Alameda County Human Impacts Report

The impact of budget cuts on our most vulnerable residents

Supervisor
Wilma Chan

Office of the County Administrator
Seniors

The last few years have brought significant reductions to the essential safety net programs upon which Alameda County seniors rely. Reductions in funding of Adult Day Health Care Centers, In-Home Supportive Services, SSI/SSP grants, the Multi-Purpose Senior Services Program, and Medi-Cal have threatened the health and lives of our growing senior population.

With State revenues falling short of expectations in the current year, automatic “triggers” have cut funding further for key programs. In order to balance the budget for next year, Governor Brown has proposed even more cuts to safety net services.

In Washington D.C., President Obama and Congress struggle to reduce trillion dollar funding deficits, and it is becoming even more likely that reductions to entitlement programs will be a significant component of the deficit reduction strategy. Such cuts would disproportionately affect seniors who depend on such programs to survive.

Seniors in Alameda County

With the aging of the Baby Boomer generation, the senior population is growing at unprecedented rates, nationally, statewide, and locally.

- In Alameda County, persons over 65 comprise 11% of the population and represent the fastest growing segment of the population.
- Between 1990 and 2020, the senior population is expected to double in Alameda County.
- The County’s population overall is almost evenly split by gender; however, for ages 65 and over, the breakdown is 57% female, 43% male.
- Increasing numbers of seniors are living in poverty and seniors represent a growing proportion of the homeless population.

Senior-focused Services

- Adult Day Health Care
- In-Home Supportive Services
- Supported living/housing and residential multi-level service communities
- Nursing homes
- Geriatric clinics; para-transit service; home delivered meals; recreational services
- Area Agency on Aging—policy, advocacy, and subcontracts with 39 senior services agencies
- Adult Protective Services

Looking Forward

Program cuts and the diminishing safety net are putting vulnerable seniors at great risk. The demand for senior services will rise steadily as the County’s population ages. With a higher proportion of the population elderly, there are fewer workers relative to seniors, straining funding for services needed to support them.

In spite of the challenging economy and budget reductions, Alameda County’s goal is to allow seniors to live independently in familiar surroundings for their entire lives. To ensure quality, the network of services available to seniors must be continually supported and expanded.
Area Agency on Aging

What Is the Area Agency on Aging?

Area Agency on Aging services support the independence of over 41,000 elders in Alameda County by providing:

- Healthy meals—both home delivered and group service sites.
- Caregiver support and information services.
- Access to health, legal, employment, and investigative services.

AAA’s goal is to prevent neglect, elder abuse, premature institutionalization and negative health outcomes. In partnership with County-based adult services programs, AAA provides a continuum of care that is both responsive to seniors’ needs and flexible in design.

Recent Cuts in Funding and Services

In 2009, the State of California eliminated or reduced senior services, including:

- The Brown Bag Food program
- Support services such as Adult Day Resource Centers, Senior Companion, and Respite services
- A 20% reduction in Ombudsman - nursing home investigations

The AAA maintained some critical programs by shifting services and funding, but the cuts have increased the strain on other senior supportive services. While Federal funding has not yet been cut, it has not kept pace with the growing elderly population, resulting in existing dollars being spread thinner each year.

Human Impacts

State funding reductions have impacted services to over 1,700 seniors in Alameda County. Fewer services and activities are now available, leading to disruption in seniors’ lives and anxiety about future services.

Looking Forward

The number of poor elders and persons with disabilities in Alameda County continues to grow and AAA funding has not been keeping pace. Each year fewer services are available, further straining the senior care network.
In-Home Supportive Services

What Is In-Home Supportive Services?

IHSS provides homecare for the elderly and persons with disabilities to support them in their own homes and communities when possible, rather than placing them in more restrictive and expensive institutional care settings.

Demand for IHSS services has been growing in recent years. More than 18,000 Alameda County residents receive IHSS services from 17,700 IHSS workers. The average monthly usage is about 25 hours per week, per person. The County pays about 18% of IHSS costs. The remainder comes largely from the federal and State governments.

