



COUNTY OF SAN DIEGO

AGENDA ITEM

BOARD OF SUPERVISORS

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First District

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Second District

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Fifth District

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DATE: May 9, 2006

TO: Board of Supervisors

SUBJECT: LONG TERM CARE INTEGRATION PROJECT (District: All)

SUMMARY:

Overview

The Long Term Care Integration Project (LTCIP) has been a multi-year collaboration between the County's Health and Human Services Agency (HHSA) and a large group of community stakeholders that includes service providers, consumers, and caregivers. This project seeks to improve the delivery of health and social services to elderly and disabled persons in San Diego County. At Board direction, this collaboration has developed three strategies to improve care: the Network of Care Strategy, the Physician Strategy, and the Healthy San Diego Plus (HSD+) Strategy.

On July 13, 2004 (17), the Board was updated on the three strategies, took related actions to implement the Network of Care Strategy, and authorized continued planning activities for the Physician and Healthy San Diego Plus (HSD+) strategies. On December 14, 2004 (13), the Board took action to ratify a grant application, accept and appropriate grant funds from the State Department of Health Services, and authorized necessary procurements to continue work on the HSD+ strategy. Together, all three strategies offer the most comprehensive way of creatively meeting the needs of San Diego's elderly and disabled residents, their caregivers and service providers.

Board action is requested today to accept reports on two Long Term Care Integration Project strategies, approve applications for grant funding to support the development of a voluntary pilot project and authorize the establishment of Healthy San Diego Plus (HSD+).

Recommendation(s)

CHIEF ADMINISTRATIVE OFFICER

1. Accept the Annual Report on the Network of Care Strategy.
2. Accept the Physician Strategy Final Planning Phase Report and proposed Implementation Plan.
3. Approve the development of a voluntary pilot called Healthy San Diego Plus (HSD+) for acute and long term care integration, subject to the attainment of grant funding, and based on the Governor's "Access Plus" proposal.
4. Authorize the CAO to advocate the County of San Diego's continued participation in the Long Term Care Integration Project's pilot program and approve grant applications to the State Department of Health Services and the California Health Care Foundation to complete readiness activities for HSD+.

Fiscal Impact

The HSD+ pilot will be developed using grant funding from the State Department of Health Services or the California Health Care Foundation (Recommendation 4). The amount of funds available is unknown at this time, but staff will return to the Board to accept the revenue and establish appropriations when a grant is awarded. Staff will also return to the Board for approval of grant applications if additional grant funding is identified for the HSD+ pilot strategy.

Business Impact Statement

N/A

Advisory Board Statement

The Aging & Independence Services Advisory Council reviewed the recommended actions at its regular meeting on April 10, 2006 and recommended approval.

This item was presented as an information item to the Healthy San Diego Joint Professional and Consumer Committee at its April 13, 2006 meeting. Committee members agreed to forward a letter of support for this item to the Board of Supervisors.

The IHSS Advisory Committee reviewed the recommended actions at its regular meeting on April 14, 2006, and voted not to support the item.

The Health Services Advisory Board reviewed the recommendations at its April 20, 2006 meeting but did not have a quorum to support a vote on this item. Members recommended sending a letter of support for this item to the Board of Supervisors.

BACKGROUND:

Since 1999, the Health and Human Services Agency has been working collaboratively with a large group of stakeholders to design and implement an integrated acute and long-term care delivery system, targeting a population of up to 95,000 adults eligible to Medi-Cal under the Aged, Blind and Disabled aid categories. The Board has directed staff, in collaboration with the stakeholder group, to develop three long-term care options. These strategies, Network of Care, Physician, and Healthy San Diego Plus, represent a continuum of chronic care management choices for consumers.

The Network of Care Strategy facilitates access to health and social service resources through enhanced communication and service referral tools. The Physician Strategy improves the fee-for-service system by incentivizing providers to improve chronic care outcomes through better resource information, enhanced communication, and consumer education and empowerment. Healthy San Diego Plus (HSD+), a voluntary, fully integrated service delivery model, would combine a Medi-Cal and Medicare capitated rate to qualified health plans, provide the flexibility to purchase services that meet individual needs and preferences rather than a prescribed list of benefits, and increase resource delivery and communication. Together, all three strategies offer the most comprehensive way of creatively meeting the needs of San Diego's elderly and disabled residents, their caregivers and service providers.

