

# **Report on the Plan for the Closure of Agnews Developmental Center**



**January 2009**

**California Health and Human Services Agency  
Department of Developmental Services**



**“Building Partnerships, Supporting Choices”**

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For a copy of this report or information, please refer to  
[www.dds.ca.gov/AgnewsClosure](http://www.dds.ca.gov/AgnewsClosure)

## Executive Summary

The Department of Developmental Services (DDS), in collaboration with the Bay Area regional centers (Regional Center of the East Bay (RCEB), Golden Gate Regional Center (GGRC), San Andreas Regional Center (SARC)), consumers, families and other stakeholders, is nearing completion of a significant initiative grounded not only on the closing of Agnews Developmental Center (Agnews), but on the underlying principle that Agnews residents should be provided the opportunity to live in the community. The closure process is unlike any prior endeavor and the innovative housing, staffing and service delivery models are providing opportunities for consumers and families alike. This process has relied on establishment of a stable source of housing with new residential service options, a community health care system that assures access to needed services, and state staff who can support the transition of these residents to the community.

Together with other state, local and community partners, the DDS is in the final stages of safely transitioning Agnews residents to the community. The closure process is not driven by a specific date for closure but rather individuals are transitioned to the community when the housing and support services are available. The health and safety of each consumer continues to be the DDS' highest priority. Transition to the community occurs only when all necessary services and supports are in place.

As of November 30, 2008, 80 residents remained at Agnews. Between July 1, 2004 and November 30, 2008 a total of 264 Agnews residents transitioned to other living arrangements.

Housing: Bay Area Housing Plan (BAHP) funds have been used to purchase a broad array of housing options, including Senate Bill (SB) 962 homes, which are designed for consumers with specialized health care needs; family teaching homes (FTHs), which incorporate a consumer into a provider's family; and specialized residential homes (SRHs), which provide augmented staffing and professional services to consumers with behavioral challenges or other specialized needs. In conjunction with these efforts, regional centers have contracted for the provision of residential and support services in accordance with the Agnews Closure Plan. The providers have developed service strategies that address the unique needs of each consumer who transitions from Agnews to the community.

As of November 30, 2008, all 61 properties have been purchased and financed; 52 have been remodeled and either occupied or ready for occupancy; 8 are under construction; and one remains in the permitting phase. One of the 61 homes has since been removed from the "critical path" to closure, as waiting for the home's completion would have significantly delayed the closure of Agnews. Instead, the home will be available for consumers moving from other developmental centers. It is anticipated that the remaining homes will be completed by December 31, 2008, and that the remaining consumers will be transitioned when supports and services are available.

Transition Planning: As of November 30, 2008, all Agnews residents had either selected homes or were in the process of finalizing placement plans. A comprehensive transition plan is completed for each person. It includes specific plans for health and behavioral services as well as identification of needed services to assure continuity of care.

Health Care Services: The DDS has developed innovative and comprehensive health, behavioral and dental care services for residents transitioning out of Agnews. The foundation of the community medical services strategy is a partnership between the DDS, the Department of Health Care Services (DHCS), the Bay Area regional centers and the designated health plans including Santa Clara Family Health Plan (SCFHP), Alameda Alliance for Health (AAH), and the Health Plan of San Mateo (HPSM). The DDS, the DHCS, Agnews staff and the Bay Area regional centers have developed a transition process to health services in the community, including in-depth consultation and assistance with the enrollment and transfer process. At the local level, the Bay Area regional centers and designated health plans continue to secure health care services for residents transitioning out of Agnews into the community through signed MOUs to assure access to comprehensive services for those consumers who elect to enroll.

Outpatient Clinic: The Agnews outpatient clinic continues to provide a safety net to ensure that health, dental, and behavioral services are available during the transition process. The DHCS submitted an amendment to the Medicaid State Plan (State Plan Amendment or SPA) to establish a reimbursement methodology for the freestanding outpatient clinic that will continue to operate as the Agnews Community Clinic (ACC) after Agnews closes. Upon the closure of Agnews, the ACC will continue to provide primary medical care, psychiatry, and dental services, as necessary. The DDS has secured authority to provide these medical and dental services from the time of closure until the DDS is no longer responsible for the property.

Behavioral Services: To address the behavioral support of residents transitioning to the community, Agnews staff support and train service providers on how to prevent and respond to challenging behaviors. Each of the regional centers and the designated health plans are identifying psychiatric resources to accommodate Agnews residents in the community. Each regional center has also established a behavioral and crisis service that emphasizes prevention and early intervention. In addition, the Bay Area regional centers and Alameda County Mental Health Department will be opening a secured-treatment facility in San Leandro that can serve former Agnews residents, providing short-term treatment and stabilization available for up to 15 Bay Area residents at a time.

Dental Services: Dental services are a critical component of community resource development efforts. The Bay Area regional centers continue recruitment efforts to identify community dentists capable of providing prevention and care consistent with each consumer's needs, as well as dental surgery suites and hospital-based dentistry resources that can provide timely and appropriate access to sedation dentistry services, as necessary. In addition, the Bay Area regional centers provide in-home registered

dental hygienists' services through a contract for dental screening and preventive services. The Agnews Outpatient Clinic remains a resource for persons who need general dentistry and sedation dentistry services.

Agnews Employees: Agnews continues to maintain sufficient staff to protect the health and safety of remaining residents and to ensure the ongoing certification of the facility. As of November 30, 2008, there were 559 employees at Agnews with 103 employees participating in the community state staff program, including 73 working in assignments, and 30 waiting for report dates. In addition, 16 positions are currently being advertised for 3 providers, with 32 applications received.

Next Steps for Closure: The DDS will continue working closely with its state and local partners – both to ensure the health and safety of each resident in the transition process, and to provide access to the necessary services and supports, in accordance with the consumer's needs and preferences

## Introduction

The population of California's developmental centers has decreased over time, mirroring national trends. This decrease began when the community-based system was initiated in 1969 under the newly established Lanterman Mental Retardation Services Act, now called the Lanterman Developmental Disabilities Services Act (Lanterman Act). The Lanterman Act promotes the provision of services in the least restrictive environment and emphasizes community settings as the preferred living option for most consumers. The total developmental center population declined dramatically as the community system expanded, falling from a high of 13,355 individuals in 1968 to the census of approximately 2436 individuals by November 30, 2008. The DDS currently operates five developmental centers and two smaller state-operated community facilities and is in the process of closing Agnews Developmental Center (Agnews). As of November 30, 2008, the Agnews Developmental Center population census was at 80 individuals.

In January of 1994, the Department of Developmental Services (DDS) entered into an agreement to settle the Coffelt lawsuit, which alleged that the DDS and several regional centers had not taken sufficient action to develop community-based services thereby denying developmental center residents the opportunity to live in the community. The implementation of this agreement resulted in a reduction of the developmental centers' population by more than 2,320 consumers between 1993 and 1998. This was accomplished by creating new community living arrangements, developing new assessment and individual service planning procedures and quality assurance systems, and obtaining increased federal funding through the Medicaid Home and Community-Based Services Waiver.

In 1999, the United States Supreme Court issued its ruling in *Olmstead, Commissioner, Georgia Department of Human Resources, et al. vs. L. C., by Zimring, Guardian ad Litem and next friend, et al.* (1999), 527 U.S. 581. This decision stated that services should be provided in community settings when treatment professionals have determined that community placement is appropriate; when the consumer does not object to community placement; and when the placement can reasonably be accommodated considering the resources available to the state and the needs of others with disabilities. Since that decision, the federal Department of Health and Human Services, Center for Medicare and Medicaid Services (CMS), has issued recommendations to the states requiring them to prepare comprehensive Olmstead plans to decrease dependency on institutional services.

The Agnews Closure Plan is the first significant deinstitutionalization initiative in California since the Coffelt settlement agreement that was reached in January 1994. The plan is grounded in the development of sufficient community capacity to support the transition of Agnews residents into the community. New service and support options have been designed to provide meaningful choices and reliable services to residents transitioning to the community. The Administration extended the Agnews closure date to ensure that these necessary resources are in place at the time of closure.

## **Purpose of the Report**

This report is submitted in accordance with the Budget Act of 2008 (AB 1781, Chapter 268, Statutes of 2008). This is the seventh statutorily required update and covers progress from April 30, 2008, through November 30, 2008. The final report on the closure of Agnews, including the requirements outlined below for the Budget Act, will be issued after the remaining Agnews residents have transitioned to the community. This report provides an update on the status of the Plan for the Closure of Agnews Developmental Center. The prior reports provided updates on progress from July 1, 2004, through April 30, 2008, and are available at [www.dds.ca.gov/AgnewsClosure](http://www.dds.ca.gov/AgnewsClosure).

“The State Department of Developmental Services shall provide the fiscal and policy committees of both houses of the Legislature with a comprehensive status update on the Agnews Plan, on January 10, 2009, which will include:

- (a) A final report on all pertinent aspects of the community-based resources and placement of Agnews consumers.
- (b) A final report of living arrangements and the range of services the consumers receive by housing model. This shall include a final report of the construction of housing and the expenditure of the \$11,115,000 appropriated in Item 4300-105-0001, Budget Act of 2004 (ch.208, Statutes of 2004). At a minimum, this shall include all of the following components: (1) all the properties acquired, (2) the cost of each property, (3) the address of each property, and (4) the square footage of any residential structures on the property.
- (c) A summary of the fiscal analyses as provided in the original plan.
- (d) A report on Agnews employees, including employees who are providing medical services to consumers on an outpatient basis, as well as employees who are providing services to consumers in residential settings.
- (e) A final report on the specific measures the state, including the State Department of Developmental Services and the State Department of Health Care Services, is taking in meeting the health, mental health, medical, dental, and overall well-being of consumers living in the community.

## **Background**

The planning process for the closure of Agnews began in Fiscal Year 2003 – 2004. The DDS solicited broad participation from internal and external stakeholders including consumers, family members, Area Boards, advocates, and community providers to develop a plan that would result in an orderly transition of consumers into alternative services and supports. In October of 2003, the teams completed their recommendations and reports that served as the basis for the plan.

The Bay Area regional centers (San Andreas Regional Center (SARC), Regional Center of the East Bay (RCEB), Golden Gate Regional Center (GGRC)), and Agnews staff played a significant role in developing the plan. After several public meetings in Fiscal Year 2003 – 2004, the plan was submitted to the Legislature in January 2005 and approved with the enactment of the Budget Act of 2005.

The following legislation supports the implementation of the critical elements of the plan:

- ❖ Assembly Bill (AB) 2100 (Chapter 831, Statutes 2004), and SB 643 (Chapter 551, Statutes of 2005), supported the development of permanent housing through the BAHP, and added family teaching homes (FTHs) as a new service delivery option.
- ❖ In January 2006, SB 962 (Chapter 558, Statutes of 2005) established a pilot project for the creation of homes licensed by the Community Care Licensing (CCL) division of the Department of Social Services (DSS) to serve adults with special health care needs in the Bay Area.
- ❖ AB 1378 (Chapter 538, Statutes of 2005) authorized Agnews' employees to work in the community to support the transition of Agnews' residents into community living options.

## **Resource Development: Housing**

### **Bay Area Housing Plan**

AB 2100 (Chapter 831, Statutes of 2004) authorized the DDS to approve a proposal, or proposals, from the Bay Area regional centers to provide for, secure, and assure the payment of leases for housing for people with developmental disabilities. SB 643 (Chapter 551, Statutes of 2005) further amended this section to clarify the regional centers' ability to assure full payment of a housing lease based upon availability of the house for occupancy.

In conformance with the statutory requirements, the BAHP details the proposed plan for development and ownership of the properties, management entities, and developer. As required by statute, the BAHP must meet several conditions. The acquired or developed real property must be occupied by consumers eligible for regional center

services. The property must be integrated with housing for people without disabilities. The regional center must approve the proposed ownership, management, and developer entities, and the costs associated with the proposal must be reasonable. The proposal must include a plan for transfer at a time certain of the property ownership to an approved non-profit entity for use by consumers eligible for regional center services.

The BAHP is a joint venture between the Bay Area regional centers and Hallmark Community Services (Hallmark), the housing developer. Under a proposal approved by the DDS and submitted to the Joint Legislative Budget Committee, the Bay Area regional centers and Hallmark have entered into loan agreements with Bank of America and California Housing Finance Agency (CalHFA). The DDS is not party to these loan agreements and, therefore, does not have direct control over acquisition or construction of the homes.

Under the BAHP, the Bay Area regional centers contract with a developer to acquire, design, and develop housing for persons leaving Agnews. The property is owned by a non-profit entity, selected by the regional center, for dedicated use by regional center consumers. In this arrangement, once the housing mortgage is paid in full, the provider's lease payment ceases. An inventory of stable community housing designed to meet the unique needs of individuals with developmental disabilities is thereby created, and the rate paid to the provider is reduced accordingly. Through this arrangement, the property is bought once, the residential service rate decreases, and long-term cost savings are realized by the state.

BAHP funds have been used to purchase a broad array of housing options, including 962 homes, which are designed for consumers with specialized health care needs, FTHs which incorporate a consumer into a family, and specialized residential homes (SRHs) which provide 24-hour, on-site staffing in order to meet consumers' unique needs.

In addition, Bay Area regional centers have contracted for the provision of residential and support services in accordance with the Agnews Closure Plan. The providers have developed service strategies that address the unique needs of the consumers who are transitioning from Agnews to the community.

As of November 30, 2008, all 61 properties have been purchased and financed; 52 have been remodeled and either occupied or ready for occupancy; 8 are under construction; and one remains in the permitting phase. In addition, one of the 61 homes has since been removed from the "critical path" to closure, as waiting for the home's completion would have significantly delayed the closure of Agnews. Instead, the home will be available for consumers moving from other developmental centers. It is anticipated that all homes will be completed by December 31, 2008, and that the remaining Agnews residents will be transitioned when supports and services are available.

### **Family Teaching Homes**

AB 2100 added FTH to the existing Adult Family Home Agency (AFHA) model. The AFHA was first established in 1994 to provide a cost-effective option for adults moving from developmental centers into the community enabling adults to enter into partnerships with families as fully participating family members. Under this arrangement, the teaching family manages the consumers' home, provides direct support, and directly supervises relief staff. The FTH model serves up to three adults in the consumers' home, with the teaching family living in an adjoining home. In the Bay Area, this has been accomplished by housing consumers and teaching families in adjoining duplexes and adding a door to connect the homes. The FTH model is certified, monitored, and evaluated by the regional center and the DDS through the same process as an AFHA. The FTH regulations were promulgated on November 7, 2006. As of November 30, 2008, 27 former Agnews residents reside in 9 BAHP FTHs located in the SARC catchment area.