Funding Reductions

The State Legislature has passed a number of cost-cutting measures related to IHSS, but, for a variety of reasons, few have been implemented. Last year, the State did implement a 3.6% across-the-board cut in hours, and this year it implemented a requirement that doctors certify clients’ needs for services. In the current fiscal year, the State attempted to implement mid-year “trigger cuts” that included a 20% across-the-board reduction in IHSS hours, but the cut has been blocked by a federal court. The State will appeal.

Human Impacts in Alameda County

In addition to keeping elders and persons with disabilities in their homes, IHSS also provides jobs in our communities. This year Alameda County’s IHSS program is expected to provide $244 million in wages to residents of the County. Roughly 5,000 IHSS providers also receive their health coverage by working in the program.

If a 20% cut were made to IHSS hours, it would affect the ability of IHSS recipients to receive basic care and remain in their homes. IHSS workers (and the local economy) would lose $49 million in wages, and a significant number of the providers would no longer qualify for health coverage.

Mrs. B’s Story

“I am married, the mother of six, and grandmother to 12. I am disabled because of an accident which has left me a paraplegic with a host of additional medical problems. Try to put yourself in my shoes. A female who can’t walk, paralyzed from the waist down ... can you think of what you might need help with on a daily basis?” Mrs. B’s husband became her IHSS caregiver after trying to balance another job and caring for Mrs. B. She feels safer and more comfortable with him and they still have an income source. He makes $11.50 per hour to provide 80 hours of care per month. “Through IHSS, I feel independent, safe, and a valuable part of society.”

Looking Forward

Although the State only pays about a third of the costs of the program, its sheer size makes it a continual target for State budget reductions. Though the worst of the proposed cuts have been avoided thus far, the weak economy and ongoing budget problems at the State mean that the Governor and Legislature will likely continue to seek cutbacks to the program.
Adult Day Health Care

What Is Adult Day Health Care?
ADHC is a Medi-Cal benefit that provides a safe place for frail seniors and adults with disabilities to receive services during the day. Seven ADHC centers in Alameda County provide multiple services, including:

- Skilled nursing
- Physical, occupational, and speech therapy
- Nutrition education and hot meals
- Therapeutic recreational activities
- Social work
- Personal care
- Transportation to and from the center

Who Uses Adult Day Health Care?
ADHC provides services each day to more than 400 residents in Alameda County, most of whom have complex medical needs. The program costs $1,128 per month per person, far less than the cost of institutionalization.

Amy’s Story
“My 82 year old mother lives with us and is generally fine if someone is home but my husband and I work so she is alone,” said Amy Lee of San Leandro. “When alone she forgets to take her medicine and gets scared and confused so she calls us at work or calls 911.” At the center, she can visit friends and get needed physical and cognitive therapy as well as medication monitoring. She eats a nutritious meal and feels safe and comfortable. “Without the help we receive one of us would have to quit our jobs because we can’t afford to hire a home care worker on our own.”

Looking Forward
What will ADHC participants do now the program has been replaced and funding cut in half? Some will require greater assistance from In-Home Supportive Services, although the current IHSS service does not offer the medical care that the ADHC program does. Others may have to be institutionalized. Because ADHC is the only community-based program that provides ongoing nursing services, medical monitoring, and maintenance therapy, the reduction of this program coupled with other program cuts to this population has the potential to destabilize not only individual health but family and state economics as well.
More than one in ten adults aged 18 to 64 in Alameda County lives in poverty. Poverty rates are especially high among adults of color, as shown in the chart below.

Alameda County's unemployment rate increased dramatically from 3.6% in 2000 to 11.3% in 2010. While the unemployment rate recently dipped below 10% for the first time in over two years, slow job growth means we have a long way to go before we reach healthy employment levels.