Recommendation 1: Accept the Annual Report on the Network of Care Strategy (Attachment A)

Board action is requested to accept the Annual Report on the Network of Care Strategy. Since July 2004, the Health and Human Services Agency Aging & Independence Services (AIS) has participated in a federal initiative to develop a "one stop shop" Aging and Disability Resource Center (ADRC) for aging, disability and long term care information, planning and service referral. The Centers for Medicare and Medicaid Services awarded the California Department of Aging a grant of \$800,000, with \$610,000 earmarked for San Diego's initiative over a three year period. The Network of Care Strategy supports this initiative through enhanced use of the County's Network of Care website. This web-based information and referral resource complements and enhances existing AIS Call Center functions by developing the "one stop shop" concept and providing the entire San Diego community with more seamless, accessible long term care information, assistance and support. Attachment A summarizes the overall goals and key activities for the Network of Care Strategy, as proposed by LTCIP staff and stakeholders.

Recommendation 2: Accept the Physician Strategy Final Planning Phase Report/ Implementation Plan (Attachment B)

Board action is requested to accept the Physician Strategy Final Planning Phase Report/ Implementation Plan. The California Endowment awarded Dr. Mark Meiners, of George Mason University, \$142,000 for the planning phase of San Diego's Physician Strategy. The report from this initial phase was developed in the form of a grant proposal to seek funding to engage and support physicians and the community in improving outcomes for persons with chronic illnesses. The Implementation Plan builds upon findings from many focus groups that were held during the grant planning phase, as well as previous discussions with physicians dating back to September 2002. This proposal seeks to develop and deliver a training program that fosters cross-sector

relationships among clinicians and providers of services in the aging and social service networks. In addition, this proposal engages the community in a culture shift to a new paradigm of integrated “team” care across the continuum of services, settings and delivery systems. If approved by the Board, the County will collaborate with a community agency, which will serve as the fiscal intermediary, in seeking grant funds for the Physician Strategy Implementation Plan. Attachment B summarizes key findings from the Physician Strategy planning phase and proposed activities to fund the Implementation Plan, as developed by LTCIP staff, experts in the field, community partners, and local physicians.

Recommendation 3: Approve the development of a voluntary pilot called Healthy San Diego Plus (HSD+)

This item requests the Board to approve the development of a five-year voluntary pilot called Healthy San Diego Plus (HSD+) for acute and long term care integration subject to the attainment of funding and based on the Governor’s “Access Plus” proposal. The Governor’s proposal for “Access Plus” is consistent with and supports the stakeholder vision that has been developed over the last seven years in San Diego County. This vision is a voluntary, fully integrated service delivery model, with a capitated payment from both Medi-Cal and Medicare for the “dually eligible.” The HSD+ model, which is based on Access Plus, builds upon the County’s Healthy San Diego managed care program for Medi-Cal recipients and includes a broader array of services that result from the integration of Medi-Cal and Medicare benefits. HSD+ would improve consumer benefits by pooling Medicare and Medicaid funding, minimize administrative barriers, eliminate cost shifting incentives, and offer care coordination support to consumers.

For the last six months, staff and stakeholders have been working together to address the issue of integrating In-Home Supportive Services (IHSS) as an integral part of the long term care continuum under the fully integrated model. The County sponsored the Personal Care Services Workgroup, which was comprised of County staff, union representatives, community health and social service providers, consumers and caregivers. The Workgroup’s goal was to make a recommendation to the Long Term Care Integration Project (LTCIP) Planning Committee about how to include personal care services in an integrated care model. During the time the Workgroup was meeting, the Governor’s Budget proposed the “Access Plus” model for San Diego’s HSD+ implementation. The proposal represents:

- acknowledgement of and support for San Diego’s continued integration efforts
- support for San Diego to keep moving toward an improved voluntary system
- a proposal for a five-year pilot to begin with persons eligible to Medicare and Medi-Cal (“duals”)
- control over Medicare dollars and a Medi-Cal capitated rate for improved utilization and service delivery
- exclusion of IHSS funding and services from the integrated model

The LTCIP Planning Committee supports the Governor’s proposal. Today’s action would support and approve the development of a voluntary five-year pilot called Healthy San Diego Plus (HSD+), based on the Governor’s “Access Plus” model. In the HSD+ pilot, all Medi-Cal aged, blind, and disabled persons will have a choice between applying for/enrolling in IHSS or enrolling in a HSD+ contracted plan. While IHSS provides only personal care services, HSD+

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plans will provide integrated health and social services, including personal care. The HSD+ pilot will not impact IHSS funding or staffing.

Recommendation 4: Authorize continued participation in the LTCIP pilot project and approve submittal of grant applications

As a result of working closely with stakeholders, specialists, and the State, San Diego County is well positioned to move forward with implementation of the pilot. The work groups have developed the basis for an integrated information and technology system which takes into account key cost drivers, payment financing mechanisms, future rate setting by the State Department of Health Services (DHS), and minimum requirements for locally pre-qualifying health plans to enter into contract negotiations with DHS for this fully integrated program.