### **Extended Family Teaching Homes**

Agnews consumers and Agnews staff have expressed an interest in continuing to provide support services to Agnews consumers upon transition to the community. In an extended family teaching home (EFTH), a consumer relocates to a former Agnews staff family home and participates in daily family activities as an extended member of the family. Each consumer receives specialized, highly-supported and well-monitored services. EFTHs are also governed by the AFHA regulations, certification, and review process. As of November 30, 2008, five former residents of Agnews reside in EFTHs in the SARC catchment area.

### **Specialized Residential Homes**

As DSS-licensed adult residential facilities, SRHs provide augmented staffing and professional services to three or four residents. Each SRH provides 24-hour, on-site staff with specialized expertise to meet the consumers various needs. In addition, the homes have the capability for on-site response to meet scheduled or unpredictable needs in a way that promotes maximum dignity and independence. When a majority of residents turn age 60, a SRH is re-licensed as a residential care facility for the elderly (RCFE). All SRHs in the BAHP have been constructed or renovated to meet the physical plant requirements for both the SRH and the RCFE licenses. As of November 30, 2008, 44 former Agnews residents reside in BAHP SRHs and 17 former Agnews residents reside in BAHP RCFEs.

### **962 Homes**

SB 962 authorized the DDS and the DSS to jointly establish and administer a pilot project for certifying and licensing a new residential model, the adult residential facilities for consumers with special health care needs, referred to as "962 homes". This type of

residence fills a critical gap in licensure categories for people with developmental disabilities who have a combination of specialized health care and intensive support needs.

Examples of the health services that can be provided in a 962 home include, but are not limited to, nutritional support including total parenteral nutrition, gastrostomy feeding and hydration, renal dialysis, special medication regimes including injections, intravenous medications, management of insulin dependent diabetes, catheterization, indwelling urinary catheter management, pain management, and palliative care. The 962 homes are required to provide licensed staff 24 hours per day, develop an individual health care plan for each consumer that is updated at least every six months, and conduct monthly face-to-face visits with the consumer by a regional center nurse. As of November 30, 2008, ten 962 BAHP homes provide services to 33 former Agnews residents.

Additionally, an interagency agreement has been completed with the University of California (UC) Davis, and an independent evaluation of the 962 home pilot project is underway, pursuant to statute.

### **Addressing the Housing Challenges**

The housing acquisition process proceeded slower than anticipated. Initially, the development of the unique financing arrangement delayed purchases. Under the BAHP, Hallmark secures loans from the Bank of America to acquire and remodel the homes. When the properties are ready for occupancy, the deed transfers to the nonprofit housing corporation associated with the respective regional center and CalHFA provides permanent financing through state bonds. The recent economic crisis has compelled the CalHFA to seek a mechanism to sell all the BAHP housing bonds earlier than anticipated, potentially in late January 2009.

Obtaining permits in 19 separate jurisdictions was the single greatest hurdle to finishing construction. Throughout the closure process, the DDS and the Bay Area regional centers dedicated resources to address lender and local government concerns, ensure work was properly completed prior to transfer of the home from Hallmark to the nonprofit, and to facilitate state licensure. At the direction of the Bay Area regional centers, Hallmark added contractors, pre-ordered building materials, and augmented on-site supervision of construction. In addition, the DDS continues to conduct weekly meetings with the Bay Area regional centers and the developer to identify and address any problems or delays.

All homes were completed by December 31, 2008, with the exception of one of the 61 homes, which was removed from the “critical path” to closure. In particular, this home was the last BAHP home purchased and required the approval of the homes’ site and architectural plans, permits and complete demolition and rebuilding. Although the City of Los Gatos planning commission approved the home’s site and architecture plans in August, 2008, some neighbors appealed the decision to the city’s town county which led to a lengthy formal appeal process. The planning commission upheld the original

decision with some modifications and the permitting process has just recently started to move forward and it is expected that construction will be completed in the spring of 2009. Waiting for the home's completion would have significantly delayed the closure of Agnews. Instead, the home will be available for consumers moving from other developmental centers.

Construction of the remaining homes was completed by December 31, 2008. No person will move from Agnews until the housing, services, and supports are available in the community. The DDS will remain closely involved with the Bay Area regional centers and Hallmark through the successful completion of the project.

## **Resource Development: Transition Planning Process**

### **Transition Planning: Values and Purpose**

The transition process from a developmental center to a community living arrangement is developed through an individual placement plan (IPP) process. The IPP meeting offers a consumer-centered approach to identifying the services and supports necessary for a successful transition, taking into account the consumer's needs and preferences. The choices of consumers are given the full attention and respect of all team members, in consultation with the families, where appropriate, and/or authorized representatives, with sensitivity to lifestyle and cultural background.

In the fall of 2007, transition guidelines were formalized and shared with all stakeholders including family members, staff members, regional centers and interested parties. These guidelines establish the framework for the residents' transition to the community. Agnews and regional center staff have held joint trainings in implementing these guidelines.

### **Consumer Empowerment**

To assist Agnews residents in the transition process, the DDS created the Choices Project in August 2006. The Choices Project focuses on empowering consumers to engage in the decision-making process of transition planning. The Choices team meets with consumers prior to the consumer's annual IPP meeting. The meetings offer an opportunity to review the current IPP with the consumer and to explore potential living options and community activities, as featured in a 10-minute DVD. Agnews residents are provided materials adapted to support their active participation in the IPP and transition discussions.

Since August 2006, 196 consumers participated in Choices meetings, often with the involvement of family members, advocates and Agnews staff. The meetings were completed in January 2008.

### **Exploring Community Living Options**

Together with the regional center service coordinator, the Agnews staff engages a consumer, his or her family and an authorized representative, when appropriate, in an educational discussion regarding various housing and service and support models. This discussion centers on the consumer's needs and preferences identified through comprehensive interdisciplinary team assessments. Agnews staff identify interests of the participants in exploring certain models. In addition, staff of each regional center meet with the families throughout the transition process and have arranged various functions including monthly family teas, home tours and provider/family meetings. All of these events provide families the opportunity to raise issues and discuss the transition process.

### **Community Living Options**

The community living options (CLO) process focuses on identifying a range of services and supports necessary for successful transition. Through this process, potential living options are explored, and a transition plan is developed.

Selection of the Home and Exploratory Visits: The Agnews resident, legal/authorized representatives and regional center work together on the selection of the home. Once a potential home option has been identified, exploratory visits between the resident and the provider begin. As of November 30, 2008 all Agnews residents have either selected homes or are in the process of finalizing placement plans.

### **Finalizing the Transition to the Community**

Prior to transition, a meeting is held to prepare for the transition. As authorized by statute, the Regional Resource Development Project (RRDP) assists in activities related to admissions, transition planning, deflection and resource development. Parties at the meeting include the consumer, family member/advocate, a representative from the RRDP, a regional center service coordinator, the service provider, and a representative from the planning team at the developmental center and future placement to assure that all issues have been addressed; and, the consumer is prepared to move.

### **Post Placement Follow-up**

Once the consumer has moved into his or her new home, post-placement visits occur on a regular and as-needed basis by the regional center representative and the RRDP. These visits help to ensure a smooth and successful transition into the community. Within 30 days of transfer, a follow-up meeting is held to review the new assessment information, identify any additional services needed, and to develop the IPP for the coming year. In all community placements, the regional center conducts a face-to-face visit every 30 days for the first 90 days after the move, quarterly thereafter, and an annual facility monitoring visit. For consumers in community residential homes, at least two of the regional center visits per year must be unannounced. The RRDP makes

contact with the consumer five days after placement and again at 30-60-90 day intervals, 6 and 12 months, and more often as needed. For consumers placed in 962 homes, a regional center nurse will visit the consumer at least monthly, and a physician will see the consumer every 60 days.

## **Resource Development: Health Services**

The DDS, in collaboration with the Department of Health Care Services (DHCS) and the Bay Area regional centers, continues to develop innovative and comprehensive health care, behavioral and dental care services for residents transitioning out of Agnews.

### **The Transition of Health Care Services**

To ensure that each consumer who transitions from Agnews receives appropriate health care and related services, a comprehensive health transition plan is developed for each consumer before they leave Agnews. In February 2008, the DDS distributed a document entitled, *“Health Services for Agnews Consumers in the Community: An Overview”* to former and current Agnews residents and their families, outlining the provision of health care services in the community. The document is available on the DDS website.

### **Health Care Service Delivery Systems**

Depending on the county of residence and eligibility for Medi-Cal and Medicare, there are various service delivery systems that provide health care services to consumers transitioning from Agnews into the community. The regional center assists the consumer and their representative in evaluating the options, coordinating and facilitating eligibility, and, when indicated, enrolling in a managed care health plan.

Options for consumers who are not eligible for Medi-Cal or Medicare: There are a few consumers who are not eligible for either Medi-Cal or Medicare. The regional center works with these consumers in developing the individual health transition plan (IHTP), in order to assure that the consumer can access to the necessary health services and supports in the community.

Options for consumers enrolled in Medi-Cal: Depending on the county of residence, consumers who are Medi-Cal eligible have specific health care service options. In San Mateo County, Agnews consumers transition into the HPSM, a county organized health system (COHS). As a COHS, San Mateo operates the only Medi-Cal health plan in the county. The COHS are different from the other models of Medi-Cal managed care because the DHCS requires nearly all Medi-Cal beneficiaries residing in the COHS counties to enroll in this health plan to receive care.

In Santa Clara and Alameda Counties, Agnews consumers have the option to enroll in either the locally-administered Medi-Cal managed care plan, respectively the Santa Clara Family Health Plan (SCFHP) or the Alameda Alliance for Health (AAH), the

commercial Medi-Cal health care plan (Anthem-Blue Cross), or receive services through the fee-for service system often referred to as “regular Medi-Cal”. Therefore, the RCEB and SARC consumers have the option of staying in the Medi-Cal fee-for-service system or enrolling in one of the Medi-Cal managed health care plans, which are discussed below. For the consumers who opt to receive services through the fee-for-service system, the regional center service coordinator will assist in coordinating access to health care services in the community, as outlined in the IHTP.

Options for Consumers Enrolled in Medi-Cal and Medicare: Consumers who are eligible for both Medi-Cal and Medicare are offered the same Medi-Cal health care options outlined previously, and also have the option of enrolling into a “Medicare Advantage/Special Needs Plan (MA/SNP).” The MA/SNP is a federal Medicare option that allows Health Plans to target a specific segment of the Medicare population, including those who are eligible for both Medicare and Medicaid. The Medi-Cal managed care plans that are also SNPs are able to provide a comprehensive service strategy that integrates Medicare and Medi-Cal benefits, thereby providing a seamless service delivery system. The health plan informs eligible consumers and their representatives of this option and assists them in making decisions regarding enrollment.

### **Health Plan Medical Services**

The designated managed care health plans (SCFHP for SARC consumers, AAH for RCEB consumers and HPSM for GGRC consumers) have established a partnership with the Bay Area regional centers, the DDS, and the DHCS to arrange for medical and specialized health care services for Agnews consumers who elect to enroll in these plans. When a person elects to enroll in a designated managed care health plan (Health Plan), available services include but are not limited to:

- Access to qualified providers. The Health Plan will arrange for an array of medical service providers that include primary care and specialty physicians, optometry and ophthalmology services, medications, support services such as occupational and physical therapies, and medical equipment and supplies including adaptive equipment.
- Comprehensive Medical Care Management. A registered nurse will be assigned to each consumer to coordinate individualized health services and assure that the consumer receives specialty services identified as medically necessary by the primary care physician.
- Coordination with the regional center and other health service providers.

In December of 2007, the DHCS received approval from the CMS for its State Plan Amendment (SPA), effective July 1, 2007. The SPA describes how services are to be provided to specified former Agnews residents in Alameda and Santa Clara Counties. In January 2008, the DHCS received approval for its waiver for the HPSM, which also describes how services are to be provided to specified former Agnews residents in the community. In April 2008, DHCS received approval of the modification to the California

Children's Services/Dental waiver to include former Agnews residents in Alameda and Santa Clara counties.

Health Plan Enrollment: A health transition specialist from each of the Bay Area regional centers assists consumers and families with understanding health care service delivery options as well as expediting the eligibility and enrollment process. The regional center provides information regarding health plan options, and, when appropriate, the designated health plan assists the consumer with enrollment in additional programs. As of November 30, 2008, 143 former Agnews consumers have enrolled in designated managed care plans as follows: 29 in the Alameda Alliance for Health; 25 in the Health Plan of San Mateo; and 89 in the Santa Clara Family Health Plan. The vast majority of consumers have enrolled in health plans due to the plans' capacity to assure access to a full range of services and to provide individualized medical management.

The DHCS/Health Plan/Regional Center Coordination: The foundation of the community medical services strategy is a partnership between the DDS, the DHCS, the Bay Area regional centers, and the designated health plans. The Memorandum of Understanding (MOU) between the DDS and the DHCS lays the framework for issues including sharing information for rate development, strategic planning, and the health plan enrollment process. At the local level, regional centers and designated health plans continue to secure health care services for residents transitioning out of Agnews into the community. The designated health plans and the Bay Area regional centers developed and signed MOUs to assure access to comprehensive services for those consumers who elect to enroll. Each of the regional center/health plan MOUs outlines the roles and responsibilities of the health plans, the regional centers and the residential service providers. The designated health plans continue to partner with the Bay Area regional centers, the DHCS, and the DDS to recruit and train qualified medical providers so consumers can access the full array of necessary medical services. Health plans also are conducting informational outreach to area providers on serving these individuals.

The Bay Area regional centers, the designated health plans, and Agnews staff continue to work with the DDS and the DHCS to expedite eligibility for membership in health plans, when indicated. The DHCS is working with counties and the Social Security Administration to expedite the processing of eligibility information. The DHCS has established a process with Maximus, the contractor that assists in the election process, to assure that health plan election decisions are processed in a timely manner.