The economic downturn and higher unemployment have impacted adults in other ways as well, including loss of health insurance, inability to pay for housing, and greater need for basic necessities.

How Does the County Help?

The County provides an extensive array of critical safety net and other services that address many of the problems discussed above. But these services have been steadily cut over the past several years and more reductions are in store for the next fiscal year as the State and federal governments reduce program funding to try to balance their budgets. Such cuts can have devastating economic and social impacts. Reductions in funding for mental health and alcohol and drug programs, for example, can lead to increased incarceration, crime, and healthcare costs.
What Is Adult Protective Services?

APS protects vulnerable adults from exploitation by intervening to safeguard the well-being of elders and dependent adults suffering from or at risk of abuse or neglect, including self-neglect. Social workers work with clients, their families, friends, neighbors, and community agencies to help clients remain safe and, if possible, in their own homes.

APS receives between 300 and 400 referrals per month, and at any given time has between 550 and 750 open cases. About 70% of the referrals are for those age 65 or older.

Who Is Eligible?

Regardless of income, those meeting either criteria below are eligible for APS:

- Anyone age 18 to 64 whose mental or physical limitations restrict their ability to carry out normal activities or protect their own rights.
- Anyone age 65 or older who is suspected of being abused or neglected.

Looking Forward

Absent new funding, no improvements can be made to the capacity of the APS team to respond to all frail seniors and disabled adults who are the victims of abuse, neglect, and exploitation. Given the aging of the baby boom generation, it is anticipated that demand on the APS system will continue to rise for the foreseeable future.

Susana’s Story

Susana, a 90-year-old widow with multiple health problems, became the victim of abuse by her niece Carmen. After receiving a concerned call from Susana’s doctor, an APS worker found that Susana was being forced to sleep in a chair in the living room because her niece had moved herself and her boyfriend into Susana’s apartment under the pretext of providing care. They were eating Susana’s food, had used her ATM card, and had forbidden her to use the telephone.

After arranging for emergency medical attention, the APS worker assisted Susana to obtain a restraining order and an emergency kick-out order, enabling law enforcement to remove Carmen and her boyfriend from the apartment. The APS worker then helped Susana enroll in an all-inclusive care for the elderly program so that she could receive comprehensive medical, social work, and care provider services that would allow her to remain safely in her own home.
Medi-Cal and Healthy Families

What Are Medi-Cal and Healthy Families?

Medi-Cal is the State's federal health insurance program for low-income children, families, seniors, and persons with disabilities.

Healthy Families is California's children's health insurance program, offering low cost health insurance to low income children and families with incomes too high to qualify for Medi-Cal.

In Alameda County, about 275,000 residents are eligible for Medi-Cal or Healthy Families.

Rising Numbers of Eligible Individuals

There has been a steep rise in the number of eligible Medi-Cal and Healthy Families beneficiaries due to the economic downturn and the loss of employer-based health coverage. State funding for both programs has been cut over the last three years, with a resulting increase in the number of uninsured.

![Number of Uninsured Persons in Alameda County](image)

- **2008**: 166,377
- **2009**: 187,438
- **2010**: 199,030

Human Impacts

The Medi-Cal program has imposed a cap of seven doctor visits per year and a $1,510 limit on hearing aids. Medi-Cal beneficiaries who want or need additional medical visits must get approval or pay out of pocket. Medi-Cal benefits such as Adult Day Health, Podiatry, Optometry, Adult Dental, and Acupuncture, have been eliminated.

Many Medi-Cal providers have seen rate cuts of up to 10%. Reimbursement rates continue to be lowered, reducing the number of providers willing to take Medi-Cal patients. As a result, wait times for primary and specialty care have increased, driving patients to utilize higher cost care, such as emergency rooms, thereby increasing medical debt for already vulnerable populations.

The Healthy Families program has seen increased premiums in recent years and for Fiscal Year 2012-13 there is a proposal to eliminate the program and move all eligible children to Medi-Cal, with a rate cut to providers.

