating that an estimated range of 312 to 372 clients would have benefited from a medical adult day care program.
- Most of the estimated clients were projected to need the program on a long term basis for 3 or 5 days per week.
- No one reported the need for weekend services exclusively, however weekend hours appeared necessary for a small portion of clients who would attend 7 days per week.
- One respondent indicated that evenings would be useful for an estimated 2 clients.
- A little more than half were estimated as being likely to pay for these services through private means rather than through Medicaid.

Because we wanted an estimate based solely on medical need, we had asked providers and referral agencies to base their estimates on clients who would have benefited from MADC. It should be noted that the estimates do not represent who would actually use the program since:

- Clients who are already receiving care may be unwilling to attend such a program;
- Clients seen previously by one agency may also have been seen by another, and therefore may be included in both estimates.
- Clients may be interested but cannot afford the program.
- Experienced providers state that only 1 in 10 eligible clients typically select this type of care.

Of the 100 consumer and consumer caregiver survey responses, it was indicated that an estimated 37 adults would be known to benefit from the services of a medical adult day care program currently. An open-ended question, "Are there other services, to help you or the person you care for, that you have looked for in our county that you were not able to find?" elicited numerous comments which have been included in the Appendix.

c. Other Indicators of Local Need.

The determination of need for medical adult day care services is also influenced by the capacity of existing long-term care services in Tompkins County. Since the population likely to utilize medical adult day care may include individuals considering placement in nursing homes, it is important to look at similar types of providers.

- 1. Nursing Homes.** Nursing homes provide skilled nursing services and residential care. There are five skilled nursing facilities in Tompkins County. The following chart displays the bed capacity and occupancy rate of each facility.

Nursing Home Bed Capacity in Tompkins County		
Nursing Home	Number of Certified Beds	Occupancy Rate
Groton Residential Health Care	80	97%
Kendal at Ithaca*	35	91%*
Lakeside Nursing & Rehabilitation	260	85%
Oak Hill Manor Nursing Home	60	92%
Reconstruction Home	120	over 90%
Total Bed Capacity	555	

* Kendal reserves beds for its continuing care residents.

2. Home Health Care. People eligible for care in a medical adult day care program may currently be receiving home health care. We have only partial data about the amount of these services in our County. Some of the general issues in home care are:

- The Medicare changes in the Balanced Budget Act have clearly resulted in reduced care that Medicare will pay for. Even for the care that is covered, many agencies are having trouble finding aides to provide the services.
- Expanded In-Home Services for the Elderly Program (EISEP) hours doubled from 8,391 ('98) to 16,309 ('99).
- More people requesting referrals for private care from Long Term Care Services; from 21 clients ('97) to 78 (Jan-Jun '99)
- Tompkins County Health Department notes that home health aide visits have decreased slightly, primarily because of their difficulty in obtaining an adequate number of aides. Speech therapy visits are significantly down, continuing the trend since the CMC rehab unit opened.

Some comments from agencies are:

"We continue to have trouble covering cases, both Medicaid and EISEP with aide shortages."

"Our personal care aide numbers are way up. Last year we averaged 2,800 hours/month; in the first six months of 1999 we averaged 4,800 hrs./mo. We're having trouble finding aides to provide the service.

"We now don't lack the dollars; we lack the aides. Consequently our back logs tend to be with folks waiting until we can cover a case, not to wait for a program opening. ... Some clients do receive reduced hours, these tend to be lower priority cases (housekeeping only) and we try to spread the reductions out so no one person goes without for too long."

d. New York State Estimates of Need

Section 709.13 of the NY Codes, Rules, and Regulations defines the methodology used to estimate capacity needed in medical adult day care programs to serve registrants. The methodology serves as the basis for evaluating certificate of need applications proposing the initiation or expansion of medical adult day care programs. Capacity refers to the number of registrants that a program can accommodate at one time based on staff, the size and number of rooms, and equipment. Total county capacity is determined by using projected population estimates for the following age cohorts and measures:

14. capacity for .04 registrants per 1,000 population aged 20 to 64;
15. capacity for 2.5 registrants per 1,000 population aged 65-74; and
16. capacity for 3.65 registrants per 1,000 population aged 75 and over

In counties with programs already in place, the capacity of approved programs is subtracted from the total capacity indicated by the sum of the estimates. In counties where need has already been met, additional capacity may be approved following the consideration of existing waiting lists and the number of people on alternate level of care who could benefit from medical adult day care.

According to the NYS Department of Health, the unmet need for medical adult day care in Tompkins County is **estimated at 43 registrants**. This indication of need should make it easier for a potential provider in Tompkins County to get approval for a Certificate of Need.

V. Conclusions

The Long Term Care Committee of the Health Planning Council, after consideration of the demographic data, existing long term care services, recent community/ provider surveys, and recommendations of the Health Planning Council Long Term Care Needs Assessment (1997), finds that at this time:

There exists a community need for a Medical Adult Day Care Program in Tompkins County, which would increase choices for people and provide support for family caregivers.

Some program challenges found in existing successful programs include:

- B. Fiscally managing a program with the Medicaid reimbursement rate.
- C. Taking up to three years to reach a break-even point.
- D. Scheduling staffing and therapy services given the fluctuations in attendance.
- E. Reserving adequate space for the program even though it may not be fully utilized daily.

VI. Recommendations

Based on the findings of our survey and assessment that there is a need for a Medical Adult Day Care program, the Health Planning Council encourages an appropriate provider, as defined by the NYS regulations, to consider developing a Medical Adult Day Care program in Tompkins County with input from the community.

We recommend the following components as critical to the success of a Medical Adult Day Care program:

6. Long-term commitment by the sponsoring organization;
7. Community publicity and outreach to health care providers and consumers;
8. Operation as an integral part of the community's health care services network;
and
9. Provision of regular transportation to and from the program.

Further, the Health Planning Council would support the submission of a Certificate of Need application to the Department of Health for an appropriate program.

APPENDICES

- HPC Survey Instruments: Provider, Consumer
- Provider Community Survey Results
- Consumer Survey Results