Provider rates: The DHCS has amended its contracts with the designated health plans to provide for cost reimbursement to the plans for services and administrative costs. This enables the health plans to establish enhanced provider rates. The DHCS has established interim payments to assure cash flow to the health plans until there is a semi-annual reconciliation to actual costs. This financial arrangement between the DHCS and its contracted health plans will continue until there is sufficient data available to permit development of a capitation rate and elimination of the interim payments and semi-annual reconciliation.

## **Outpatient Clinic**

The Agnews outpatient clinic provides access to health, dental and behavioral services to current and former Agnews residents, as well as persons with developmental disabilities who reside in the community and qualify for services. At the clinic, consumers can access specialists experienced in providing services to individuals with developmental disabilities.

The DHCS submitted an amendment to the Medicaid State Plan (State Plan Amendment or SPA) to establish a reimbursement methodology for the freestanding outpatient clinic that will continue to operate as the Agnews Community Clinic (ACC) after Agnews closes. The SPA is currently under review by the Centers for Medicare & Medicaid Services (CMS). Upon the closure of Agnews, the ACC will continue to provide primary medical care, psychiatry, and dental services, as necessary. The DDS has secured authority to provide these medical and dental services from the time of closure until the DDS is no longer responsible for the property. The ACC will continue to serve former Agnews residents as well as persons served by bay area regional centers, based on need.

## **Outpatient Clinic Use**

<b>MONTHS 2008</b>	<b>JAN</b>	<b>FEB</b>	<b>MAR</b>	<b>APR</b>	<b>MAY</b>	<b>JUN</b>	<b>JUL</b>	<b>AUG</b>	<b>SEP</b>	<b>OCT</b>	<b>NOV</b>	<b>TOTAL</b>
Former Agnews Clients Seen for the First Time	12	2	9	11	11	5	6	4	6	8	8	82
Former Agnews Clients Previously Seen (Return visits)	30	36	36	47	39	33	39	39	29	40	25	393
<b>Total# - Agnews Clients Seen</b>	<b>42</b>	<b>38</b>	<b>45</b>	<b>58</b>	<b>50</b>	<b>38</b>	<b>45</b>	<b>43</b>	<b>35</b>	<b>48</b>	<b>33</b>	<b>475</b>
Non-Agnews Clients Seen for the First Time	15	16	15	22	23	22	12	16	20	13	13	187
Non-Agnews Clients Previously Seen (Return visits)	35	32	37	21	41	29	54	42	28	45	39	403
<b>Total# - Non-Agnews Clients Seen</b>	<b>50</b>	<b>48</b>	<b>52</b>	<b>43</b>	<b>64</b>	<b>51</b>	<b>66</b>	<b>58</b>	<b>48</b>	<b>58</b>	<b>52</b>	<b>590</b>
<b>Total # of Clients Seen</b>	<b>92</b>	<b>86</b>	<b>97</b>	<b>101</b>	<b>114</b>	<b>89</b>	<b>111</b>	<b>101</b>	<b>83</b>	<b>106</b>	<b>85</b>	<b>1065</b>

## **Mobile Services: Crisis Intervention and Behavioral Support**

During the spring of 2007, the DDS began researching the viability of mobile health care services to help meet the needs of consumers transitioning from Agnews. Meetings were arranged with established mobile clinic providers of health care and oral health services and with the Mobile Health Clinics Network to better understand the service model. Further research was conducted into the cost estimates, vehicle specifications, and custom design needs to meet accessibility standards for mobile services. This research served as the foundation for discussions with the designated health plans and Bay Area regional centers to further explore mobile service viability and needs.

In 2007, DDS met with the Bay Area regional centers, consumer and family stakeholders, as well as representatives from the local health plans to identify any potential gaps in health related services for individuals transitioning from Agnews. From these meetings, it was collectively determined that the area of need was in mobile crisis services in Alameda, San Mateo and Santa Clara counties. In Fiscal Year 2007/2008, DDS funded the development of mobile crisis projects in each Bay Area regional center. The mobile crisis services provides a broad array of services including intensive crisis prevention, emergency response intervention, and follow-up services in order to maintain stability in the lives of individuals leaving Agnews.

### **Dental Services**

Dental services continue to be a critical component of community resource development efforts. Prevention is the emphasis of the dental service strategy. Before residents transition into the community, regional center dental coordinators complete a comprehensive individualized assessment of the dental status and needs of each consumer. The regional centers recruit dental hygienists to provide ongoing dental screenings and cleanings in the home, consistent with each consumer's needs. The Bay Area Regional Centers and the designated health plans established a workgroup to address issues including access to the full range of dental services to persons transitioning from Agnews, and assessing the effectiveness of preventive and screening activities provided by registered dental hygienists.

Prevention Services: The Bay Area regional centers provide dental screening and teeth cleaning services through registered dental hygienists in homes where Agnews clients reside.

Sedation Dentistry: Many consumers transitioning from Agnews require sedation dentistry. The Bay Area regional centers and the designated health plans are coordinating services to assure timely and appropriate access to these services, as necessary. The Agnews Outpatient Clinic remains a resource for persons who need general dentistry and sedation dentistry services. The designated health plans continue to identify community resources that will provide sedation dentistry through outpatient surgeries, and the Bay Area regional centers are identifying the qualified dentists.

### **Behavioral Services**

Many current and former Agnews residents have behavioral challenges. To assist Agnews residents in the transition process, Agnews staff support and train service providers on how to prevent and how to respond to challenging behaviors and are available to assist in the community when a consumer's health, safety, and/or placement may be at risk.

Psychiatric services and reviews of medications are available through the Agnews outpatient clinic. Further, each of the Bay Area regional centers has developed a working relationship with psychiatric resources in the community to accommodate

Agnews residents. SARC, for example, utilizes psychiatric services at Loma Linda University and the UC Irvine, through a telemedicine system. In addition, the Hope Counseling Center provides psychiatric services to Santa Clara County consumers through a contract with the County Mental Health Department. The DDS will continue to support regional center efforts to expand partnerships with county mental health departments in order to improve access to behavioral services for consumers with mental health needs.

### Behavioral Service Programs:

- **Secured Treatment Facility:** The Bay Area regional centers and Alameda County Mental Health Department will be opening a secured-treatment facility in San Leandro that can serve former Agnews residents. The facility will provide short-term treatment and stabilization available for up to 15 Bay Area residents at a time.
- **Redwood Place:** Redwood Place is a 36-bed intensive treatment program providing residential options for eligible Agnews consumers as well as consumers from RCEB, GGRC, SARC and North Bay Regional Center (NBRC) who require mental health treatment at a setting away from the home. The facility has a delayed egress arrangement but is not locked.
- **The Puente:** Through a partnership among San Mateo County Behavioral Health and Recovery Services, GGRC, and the Health Plan of San Mateo, a specialty clinic, called The Puente Clinic, recently opened. The clinic provides both medication management and therapy for persons with developmental disabilities and special mental health needs. The clinic is located in San Mateo and serves persons only in San Mateo County. Individuals who have moved from Agnews have the highest priority for service.
- **Crisis Intervention and Behavioral Support:** The Mobile Crisis projects will provide access to a broad array of services including intensive crisis prevention, emergency response intervention, and follow-up services in order to maintain stability in the lives of individuals leaving Agnews.

## **Quality Management**

### **Overview of the Quality Management System**

Ensuring the safety and well-being of consumers who move from Agnews into the community is an essential component to the Agnews Closure Plan. The Bay Area Quality Management System (QMS) broad-based research design was refined from the DDS QMS system and approved by numerous stakeholders, including the CMS Grants Advisory Stakeholder Committee.

The Bay Area QMS is based on values set forth in the Agnews Closure Plan and described in the DDS Strategic Plan. A three-year federal System Change Quality Assurance/Quality Improvement Grant was completed in September of 2006, and served as the basis for developing the QMS model. Data has been collected since April 2007. Specifically, the Bay Area QMS seeks to:

- ❖ Keep consumers safe and ensure their well being;
- ❖ Support value-based outcomes for providers and consumers;
- ❖ Identify and fill gaps in the community system;
- ❖ Develop and pilot a QMS with potential for statewide implementation; and,
- ❖ Meet CMS expectations.

The Bay Area QMS pairs a focus on consumer outcomes and satisfaction with process-oriented support in improving the quality of services and the capacity of provider agencies.

An 11-member QMS Commission including advocates, family members and consumers is responsible for reviewing trend data. The commission makes recommendations concerning quality of care and systems improvement. The commission has held eight meetings since September 2005. During the July and October 2008 meetings, Commissioners received an update on regional center and provider activities, discussed improvement activities in community homes, reviewed trends in the QMS tool data over the past year, and heard from regional center service coordinators as well as nurses and psychologist regarding their work in the homes. In addition, the QMS Commission discussed a new Commission report that focuses on consumer demographics, consumer and provider outcomes, and narrative comments describing what is working well in the homes. In both meetings, the Commission provided recommendations regarding ongoing QMS activities.

### **National Core Indicator Studies**

The National Core Indicator (NCI) Surveys are a national initiative currently utilized by 26 states and four regional centers in California. The goal of the NCI is to develop a systematic approach to performance and outcome measurement. Through the NCI, participating states create performance monitoring systems, identify common performance indicators, develop comparable data collection strategies, and share results. Many of the state agencies use NCI as a key component within their quality management systems.

Three NCI reports, initiated under the CMS Grant described above, are now available from the Bay Area Regional Centers and DDS. A random sample of Medicaid Waiver Adult Consumers and their families at each of the Bay Area Regional Centers, taken in 2005, forms the basis of these reports. While these reports do not focus on residents who have transitioned from Agnews, the studies do provide a local and national context to the Bay Area QMS project. A copy of this report is available on the DDS website [http://www.dds.ca.gov/AgnewsClosure/BAQMS\\_Reports.cfm](http://www.dds.ca.gov/AgnewsClosure/BAQMS_Reports.cfm).

Finally, former Agnews residents who transitioned to the community between July 2003 and March 2005, as well as the families of these consumers, were surveyed separately using the NCI Surveys. A copy of this report is available on the DDS website at [www.dds.ca.gov/AgnewsClosure/docs/BayAreaQMS\\_SurveyResults.pdf](http://www.dds.ca.gov/AgnewsClosure/docs/BayAreaQMS_SurveyResults.pdf).

### **Quality Service Review**

The QMS includes a provider performance expectation and quality improvement tool, referred to as the Quality Services Review (QSR). The QSR is a detailed review and certification process involving 37 provider expectations, avenues for observations and input from consumers' family and friends as well as database tools for regional center professional support staff (i.e., Service Coordinators, Registered Nurses, Quality Management System Specialists and Psychologists). The QSR establishes consumer and service provider outcomes and expectations that are continuously monitored. Providers and QMS Specialists work together to improve quality in the home in pursuit of meeting all expectations, which is necessary for the provider's certification.

Over 2200 QMS/QSR home visits have been conducted since April 2007. These visits have been recorded on QSR tools by regional center professionals including service coordinators, registered nurses and behavior plan analysts and also by visitors – family members and friends of the individuals who live in the homes. By using the QSR tools on these visits, over 52,000 questions and observations about service quality and the home environment have been recorded in the database. This data is used at the consumer, provider and regional center levels to inform quality improvement efforts.

### **Quality Snapshot**

The Quality Snapshot survey is designed to obtain feedback from families and other visitors to residential homes. The snapshots provide information about a visitor's perspective on the home environment and staff, as well as the consumer's well being, and are mailed directly to the QMS Specialists at each regional center. Quality Snapshot surveys have been distributed to all homes that are part of the full QMS/QSR certification process. Data from returned surveys is being reviewed, utilized, and entered into the Quality Management Information System. In addition to addressing any requests or follow up activities generated by the Snapshots, QMS Specialists use Snapshot data as part of their intensive work on the Provider Expectations in the homes.

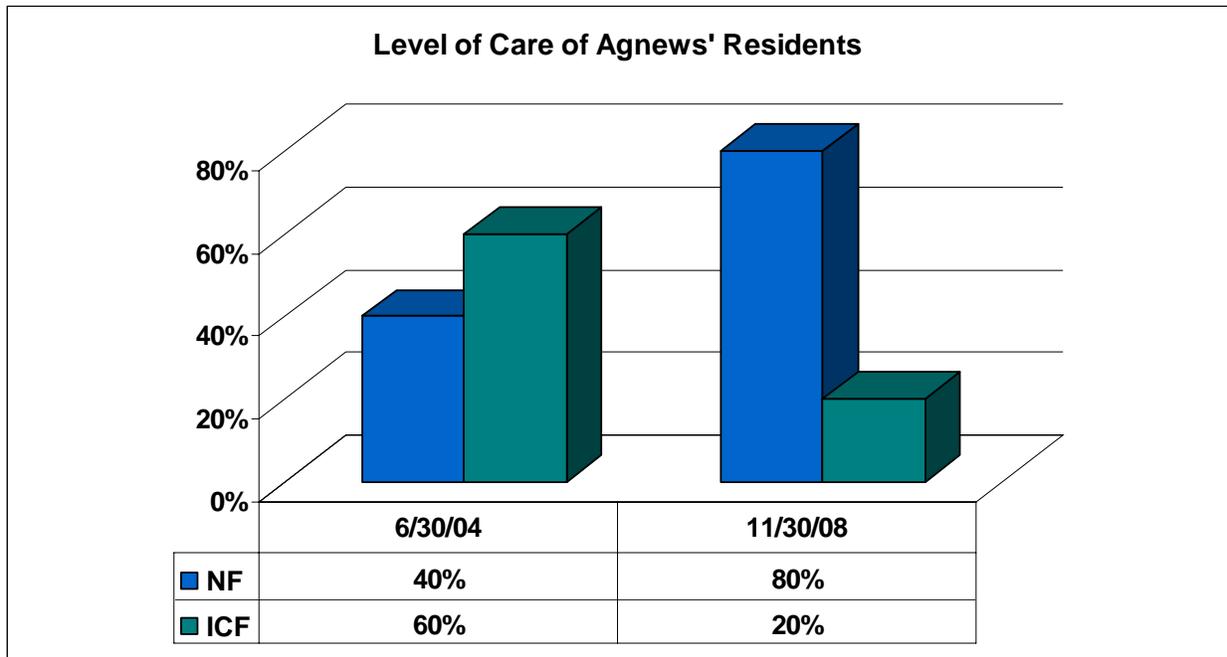
# Agnews Residents

## Current Agnews Residents

As of November 30, 2008, 80 residents remained at Agnews.