Funding opportunities from the State Department of Health Services and the California Health Care Foundation may be available to support HSD+ readiness activities between now and April 2008. Readiness activities include working with the State and local stakeholders to develop and finalize program policies and procedures; developing a Request for Statement of Qualifications to pre-qualify health plans; preparing health plan readiness standards; holding consumer and provider education and training on the new delivery system; and designing an Information Technology (IT) system. The State Department of Health Services has supported the integration initiative in San Diego over the last seven years with funds totaling approximately \$1,000,000, with the County of San Diego providing a 20% match. Today's action would authorize submittal of grant applications to support the LTCIP pilot.

Staff will continue to update the Board on activities related to the Long Term Care Integration Project.

Linkage to the County of San Diego Strategic Plan

This item supports the Safe and Livable Communities initiative in the County's Strategic Plan, which includes the objective of promoting the health and well-being of adults and seniors.

Respectfully submitted,

Jean M. Shepard

for

WALTER F. EKARD
Chief Administrative Officer

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BOARD OF SUPERVISORS

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AGENDA ITEM INFORMATION SHEET

2006 MAY -1 AM 11:49

CONCURRENCE(S)

COUNTY COUNSEL REVIEW

Written Disclosure per County Charter
Section 1000.1 Required

[Handwritten initials]

Yes
 Yes

THOMAS J. SUTZ
CLERK OF THE BOARD
[X] No

GROUP/AGENCY FINANCE DIRECTOR

Yes

N/A

CHIEF FINANCIAL OFFICER

Requires Four Votes

[Handwritten signature: Jovet Peka]

Yes
 Yes

N/A
 No

GROUP/AGENCY INFORMATION
TECHNOLOGY DIRECTOR

Yes

N/A

COUNTY TECHNOLOGY OFFICE

Yes

N/A

DEPARTMENT OF HUMAN RESOURCES

Yes

N/A

Other Concurrence(s):

ORIGINATING DEPARTMENT: Health and Human Services Agency

CONTACT PERSON(S):

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[Handwritten signature: Jan M. Shopay]

AGENDA ITEM INFORMATION SHEET

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PREVIOUS RELEVANT BOARD ACTIONS:

12/14/04 (13) approved grant application and award, and authorized necessary procurements to continue work on the HSD+ strategy; 7/13/04 (17) approved Network of Care Strategy Grant application and award, and authorized staff to continue seeking State and other external funding for further planning of the Physician and Healthy San Diego Plus strategies; 5/13/03 (21) approved the LTCIP Development Grant #2 application and award; 5/7/02 (1) approved the LTCIP Development Phase I grant application and award; 3/20/01 (3) approved the LTCIP Planning Phase III grant application and award; 3/28/2000 (3) approved the LTCIP Planning Phase II grant application and award; 2/24/99 (8) approved the LTCIP Planning Phase I grant application and award.

BOARD POLICIES APPLICABLE:

B-51, Grants, Awards and Revenue Contracts – Department to Certify that Project Would Be Worthy of County Financial Support

BOARD POLICY STATEMENTS:

B-51, Grants, Awards and Revenue Contracts – Department to Certify that Project Would Be Worthy of County Financial Support

Pursuant to Board Policy B-51, the Health and Human Services Agency certifies that the Long Term Care Integration Project is worthy of County financial support in the absence of State funding. This project is intended to improve long-term care services for elderly and disabled residents of San Diego County.

CONTRACT AND/OR REQUISITION NUMBER(S):

N/A

FISCAL IMPACT STATEMENT

DEPARTMENT: Health & Human Services Agency
 PROGRAM: Aging & Independence Services
 PROPOSAL: Long Term Care Integration Project

	FUTURE YEARS ESTIMATED BUDGET OF PROPOSAL IF ADOPTED				
	(a)	(b)	(c)	(d)	(e)
	Budgeted Amount For Proposal	Proposed Change in Budgeted Amount	Proposed Revised Current Year Budget (a+b)	1st Subsequent Year	2nd Subsequent Year
Direct Cost	\$0	\$0	\$0	\$0	\$0
Revenue/Other Offset	\$0	\$0	\$0	\$0	\$0
NET GENERAL FUND COST	\$0	\$0	\$0	\$0	\$0
Staff Years	0	0	0	0	0

Sources of Revenue/Other Offset for Proposed Change and Subsequent Years:

California Department of Social Services	\$0	\$0	\$0	\$0	\$0
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Space-Related Impacts: Will this proposal result in any additional space requirements? Yes N/A

Support/Other Departmental Impacts: Yes N/A

Remarks: Yes N/A

There is no current year fiscal impact. There will be no change in net General Fund costs and no additional staff years.