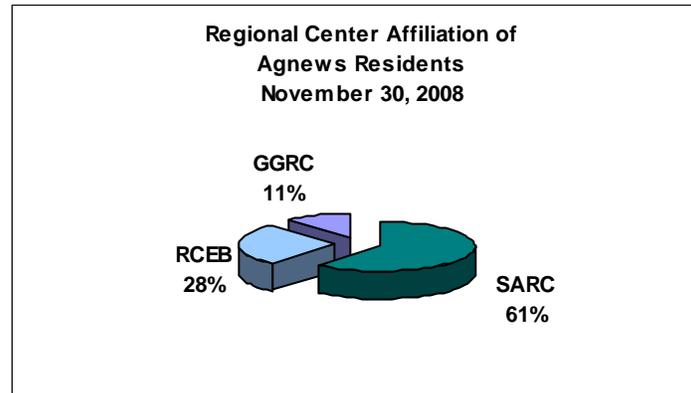
## Level of Care

Agnews provides three levels of care to people who reside at the facility. The first level of care is provided in the Nursing Facility (NF) residences in which approximately 80 percent of Agnews residents live. The second level of care is provided in the Intermediate Care Facility (ICF) residences, which are home to the remaining 20 percent of residents. Both the NF residences and the ICF residences provide 24-hour residential services. The third level of care is General Acute Care where short-term medical and nursing care is provided to residents to address an acute illness or injury requiring that level of care.



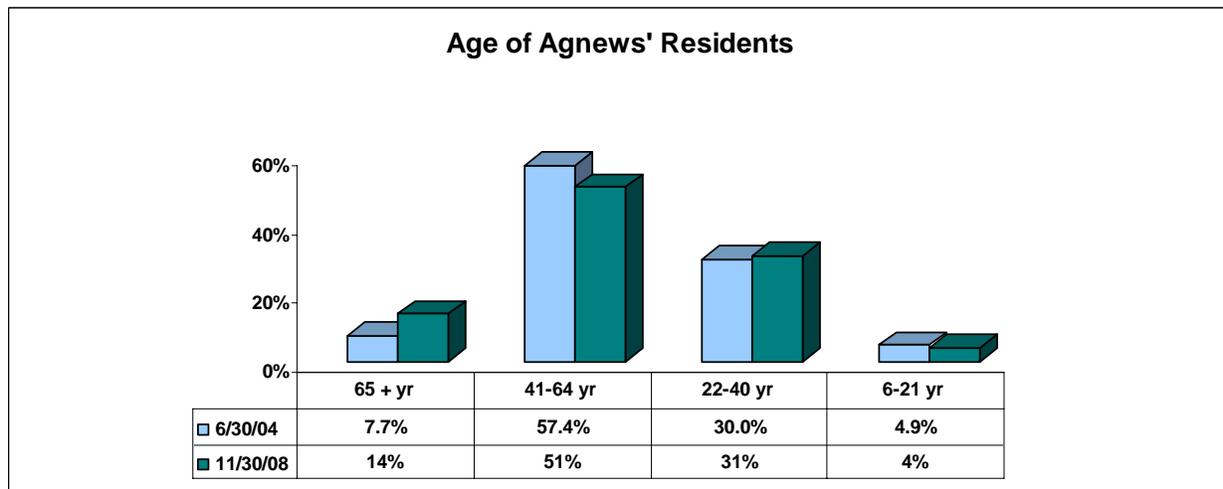
## Regional Center Affiliation

Approximately 61 percent of current Agnews residents are affiliated with the SARC, 28 percent are affiliated with the RCEB, and 11 percent are affiliated with the GGRC.



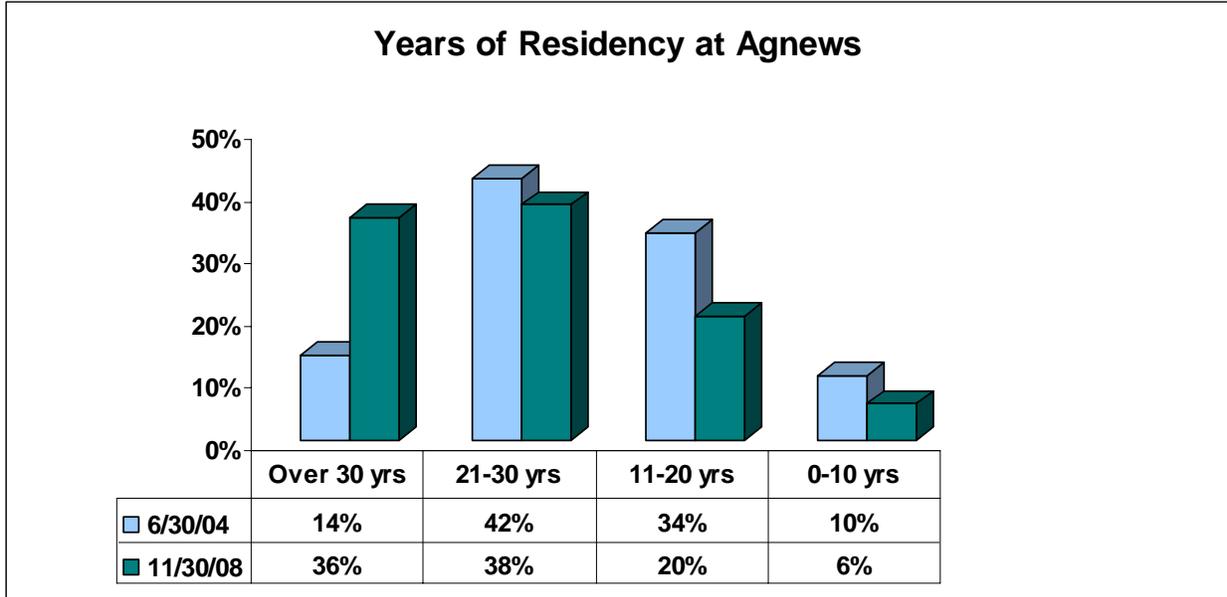
## Age of Agnews Residents

As of November 30, 2008, 65 percent of the residents are over age 40. People who are 65 years or older comprise 14 percent of the population. In contrast, 4 percent of the residents are 21 years or younger.



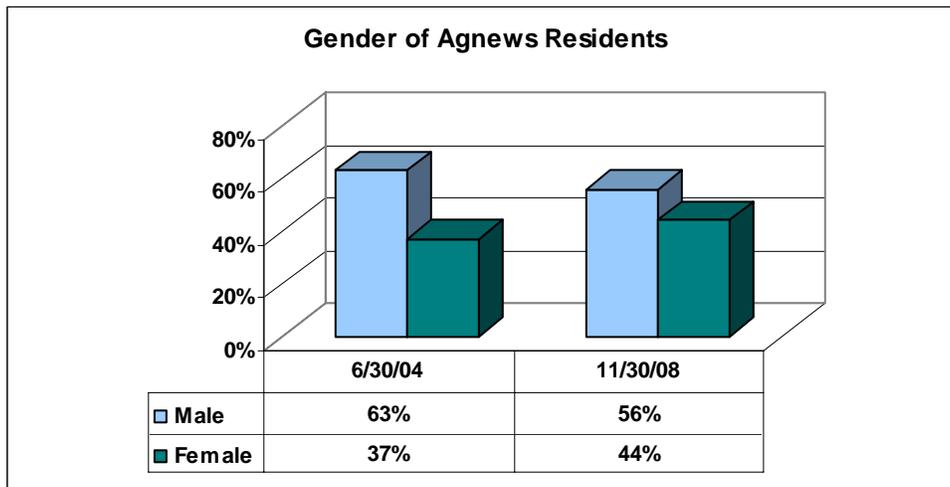
**Years of Residency at Agnews**

74 percent of the current residents have lived at Agnews over 20 years. 20 percent have resided at Agnews for 11 to 20 years. 6 percent have resided at Agnews for 10 years or less.



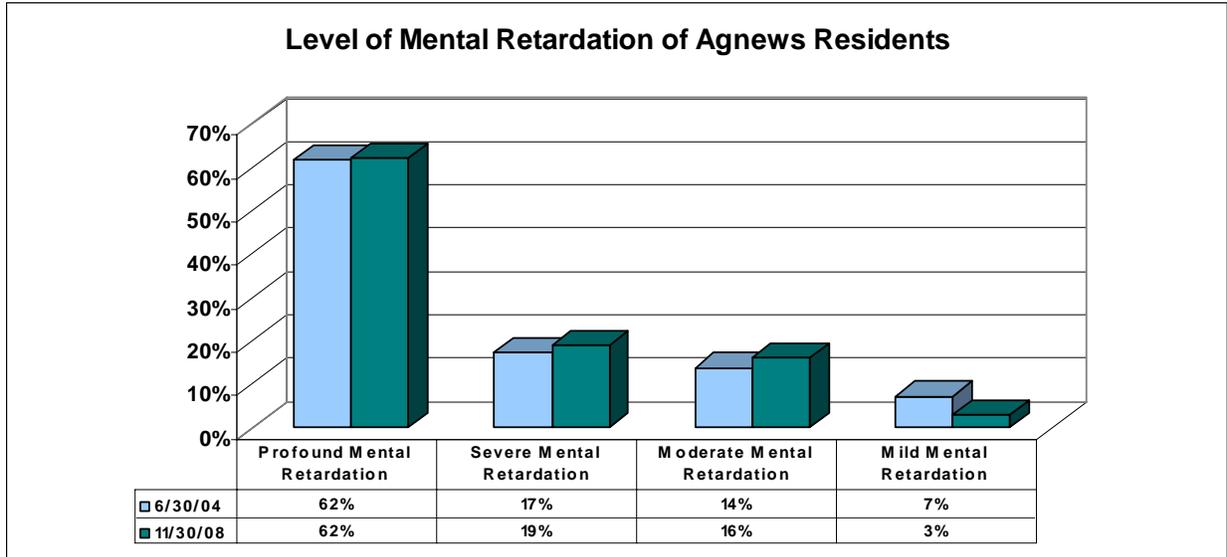
**Gender of Agnews Residents**

56 percent of the residents are male, and 44 percent are female.



### Level of Mental Retardation

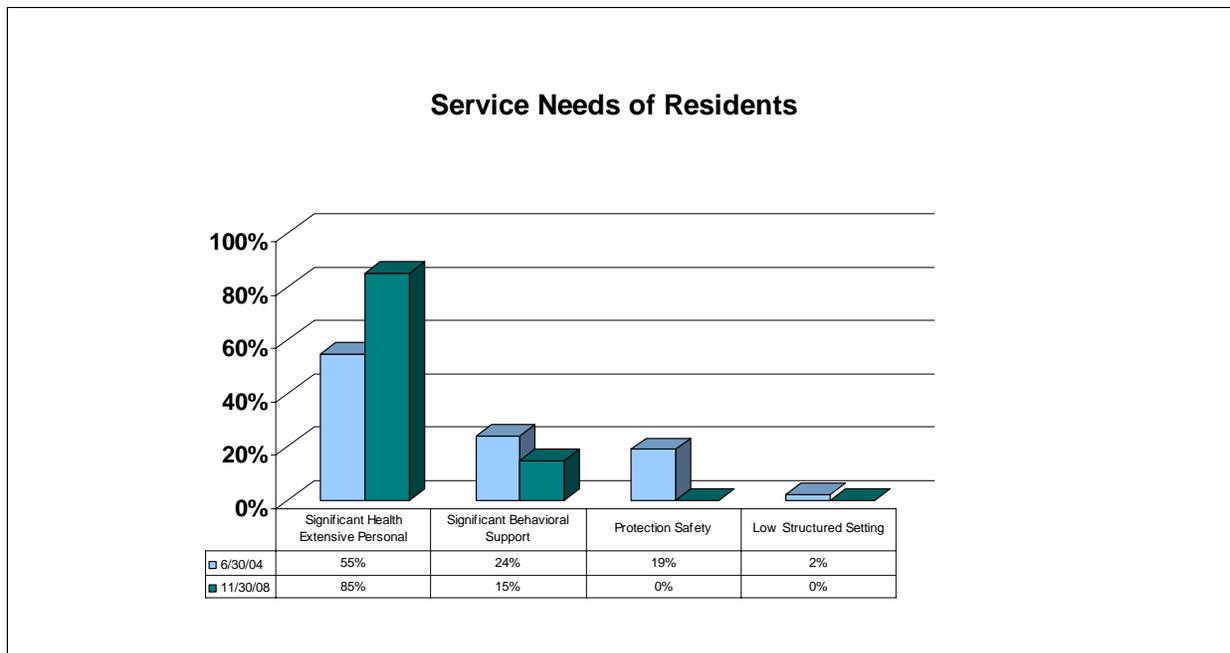
62 percent of the current Agnews' residents have profound mental retardation, 19 percent have severe mental retardation, 16 percent have moderate mental retardation, and 3 percent have mild mental retardation.



**Service Needs of Residents:**

Agnews residents have the following four primary service needs:

- Significant health and extensive personal care needs:** This category includes people who require assisted breathing technology, inhalation assistive devices, or tracheotomy care; have recurrent pneumonias or apnea; and are non-ambulatory, requiring total assistance and care, and/or receive enteral (tube) feeding. Significant nursing intervention and monitoring are required to effectively support these consumers. 85 percent of the residents have significant health and extensive personal care needs.
- Significant behavioral support:** This category describes consumers who have significant aggression issues that may require intervention for the safety of themselves or others. Approximately 15 percent of the residents are consumers needing significant behavioral support.
- Protection and safety needs:** This category includes consumers who need a highly structured setting because of a lack of safety awareness, a pattern of self-abusive behaviors and/or inappropriate expression of social behavior. These consumers require constant supervision and ongoing intervention to prevent self-injury and/or stigmatization. At present, there are no Agnews residents requiring this type of service need.
- Low structured setting needs:** This service need includes residents who require minimal supervision and support. At present, there are no Agnews residents requiring this type of service need.

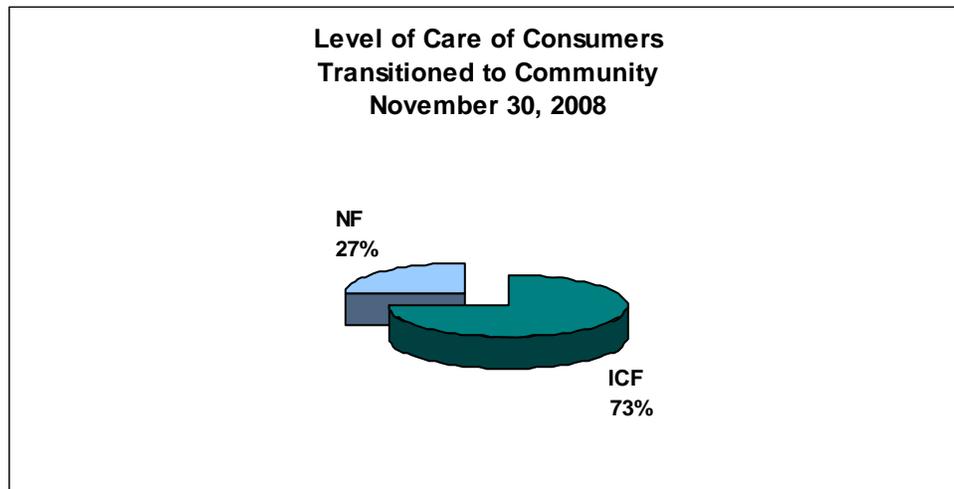


### **Agnews Consumers Who Have Transitioned Into the Community**

Between July 1, 2004 and November 30, 2008 a total of 264 Agnews residents transitioned to other living arrangements.

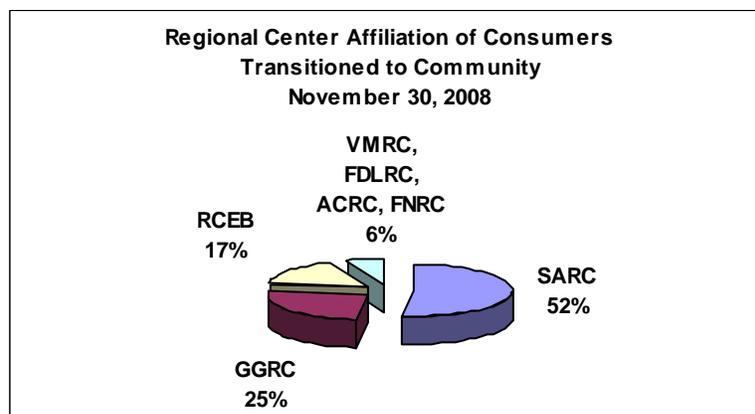
### **Level of Care of Consumers Who Have Transitioned Into the Community**

Of the consumers who transitioned to community living arrangements between July 1, 2004 and November 30, 2008, 73 percent had been served in the ICF residences and 27 percent had been served in NF residences while at Agnews.



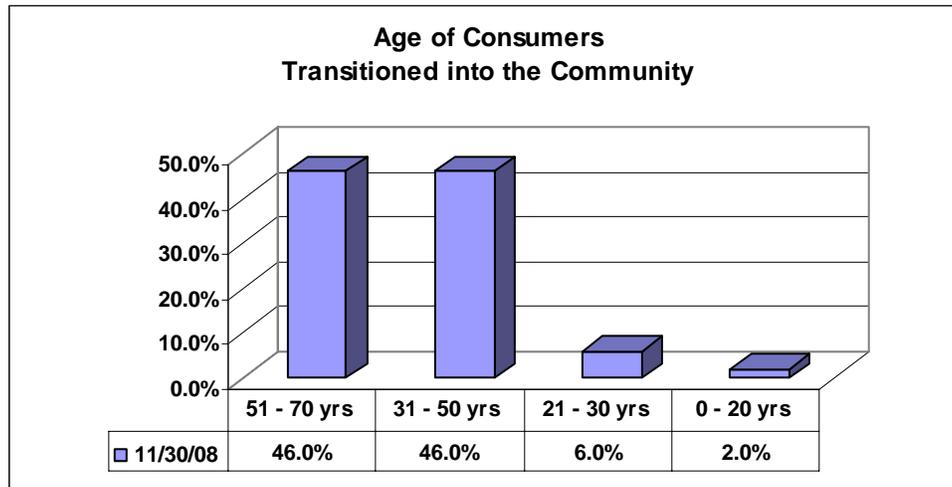
### **Regional Center Affiliation of Consumers Transitioned to Community**

Approximately 52 percent of the consumers transitioning to the community between July 1, 2004, and November 30, 2008, were affiliated with SARC, 25 percent were affiliated with GGRC, 17 percent were affiliated with RCEB, 6 percent were affiliated with Far Northern Regional Center (FNRC), Valley Mountain Regional Center (VMRC), Frank D. Lanterman Regional Center (FDLRC), or Alta California Regional Center (ACRC).



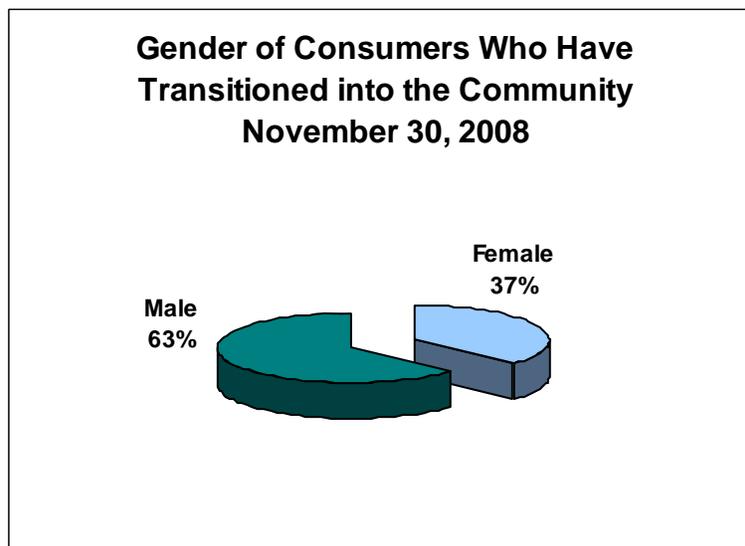
**Age of Consumers Who Have Transitioned into the Community**

Of the consumers transitioned to the community between July 1, 2004, and November 30, 2008, 46 percent were 51 to 70 years of age at the time of transition from Agnews, 46 percent were 31 to 50 years old, 6 percent were 21 to 30 years old, and 2 percent were 20 years of age or younger.



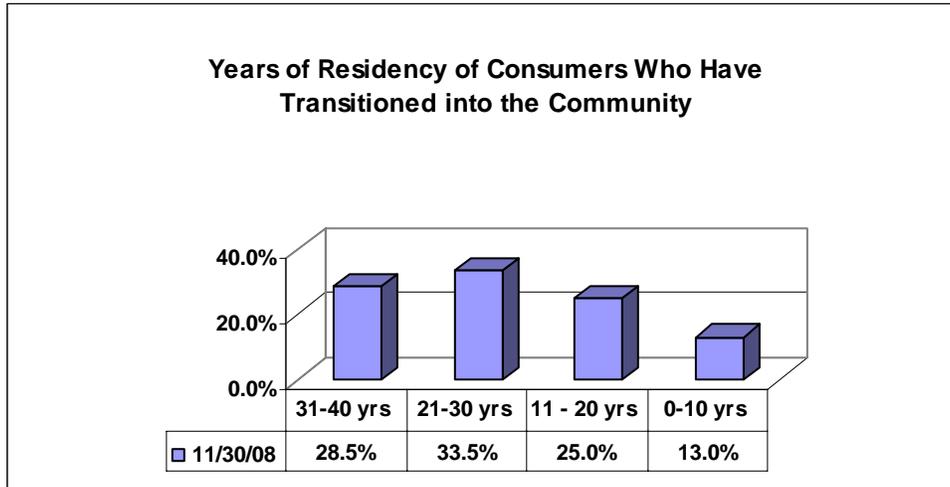
**Gender of Consumers Who Have Transitioned into the Community**

Sixty-three percent of the consumers transitioned to the community between July 1, 2004, and November 30, 2008, were male, and 37 percent were female.



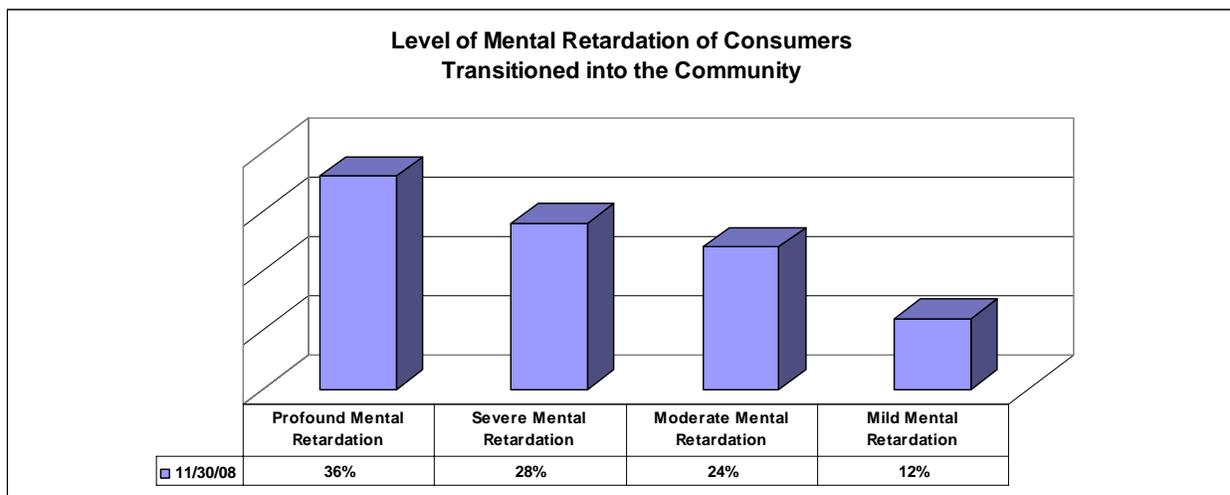
**Years of Residency of Consumers Who Have Transitioned into the Community**

Of the consumers transitioned to the community between July 1, 2004, and November 30, 2008, 28.5 percent lived at Agnews for 31 to 40 years, 33.5 percent for 21 to 30 years, 25 percent for 11 to 20 years, 13 percent for 10 years or less.



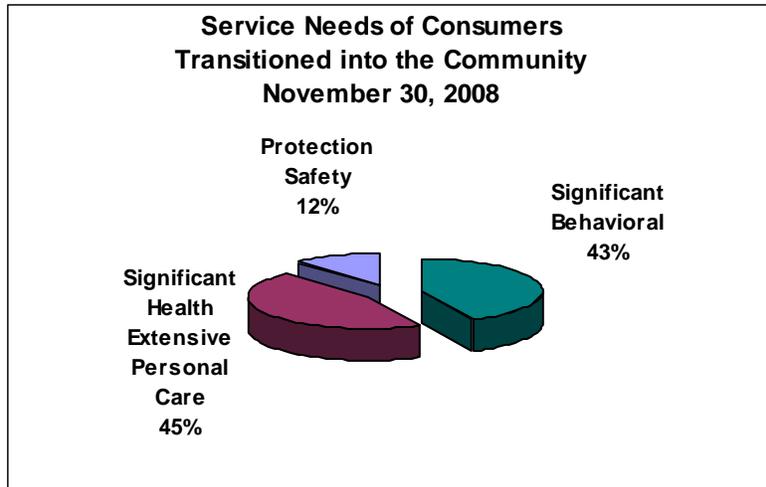
**Level of Mental Retardation of Consumers Transitioned into the Community**

Between July 1, 2004, and November 30, 2008, 36 percent of transitioning consumers had profound mental retardation, 28 percent had severe mental retardation, 24 percent had moderate mental retardation, and 12 percent had mild mental retardation.



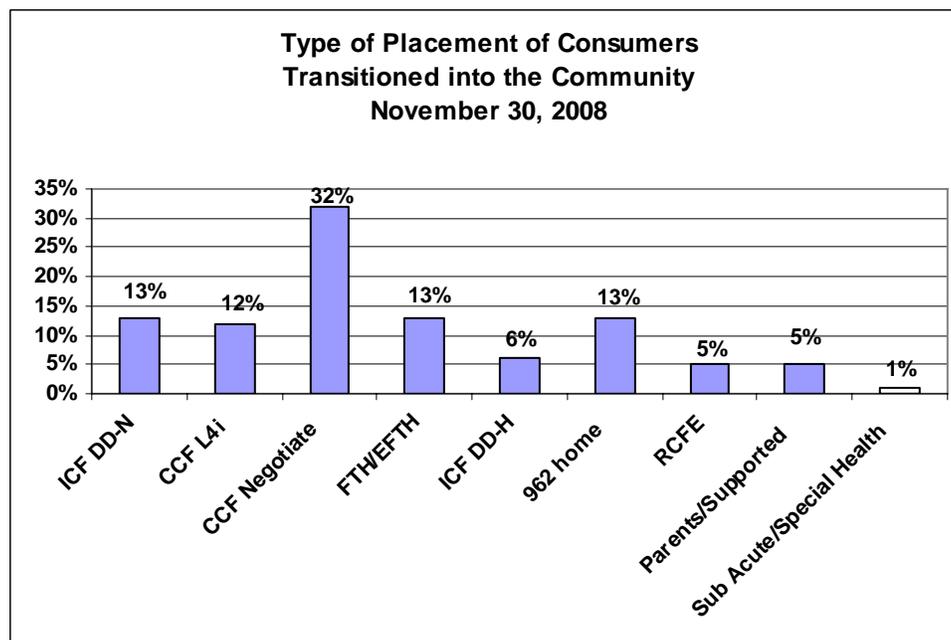
**Service Needs of Consumers Transitioned into the Community**

Of the consumers who transitioned to the community between July 1, 2004 and November 30, 2008, 45 percent had significant health and extensive personal care needs, 43 percent needed significant behavioral support, and 12 percent had protection and safety needs.



**Type of Placement of Consumers Transitioned into the Community**

13 percent of the consumers who transitioned to the community between July 1, 2004, and November 30, 2008, moved to ICF Developmentally Disabled-Nursing (DD-N), 12 percent moved to Community Care Facility Level 4i (CCF L4i), 32 percent moved to CCF Negotiate, 13 percent moved to FTH or EFTH, 6 percent moved to ICF Developmentally Disabled-Habilitative (DD-H), 13 percent moved to 962 homes, 5 percent moved to RCFE, 5 percent moved to their Parents' Home or Supported Living, and 2 individuals equaling 1 percent of the consumers required long-term care in a Sub Acute Hospital or CCF Special Health Facility.