Network of Care Annual Report Summary

Background

The Network of Care Strategy is an approach that supports an integrated information and communication system building upon the County's existing Network of Care website (www.sandiego.networkofcare.org) and Call Center at Aging & Independence Services (AIS). A three-year Aging and Disability Resource Center (ADRC) Grant from the Administration on Aging and the Centers for Medicare and Medicaid Services that is held in partnership between San Diego's LTCIP, Del Norte Area Agency on Aging, and the California Department of Aging, is being used to support this strategy. The Network of Care website is being used as the foundation for the ADRC in San Diego. This web-based approach complements and enhances existing Call Center functions to develop the "one stop shop" concept and will ultimately provide the entire San Diego community with more seamless and accessible aging, disability and long term care information, assistance and service referral.

Key Activities to Identify Problems and Make Improvements

Since grant award in July 2004, San Diego has been engaged in work plan activities to develop, refine and implement the one-stop shop concept. Baseline assessment information has been obtained through Call Center statistics, web trend reports, stakeholder advisory group meetings, physician and provider focus groups and staged and progressive surveys of consumers, caregivers, and providers. AIS and 2-1-1 San Diego Call Center staff surveys, on-going meetings and feedback have also been instrumental in identifying challenges and opportunities for ADRC database improvements and agency coordination. The following represent a general overview of key activity that has occurred, is occurring or will occur in the future to resolve problems and make improvements:

1. Analyzing current programs and process for simplifying and improving consumer access to long term care support options.
2. Identifying potential modifications to electronic support tools in order to enhance usefulness.
3. Partnering with physicians and their staff to build bridges with their patients and social service networks for access to long term care services and decision-making support.
4. Conducting public awareness campaigns to raise visibility and use of ADRC.
5. Targeting outreach to underserved or hard to reach groups through community partnerships and use of InfoVans, especially in rural areas.

The scope of problems identified in #1 above was greater than anticipated when the ADRC proposal was developed. Therefore, while progress has been made in designing and installing some fixes and raising visibility with stakeholders participating in the ADRC process, general community public awareness and targeted outreach has been delayed until the website proves accurate, user-friendly, and more responsive to what community stakeholders have described as their needs for such a resource. Input from stakeholders across the continuum has also led to an assessment that ADRC support systems need to be expanded to include decision-making tools for considering one's long term care options and planning for the future. Staff plans to work to identify and/or develop resources that address this need. The strategy is consistent with the initial goals of the grant to enhance the value and visibility of web based information and assistance by targeting areas where there is recognized need and resources to help meet that need.

Physician Strategy Final Report/Proposed Implementation Plan Summary

The Physician Strategy is one of the three strategies requested by the local Board of Supervisors and supported by key stakeholders in acute and long term care improvement for elderly and disabled persons in San Diego. The underlying goal of this managed fee-for-service delivery model is similar to that of Health San Diego Plus: quality, consumer-centered health and social services through improved chronic care management, but without the capitation risk. With support from the California Endowment, the Long Term Care Integration (LTCIP) Physician Strategy Planning Phase has targeted specific stakeholders--physicians, consumers and caregivers, and community-based providers--to help identify major obstacles to local physician and community capacity to provide comprehensive chronic care management to underserved elderly and disabled individuals in need of considerable support with managing their acute and long-term care needs.

The proposed Physician Strategy Implementation Plan seeks additional support from the California Endowment to jumpstart activity for one of the most important building blocks of integrated care for the elderly and disabled in San Diego: a local social network of chronic care innovators/specialists to help consumers and their physicians work through sectors, settings, and funding barriers. Funds are requested to engage up to 2500 community providers over three years in a culture shift from the healthcare and social service now being provided in separate silos and often uncoordinated, to a new paradigm of integrated "team" care across the continuum of services, settings and delivery systems. This new culture of care will be accomplished through the development and delivery of an interactive and affordable on-line and in-classroom training program that fosters cross-sector relationships among clinicians and providers who serve elderly and disabled individuals. This promotion of team skills will be complemented by development of new, local web-based tools for 1) communication, 2) resource groupings, 3) culturally and linguistically competent patient education and self-management modules, and 4) a feedback loop to support a continuous quality improvement program. The initiative will adapt a public health education model to encourage wider recognition of the value of team skills among key primary care providers. The goal is to facilitate improved links between the social and healthcare support networks critical to vulnerable aged and disabled adults. The vision over time is to create community-wide adoption of this "collaborative team" approach, which will lead to better care transitions and expanded access to and options for care at the end of those transitions.

Sustainability is a major strength of this proposal. Community awareness and interest will be created by the large number of local providers engaged in the training process. The training format will be designed to build networks and opportunities for mutual support across all disciplines. The new "culture" will establish a sense of belonging to a patient's community team and will optimize chronic care during and after physician office visits. Those trained in the new culture will influence others in the community on a daily basis. The on-line training portion will be available to future generations of providers. Additionally, the implementation of the LTCIP's integrated service delivery model will require health plan contractors to operate under this new type of chronic care management system, thus creating the need and demand to sustain the culture shift long after the proposed grant period.