## **Agnews Employees**

As of November 30, 2008, there were 559 employees at Agnews. Agnews employees have been provided information regarding the closure and the options that are, or will become, available for employment. On December 28, 2007, the Department of Personnel Administration notified all impacted Bargaining Units of intent to close Agnews on or about June 30, 2008, and on March 5, 2008 State Restriction of Appointment notices were sent to all employees except those employees assigned to Warm Shut Down (facility physical plant closure process) and the Agnews Outpatient Clinic. Impact negotiations began in late January 2008, and focus on non-economic and economic proposals with unions that have identified an impact associated with the closure. Since January 2008, DDS has successfully negotiated impact agreements with unions. The negotiated impact agreements address employee needs resulting from layoff notification. The union representing medical staff was notified in early December 2008 regarding a recent amendment that included represented medical employees.

### **The Marchesi Career Center**

The Marchesi Career Center (Career Center) opened at Agnews in July 2006. Counselors assist employees with career counseling, training, and support on an individual or group basis. Assistance with résumé writing, application processing, assessing qualifications based on job specifications and interview tips and techniques are offered. The Center is equipped with computers with Internet access for job searching for state, county, city, and local job opportunities. Since July 2006 through November 30, 2008 CalPERS has provided 30 seminars to assist employees to plan for retirement. Three Job Fairs have occurred on campus with participation of approximately forty (40) vendors.

To assist employees in securing employment, Agnews and the Employment Development Department (EDD) have collaborated with Work2Future, an organization that assists employees by providing enhanced specialized training. Work2Future and EDD have provided 18 informational sessions on issues related to job employment, training and unemployment benefits.

From the time of its opening through November 30, 2008, the Career Center recorded 1,880 employee visits, providing information and career counseling services. Between April 2007 and November 30, 2008, 680 individual career counseling sessions were provided to employees. The Career Center has provided training courses to more than 600 staff from the time it opened through November 30, 2008.

### **State Staff in the Community**

Many Agnews employees have expressed an interest in continuing to serve the consumers who reside at Agnews as they transition to the community, by applying for community-based assignments. These assignments may be providing direct-care, administration of homes, training or consultation, quality assurance, or other services.

As of November 30, 2008, a total of 103 employees are participating in the community state staff program, with 73 employees currently working in assignments, and the remaining 30 waiting for report dates. In addition, 16 positions are currently being advertised for 3 providers, with 32 applications received.

### **Direct Service Professional Training**

The Career Center is offering Direct Service Professional (DSP) training for employees who are interested in transitioning into the community-based service system. The training, which consists of two 35-hour classes, is required for all staff providing care to consumers in the community. The training benefits service providers, regional centers, and consumers by ensuring that there is a pool of experienced and qualified prospective employees.

The Career Center offered a challenge test, three separate full review sessions, and six training classes for the Year 1 DSP. Two training classes have been for Year 2 DSP.

### **Attrition**

Agnews has maintained sufficient staff to protect the health and safety of remaining residents and to ensure the ongoing certification of the facility. As of November 30, 2008, there are 559 employees at Agnews.

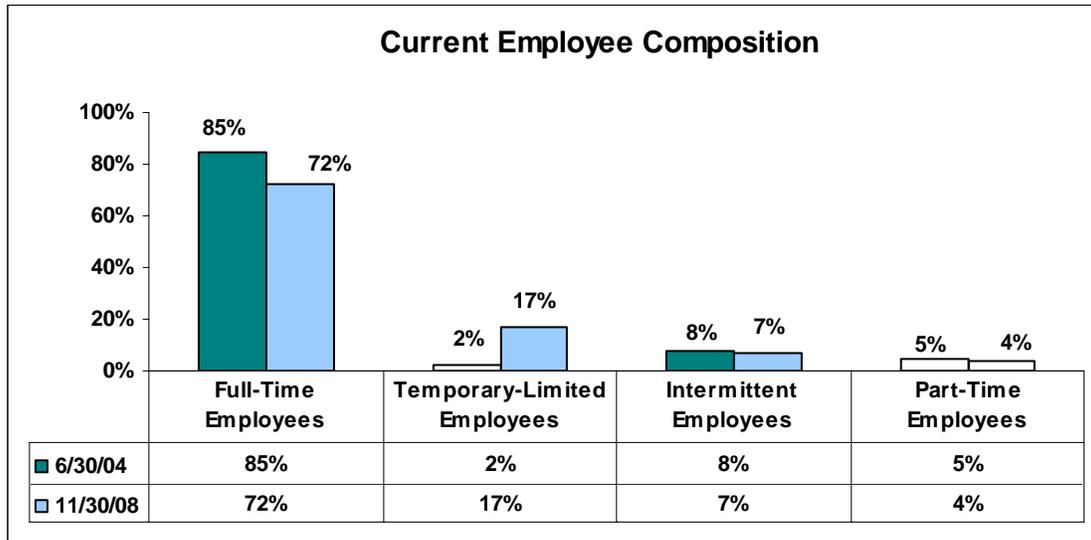
The attrition rate for this fiscal year is consistent with last fiscal year at ten percent. Licensed personnel such as registered nurses and psychiatric technicians comprise a significant majority of the separations. There is an increase in the proportion of administrative and support staff who are separating.

The facility continues to provide a stable work force by providing opportunities for staff to transition to the community-based system, providing opportunities for employees who may be subject to layoff with accurate and timely information on options, and offering training and development opportunities as well as out-of-class assignments when appropriate.

It is anticipated that the number of employees who accept community-based assignments will significantly increase with the increased availability of community resources for Agnews consumers. Residential providers have expressed a strong interest in providing employment opportunities to Agnews staff.

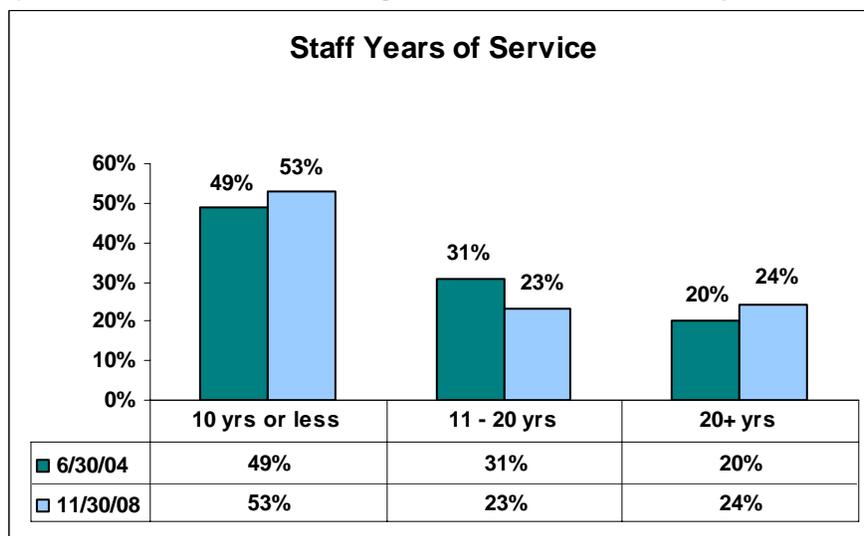
### Current Employee Composition

Of the 559 employees remaining at Agnews, 72 percent are full-time employees, 17 percent are temporary limited term employees, 7 percent are intermittent employees, and the remaining 4 percent are part-time employees.



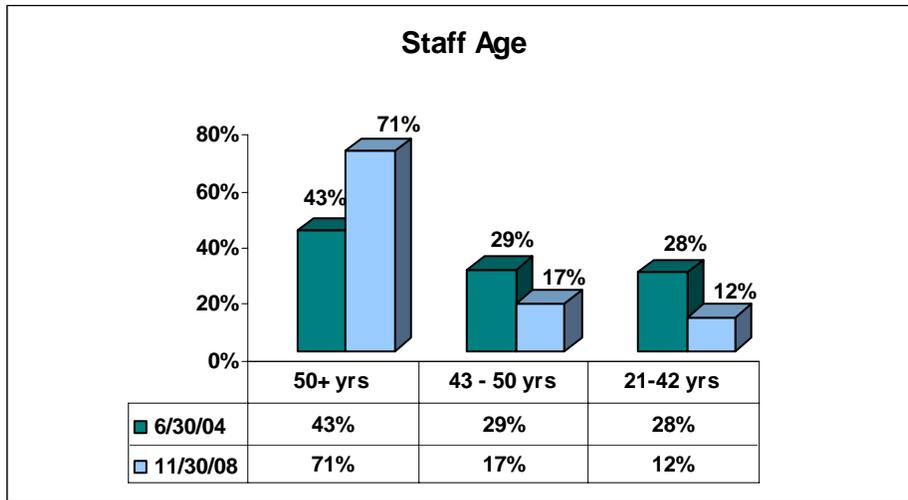
### Staff Years of Service

53 percent of the employees have worked at Agnews for 10 years or less. 23 percent of the employees have been employed at Agnews between 11 and 20 years. The remaining 24 percent have worked at Agnews for more than 20 years.



**Staff Age**

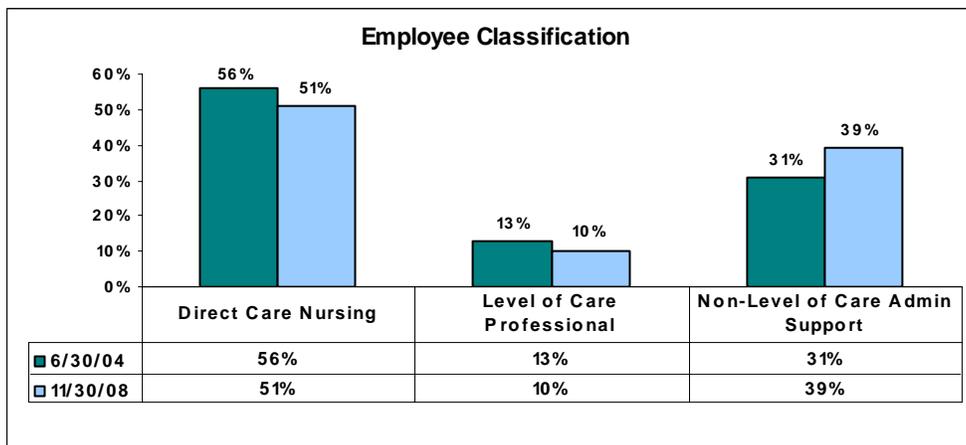
71 percent are over 50 years of age. 17 percent are between 43 to 50 years. 12 percent of the workforce are between 21 and 42 years of age.



**Employee Classification**

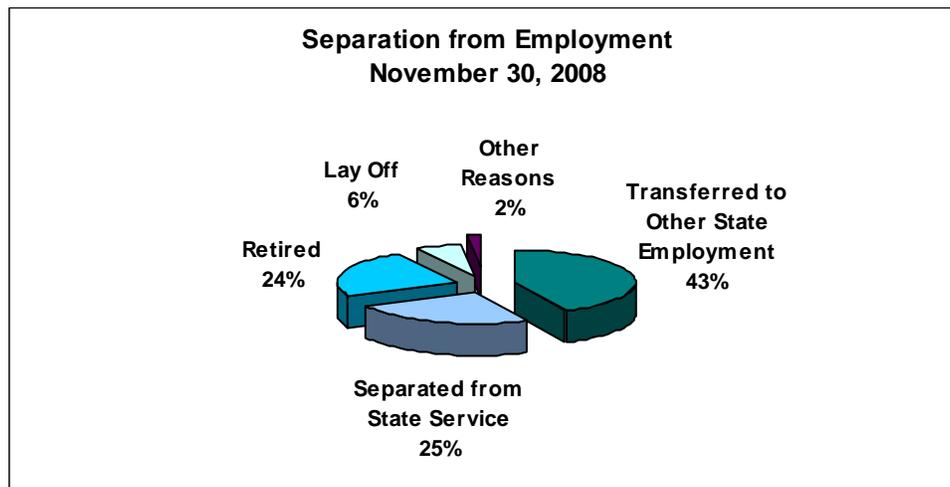
There is a wide range of employees and classifications that provide services to people residing at Agnews. These classifications are categorized as follows:

- **Direct Care Nursing:** Comprising 51 percent of the employee population, these include registered nurses, licensed vocational nurses, psychiatric technicians, psychiatric technician assistants, trainees, and students.
- **Level of Care Professionals:** Comprising 10 percent of the employee population these include physicians, rehabilitation therapists, social workers, teachers, physical and occupational therapists, respiratory therapists and others who provide a direct and specialized service to the residents at Agnews.
- **Non-Level of Care and Administrative Support:** The remaining 39 percent of the employee population includes clerical employees, food service employees, personnel and fiscal services employees, plant operations employees, and all supervisors and managers.



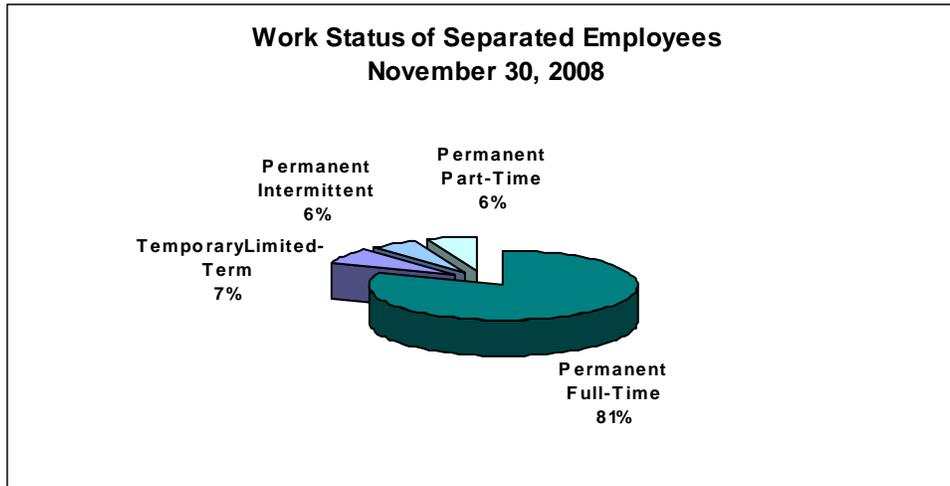
## **Separation from Employment**

Between July 1, 2004, and November 30, 2008, 927 employees separated from employment with Agnews. Of those separating, 43 percent transferred to other state employment, 25 percent separated from state service, 24 percent retired, 6 percent were laid off, and 2 percent left for other reasons. The Agnews lay off plan includes continual assessment of employee-to-consumer need. Based on these assessments, there have been four phases of layoff between April 30, 2008 and November 30, 2008, which affected 68 employees, a number that is equivalent to approximately one fifth of the remaining workforce. Of the 68 employees impacted thus far by the layoff plan, nine have retired, seven have found employment elsewhere (four with DDS; and three with another state agency), and two have been demoted to another classification. The remaining 50 employees who faced a layoff included 18 who were LOC-Nursing; 18 who were LOC-Professional and the remaining 14 were in Non LOC staffing positions. There are two phases of layoffs currently in process, which will be fully implemented by mid-January 2009.



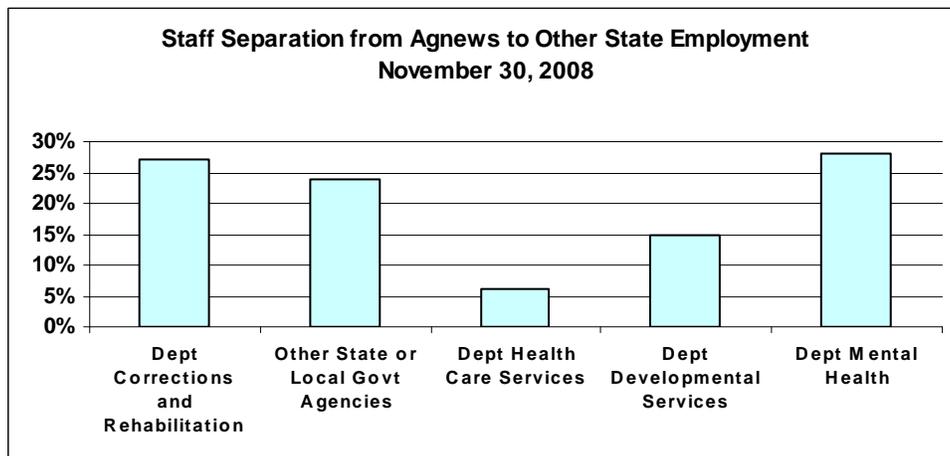
**Work Status of Separated Employees**

Of the employees that separated from Agnews state service between July 1, 2004, and November 30, 2008, 81 percent were full-time employees, 7 percent were temporary limited-term employees, 6 percent were permanent intermittent, and 6 percent were permanent part-time.



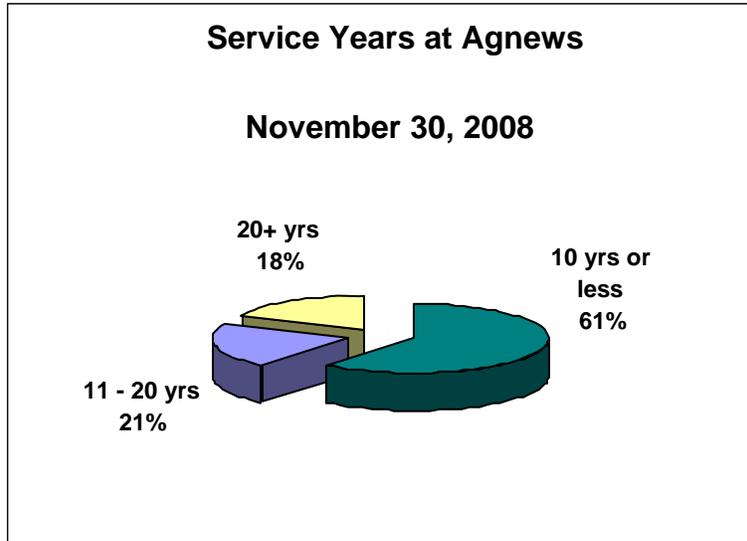
**Staff Separation from Agnews to Other State Employment**

For staff separating from Agnews to other state employment, 27 percent transferred to the California Department of Corrections and Rehabilitation, 24 percent transferred to other state or local government agencies, 6 percent transferred to the DHCS, 15 percent transferred to other employment within the DDS, and 28 percent transferred to the Department of Mental Health.



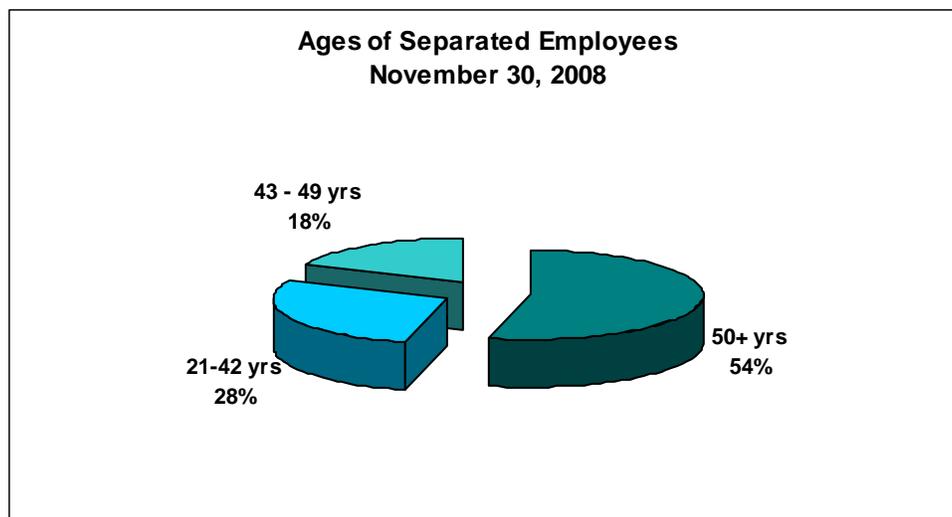
### **Staff Service Years at Agnews**

For staff that separated from Agnews, 61 percent of the employees had worked at Agnews for ten years or less, 21 percent had worked at Agnews between 11 and 20 years, and 18 percent had worked at Agnews for more than 20 years.



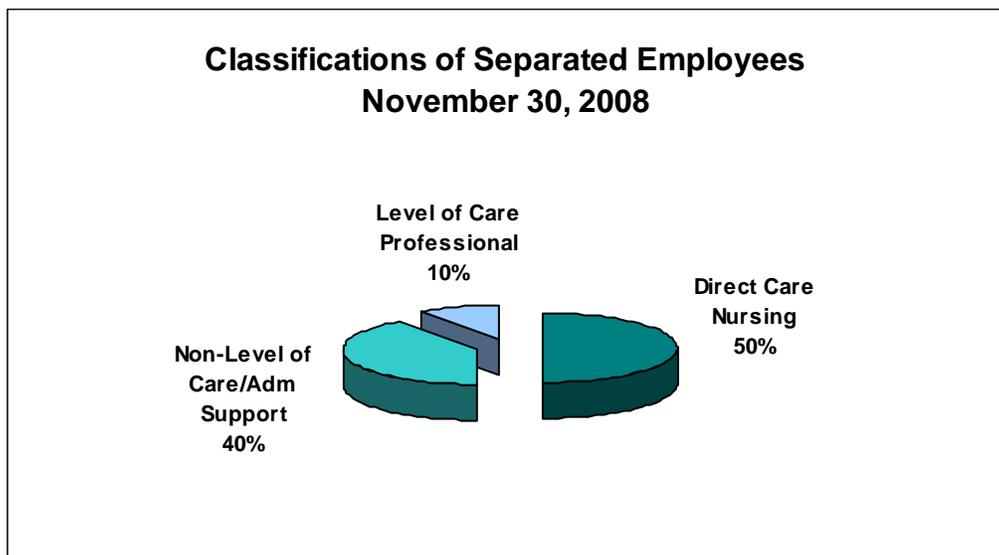
### **Ages of Separated Employees**

54 percent of the separated employees are 50 years or older, 28 percent of those who separated are between 21 and 42 years of age, and 18 percent are between 43 to 49 years old.



## **Classifications of Separated Employees**

50 percent of the separated employees were providers of direct care, 40 percent were in non-level of care positions and administrative support. 10 percent were level of care professional service providers to Agnews residents.



## **Program Consolidation**

As is consistent practice at all DDS developmental center facilities, when population decreases, careful consolidation of residential areas and/or training sites must occur to ensure maximum utilization of staff and therefore greater assurance of quality services. The underpinning of Agnews' consolidation planning was the development of guidelines illuminating the process for "Movement, Transfer, and Consolidation." The guidelines were designed to assist the program managers in developing plans that assure a safe and smooth transfer of residents from one living and/or training environment to another. The Interdisciplinary Team, including the resident, family, advocate and others participate in the process to ensure a safe transition occurs. Consolidations of both residences and training sites have continued during the past six months, resulting in four residences and five training sites remaining on campus.

## **Conclusion**

The closure of Agnews has provided the state with a critical opportunity to build community-based alternatives for consumers with unique needs who otherwise may not have opportunities to live in home-like settings. This historic effort is consistent with state and national efforts to integrate services in the least-restrictive settings possible in accordance with individual choices.

The DDS looks forward to continuing its efforts at the state and local level to build community capacity for individuals with developmental disabilities, and to address the needs of Agnews residents transitioning into the community.

## **Major Implementation Steps and Timelines**

## Major Implementation Steps and Timelines

### Report on the Plan for Closing Agnews Developmental Center

ID	Task Name	2009									
		3rd Quarter			4th Quarter			1st Quarter			
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
1	<b>Plan Development</b>										
2	✓ Establish the Bay Area Project Steering Committee										
3	✓ Establish Agnews' proposed closure Advisory Committee										
4	✓ Begin Agnews' proposed closure Advisory Committee meetings										
5	✓ Establish Bay Area Project planning teams to solicit input on the Agnews Closure Plan										
6	✓ Public Hearing on the proposed closure of Agnews										
7	✓ Letter to Legislators and other interested parties announcing postponement of Agnews Closure to July 2006										
8	✓ Submission of the Agnews Closure Plan to the Legislature										
9	✓ Legislative approval of Plan for Closure										
10	<b>Resource Development</b>										
11	<b>Bay Area Housing Plan (BAHP)</b>										
12	✓ Draft legislation										
13	✓ AB 2100 introduced										
14	✓ AB 2100 effective 1/1/2005										
15	✓ Regional center development of BAHP										
16	✓ DDS, Housing and Community Development, CalHFA, Department of Finance, Governor's Office review BAHP										
17	✓ BAHP and expenditure plan submitted to JLBC										
18	✓ CalHFA Bd approves 1st bond financing										
19	✓ CalHFA Bd approves 2nd bond financing										
20	✓ Construction and acquisition financing secured										
21	✓ NPOs identify potential properties										
22	✓ Hallmark acquires properties										
23	✓ BAHP legal agreements endorsed										
24	✓ BAHP RC contract amendment enforced										
25	✓ Budget Act reappropriation of expenditure plan funds										
26	60 properties receive certificates of occupancy										
27											
28											

**A check indicates a completed task.**  
**A solid black line indicates post-closure activity.**  
**A blue line indicates pre-closure activity.**

## Major Implementation Steps and Timelines

### Report on the Plan for Closing Agnews Developmental Center

ID	Task Name	2009								
		3rd Quarter			4th Quarter			1st Quarter		
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
29	<b>962 Homes</b>									
30	✓ Draft legislation									
31	✓ SB 962 introduced									
32	✓ SB 962 legislation effective 1/1/2006 - pilot project									
33	✓ RCs draft and issue request for proposals for service providers									
34	🏠 Facilities certification letters issued									
35	✓ Interagency agreement for evaluation of project developed									
36	🏠 Homes developed by BAHP									
37	🏠 Finalize consumers' individual health care plans									
38	🏠 Transition consumers into homes***									
39	✓ Project evaluation contractor selected									
40	🏠 Monitoring of individuals placed in homes									
41	🏠 Evaluation report to Legislature of pilot									
42	🏠 SB 962 sunsets unless extended									
43	<b>Family Teaching Homes</b>									
44	✓ AB 2100 enacted									
45	✓ Draft FTH regulations									
46	✓ Promulgate regulations									
47	<b>Health Services</b>									
48	✓ Establish dental coordinator positions									
49	✓ Implement expanded nursing assessment components									
50	✓ Implement expanded nursing assessment									
51	✓ Develop individual health care plan									
52	✓ Implement individual health care plan									
53	✓ Develop Risk Assessment Tool									
54	✓ Implement Risk Assessment Tool									
55	✓ Establish Agnews outpatient clinic									
56										
57	*** <i>Transition to the community occurs only when the necessary services and supports are in place</i> ***									

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## Major Implementation Steps and Timelines

### Report on the Plan for Closing Agnews Developmental Center

ID	Task Name	2009								
		3rd Quarter			4th Quarter			1st Quarter		
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
58	Provide service through Agnews outpatient clinic									
59	Develop prototype MOU									
60	Develop DHCS/DDS MOU									
61	Submit protocols to CHHS and the Legislature									
62	Contract with Telecare for crisis facility									
63	Continue capacity building with health plans									
64	Continue recruitment of mental health and dental service providers									
65	Provide service delivery monitoring and oversight									
66										
67	<b>State Employees in the Community</b>									
68	Draft Legislation									
69	AB 1378 introduced									
70	AB 1378 effective 1/1/2006									
71	DDS-Labor Relations notice impacted unions of change in working conditions and offer to meet and confer/discuss.									
72	DDS establishes negotiating team									
73	DDS initiate survey of regional centers regarding need for state employees for use in transition to community.									
74	DDS-Agnews analyze survey results to determine bargaining positions, number of unions impacted, notice additional unions if necessary									
75	DDS—Agnews/regional centers develop contracts for use of state employees and reimbursement									
76	DPA and DDS meet with unions to negotiate/discuss use of State employees									
77	Agnews deploys up to 200 state employees									
78	<b>Quality Management System</b>									
79	Establish QMS Commission									
80	<b>Provider - Tools</b>									
81	Complete Provider Expectations document									
82	Draft QSR expectations									
83	Complete QSR Manual									
84	Draft and pilot QSR Monitoring Tools									

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## Major Implementation Steps and Timelines

### Report on the Plan for Closing Agnews Developmental Center

ID		Task Name	2009									
			3rd Quarter			4th Quarter			1st Quarter			
			Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
85		Complete QSR Monitoring Tools										
86		Draft QSR and Monitoring Tools Training Manual										
87		Pilot QSR and Monitoring Tools Training Manual										
88		<b>Consumer - Tools</b>										
89		Develop, pilot test, and finalize Service Coordinator Tool										
90		Develop, pilot, and finalize Behavior Plan Review Tool										
91		Develop, pilot test and draft a Quality Snapshot Tool										
92		Develop, pilot, and finalize Nurse Health Review Tool										
93		Develop, pilot, and finalize Bay Area Project Staff Tool										
94		Xenologic contract										
95		Completion of NCI Consumer Survey Year One										
96		Completion of NCI Family Satisfaction Survey Year One										
97		Final reports on both consumer and family surveys										
98		Develop contract and scope of work for year two										
99		May 2008 Final Report Year Two Surveys										
100		Community development team meetings										
101		CMS final report due on grant										
102		<b>Business Management Team</b>										
103		Identify and support employees' personal needs to plan for future employment or retirement	Pre-closure activity									
104		Develop a plan to secure and protect Agnews' property throughout closure										
105		Protocols in process to secure and protect Agnews' property throughout closure										
106		Develop a process to ensure timely notification to stakeholders and appropriate entities regarding closure activities										
107		Protocols in process to ensure timely notification regarding closure										
108		Plan for inventory communications and information technology equipment, determine and develop a plan, and effectuate disposition										
109		Create website for developmental centers (DC) containing policies and procedures for inventory of communications, and information technology equipment										

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## Major Implementation Steps and Timelines

### Report on the Plan for Closing Agnews Developmental Center

ID	 Task Name	3rd Quarter						4th Quarter			2009 1st Quarter		
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar			
		110	 Manage Workers' Compensation cases, and preserve and transfer active and inactive cases including Stockton DC										
111	 Plan for purge and preserve Agnews' records as appropriate												
112	 Protocols in process for purge and preserve records												
113	 Develop process to move personal property with the consumer												
114	 Protocols in process to move personal property with consumer												
115	 Project, Plan, and Manage Fiscal Resources												
116	 Plan and facilitate consolidation of programs and services as population declines, including property leases												
117	 Inventory, store, distribute state surplus property - supplies												
118	 Create website for DCs containing policies and procedures for inventory, store-distribute state surplus property supplies												
119	 Develop a process to properly handle all trust account transactions during closure and forward balances at the time of discharge												
120	 Inventory/arrange for proper disposal of hazardous materials												
121	 Inventory and preserve historical items												
122	 Develop a plan to maintain Agnews' property during warm shutdown												
123	 Maintain physical plant during warm shutdown												

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## **Fiscal Update**

**DEPARTMENT OF DEVELOPMENTAL SERVICES  
Plan to Close Agnews Developmental Center**

		<b>Base 2004-05</b>	<b>2006-07 May Revision CY 2005-06</b>	<b>2007-08 May Revision CY 2006-07</b>	<b>2008-09 May Revision CY 2007-08</b>	<b>2009-10 November Estimate CY 2008-09</b> <small>1</small>	<b>2009-10 November Estimate BY 2009-10</b>	<b>2010-11</b>
<b>FISCAL IMPACT BY ISSUE</b>								
<b>Developmental Centers</b>								
1.	Agnews Budget Base	\$100,214,000	\$92,402,000	\$83,033,000	\$73,754,000	\$37,350,760	\$0	\$0
2.	Placements Into the Community	-2,502,000	-9,654,000	351,000	-11,456,000	0	0	0
3.	Consumer Transfers to Other DCs	0	0	0	-430,000	0	0	0
4.	State Employees in the Community	0	0	0	242,000	4,454,000	4,454,000	4,454,000
	a. Retained	0	0	0	242,000	4,454,000	4,454,000	4,454,000
	b. Included in Lines 13 & 14 (below)	(0)	(682,000)	(3,758,000)	(9,217,000)	(20,082,000)	(20,082,000)	(20,082,000)
5.	Administrative Staff for Closure	0	0	0	0	335,000	0	0
6.	Warm Shut Down	0	0	0	0	1,612,000	4,836,000	0
7.	Foster Grandparent/Senior Companion Program	0	0	0	0	-384,000	0	0
8.	Staff Costs for Closure Plan	0	201,000	716,000	4,918,000	4,918,000	0	0
9.	Facility Preparation	0	0	0	73,000	0	0	0
10.	Consumer Relocation Costs	0	0	0	105,000	0	0	0
11.	Regional Resource Development Projects	0	0	0	0	809,000	809,000	809,000
12.	Agnews Staffing Plan	0	3,231,000	0	731,000	293,000	201,000	201,000
13.	2007-08 DC Reappropriation	0	0	0	-24,359,760	0	0	0
	<b>Sub-Total, Developmental Centers</b>	<b>\$97,712,000</b>	<b>\$86,180,000</b>	<b>\$84,100,000</b>	<b>\$43,577,240</b>	<b>\$49,387,760</b>	<b>\$10,300,000</b>	<b>\$5,464,000</b>
	<i>General Fund</i>	<i>51,610,000</i>	<i>45,888,000</i>	<i>44,822,000</i>	<i>25,586,916</i>	<i>28,899,843</i>	<i>3,876,000</i>	<i>1,054,000</i>
	<i>Other</i>	<i>46,102,000</i>	<i>40,292,000</i>	<i>39,278,000</i>	<i>17,990,324</i>	<i>20,487,917</i>	<i>6,424,000</i>	<i>4,410,000</i>
<b>Regional Centers</b>								
14.	Community Placement Plan	\$27,798,000	\$21,511,000	\$26,076,000	\$48,405,000	\$34,387,000	\$7,314,000	\$4,741,000
15.	Placement Continuation	5,279,000	9,442,000	14,314,000	19,816,000	39,576,000	81,695,000	84,268,000
16.	2007-08 RC Reappropriation	0	0	0	-18,668,900	0	0	0
	<b>Sub-Total, Regional Centers</b>	<b>\$33,077,000</b>	<b>\$30,953,000</b>	<b>\$40,390,000</b>	<b>\$49,552,100</b>	<b>\$73,963,000</b>	<b>\$89,009,000</b>	<b>\$89,009,000</b>
	<i>General Fund</i>	<i>29,667,000</i>	<i>27,543,000</i>	<i>34,981,000</i>	<i>12,648,200</i>	<i>45,668,000</i>	<i>55,233,000</i>	<i>55,233,000</i>
	<i>Other</i>	<i>3,410,000</i>	<i>3,410,000</i>	<i>5,409,000</i>	<i>18,235,000</i>	<i>28,295,000</i>	<i>33,776,000</i>	<i>33,776,000</i>
	<b>GRAND TOTAL</b>	<b>\$130,789,000</b>	<b>\$117,133,000</b>	<b>\$124,490,000</b>	<b>\$93,129,340</b>	<b>\$123,350,760</b>	<b>\$99,309,000</b>	<b>\$94,473,000</b>
	<i>General Fund</i>	<i>81,277,000</i>	<i>73,431,000</i>	<i>79,803,000</i>	<i>38,235,116</i>	<i>74,567,843</i>	<i>59,109,000</i>	<i>56,287,000</i>
	<i>Other</i>	<i>49,512,000</i>	<i>43,702,000</i>	<i>44,687,000</i>	<i>36,225,324</i>	<i>48,782,917</i>	<i>40,200,000</i>	<i>38,186,000</i>

<b>CHANGE FROM PRIOR FISCAL YEAR</b>								
<b>GRAND TOTAL</b>	<b>Total</b>		<b>-\$13,656,000</b>	<b>\$7,357,000</b>	<b>-\$50,029,560</b>	<b>\$48,890,320</b>	<b>-\$24,041,760</b>	<b>-\$28,877,760</b>
	<i>General Fund</i>		<i>-7,846,000</i>	<i>6,372,000</i>	<i>-41,567,884</i>	<i>36,332,727</i>	<i>-15,458,843</i>	<i>-18,280,843</i>
	<i>Other</i>		<i>-5,810,000</i>	<i>985,000</i>	<i>-8,461,676</i>	<i>12,557,593</i>	<i>-8,582,917</i>	<i>-10,596,917</i>
<b>Developmental Centers</b>	<b>Total</b>		<b>-\$11,532,000</b>	<b>-\$2,080,000</b>	<b>-\$40,522,760</b>	<b>\$5,810,520</b>	<b>-\$39,087,760</b>	<b>-\$43,923,760</b>
	<i>General Fund</i>		<i>-5,722,000</i>	<i>-1,066,000</i>	<i>-19,235,084</i>	<i>3,312,927</i>	<i>-25,023,843</i>	<i>-27,845,843</i>
	<i>Other</i>		<i>-5,810,000</i>	<i>-1,014,000</i>	<i>-21,287,676</i>	<i>2,497,593</i>	<i>-14,063,917</i>	<i>-16,077,917</i>
<b>Regional Centers</b>	<b>Total</b>		<b>-\$2,124,000</b>	<b>\$9,437,000</b>	<b>-\$9,506,800</b>	<b>\$43,079,800</b>	<b>\$15,046,000</b>	<b>\$15,046,000</b>
	<i>General Fund</i>		<i>-2,124,000</i>	<i>7,438,000</i>	<i>-22,332,800</i>	<i>33,019,800</i>	<i>9,565,000</i>	<i>9,565,000</i>
	<i>Other</i>		<i>0</i>	<i>1,999,000</i>	<i>12,826,000</i>	<i>10,060,000</i>	<i>5,481,000</i>	<i>5,481,000</i>

- Due to delayed placements in FY 2008-09, up to \$14.7 million will be transferred from the FY 2008-09 Unified CPP regional center budget and the FY 2007-08 Agnews Developmental Center budget to FY 2008-09. The FY 2009-10 Governor's Budget reflects the transfer of reappropriated funds.
- In FY 2008-09, the \$37.4 million includes \$14.4 million of reappropriated 2007-08 funds. The balance of the reappropriated funds will be allocated based upon need as we move towards closure.
- Prior reports included some costs of state employees in the community in State Employees in the Community (line 4) that were also included in Community Placement Plan and Placement Continuation (lines 13 and 14). The costs of state employees providing direct care services and regional center clinical services is now shown for display purposes (i.e. non-add) in State Employees in the Community (line 4) to avoid duplicating costs.
- In the 2008-09 May Revision, funding was provided for Line 15 with the assumption of all consumers transferred by June 30, 2008. Since all consumers were not transferred, \$27.2 million was shifted to Line 14.



DEPARTMENT OF DEVELOPMENTAL SERVICES  
Plan to Close Agnews Developmental Center

COSTS TO CLOSE AGNEWS DEVELOPMENTAL CENTER

FISCAL SYNOPSIS

	Base 2004-05	2006-07 May Revision for CY 2005-06	2007-08 May Revision for CY 2006-07	2008-09 May Revision for CY 2007-08 1	2009-10 November Estimate for CY 2008-09	2009-10 November Estimate for BY 2009-10	2010-11
<b>15. Placement Continuation</b> 4							
<b>A) Operations</b>							
Total	\$70,000	\$297,000	\$309,000	\$297,000	\$580,000	\$866,000	\$3,439,000
Includes costs for additional service coordination.							
General Fund	37,000	125,000	130,000	121,000	203,000	340,000	1,080,000
Other	33,000	172,000	179,000	176,000	377,000	526,000	2,359,000
<b>B) Purchase of Services (POS)</b>							
Total	\$5,209,000	\$9,145,000	\$14,005,000	\$19,519,000	\$38,996,000	\$80,829,000	\$80,828,000
Includes costs for CPP placements and specialized services and housing.							
Placements	49	93	133	177	252	373	373
General Fund	4,355,000	7,326,000	10,663,000	14,246,000	24,958,000	49,872,000	49,872,000
Other	854,000	1,819,000	3,342,000	5,273,000	14,038,000	30,957,000	30,957,000
(FY: State Employees in the Community costs included in POS above)	(0)	(0)	(0)	(0)	(17,509,000)	(17,509,000)	(17,509,000)
<b>Total Placements Continuation (A+B)</b>	<b>\$5,279,000</b>	<b>\$9,442,000</b>	<b>\$14,314,000</b>	<b>\$19,816,000</b>	<b>\$39,576,000</b>	<b>\$81,695,000</b>	<b>\$84,268,000</b>
Prior Year Placements	49	93	133	177	252	373	373
General Fund	4,392,000	7,451,000	10,793,000	14,367,000	25,161,000	50,212,000	50,952,000
Other	887,000	1,991,000	3,521,000	5,449,000	14,415,000	31,483,000	33,316,000
<b>16. 2007-08 RC Reappropriation</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>-\$18,668,900</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
Reappropriated funds to provide care and assistance to consumers whom remained past the June 20, 2008 closure date.							
General Fund	0	0	0	-18,668,900	0	0	0
Other	0	0	0	0	0	0	0
<b>Total Regional Centers</b>	<b>\$33,077,000</b>	<b>\$30,953,000</b>	<b>\$40,390,000</b>	<b>\$49,552,100</b>	<b>\$73,963,000</b>	<b>\$89,009,000</b>	<b>\$89,009,000</b>
General Fund	29,667,000	27,543,000	34,981,000	31,317,100	45,668,000	55,233,000	55,233,000
Other	3,410,000	3,410,000	5,409,000	18,235,000	28,295,000	33,776,000	33,776,000
<b>TOTAL: DEVELOPMENTAL CENTERS AND REGIONAL</b>	<b>\$130,789,000</b>	<b>\$117,133,000</b>	<b>\$124,490,000</b>	<b>\$93,129,340</b>	<b>\$123,350,760</b>	<b>\$99,309,000</b>	<b>\$94,473,000</b>
General Fund	81,277,000	73,431,000	79,803,000	56,904,016	74,567,843	59,109,000	56,287,000
Other	49,512,000	43,702,000	44,687,000	36,225,324	48,782,917	40,200,000	38,186,000
PYs	1,173.0	1,108.0	1,046.0	835.0	69.0	64.0	39.0
Year Ending Population	324	254	204	0	125	0	0
Placements	52	63	70	204	121	0	0
Prior Year Placements	49	93	133	177	252	373	373

1. Due to delayed placements in FY 2008-09, up to \$14.7 million will be transferred from the FY 2008-09 Unified CPP regional center budget and the FY 2007-08 Agnews Developmental Center budget to FY 2008-09. The FY 2009-10 Governor's Budget reflects the transfer of reappropriated funds.

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