Looking Forward

Under federal health care reform, 62,000 Alameda County residents will be eligible for Medi-Cal. The County has a great opportunity to bring many residents into organized systems of health care. In order for this to happen, however, families have to see the program as attractive, and providers have to be able to meet their costs. The cuts mentioned here, and any further cuts to the Medi-Cal program, threaten the future of health care reform in our County.
Children and Families

Children are poorer than any other age group in Alameda County, with more than one in seven children living in poverty, according to U.S. Census data. Poverty rates are significantly higher among children of color, with about five times as many African American children living in poverty than Asian or White children.

Single mothers with young children (under age 6) are the most likely to have insufficient income to cover basic living expenses.

Tough Choice—Bad Outcomes

The economic downturn has placed significant strain on household budgets. While greater numbers of people have lost their jobs and health insurance, there have been cuts to programs that help families in need, including cash assistance, welfare-to-work, and child care subsidies.

Moreover, basic living expenses in Alameda County have increased over 16% since 2008, resulting in more families being forced to make tough choices among paying for housing, food or health care, with negative consequences to children’s health.

Reductions in K-12 funding has meant the loss of teachers, counselors, and custodians, reduced class sizes, and elimination of enrichment programs—all leading to higher dropout rates and a widening achievement gap.

Alameda County
Children and Families

- An estimated 340,853 children under age 18 live in Alameda County, which is almost 1 in 4 County residents.
- More than one third of Alameda County households include children
- One third of households with children is headed by a single adult.

Funding Reductions

The County provides an extensive array of critical safety net and other services for children and families that address the problems and challenges faced by families living in poverty.

Unfortunately, these services have been steadily cut over the past several years and more reductions are in store for the next fiscal year as the State and federal governments try to balance their budgets.

Some of the critical programs that have been and continue to be on the chopping block include:

- CalWORKs cash assistance programs
- Child care subsidies and programs
- Child development services
- Medi-Cal and Healthy Families programs
- Mental health services

In addition to damaging children and families, such cuts can lead to devastating economic impacts that affect all Californians, including loss of jobs, federal matching dollars, economic output, and State and local tax revenue.
**CalWORKs**

**What Is CalWORKs?**

The California Work Opportunity and Responsibility to Kids program provides time-limited cash aid, as well employment and employment support services, to adults with children.

CalWORKs services are designed to promote self-sufficiency and provide parents with assistance to enter/re-enter the workforce. Most CalWORKs families also receive Medi-Cal and CalFresh (Food Stamp) benefits.

**Funding Reductions**

There have been many reductions in funding to CalWORKs in recent years, including:

- **4% reduction** in cash aid effective July 2009.
- An additional **8% cut** in cash aid effective July 2011.
- A reduction in amount of time adults may receive aid from **60 to 48 months**.
- **Elimination of funding** for the CalLearn program for pregnant and parenting teens.
- **Reduction in rates** paid to license-exempt child care providers who care for children while their families attempt to enter or reenter the workforce.

**Human Impacts in Alameda County**

Caseloads have risen due to the economic downturn. The current average monthly grant is **$453**, which is $53 lower than in Fiscal Year 2010-2011. The overall amount of the grant has shrunk to an amount too small to provide basic necessities for many client households.

Cuts have resulted in **fewer families qualifying for CalWORKs aid**, while hurting the efficacy of the program for many of those who do qualify.

The reduced cash payments impact not only the recipients but also the local economy, withdrawing about **$11 million** that would be spent on goods and services in Alameda County.

**Mina's Story**

Mina is a single mother of a six-year-old daughter. She receives $577 in cash aid and $300 in CalFresh assistance. Mina states: “I work magic living on the income I have now. We don’t do much of anything but try and survive. My situation is not because I am not trying. If I tried any harder I wouldn’t have anything left for my child. I am in the employment program trying to get a job. I am doing everything the system asks me to do. Cut my assistance and you cut the lifeline for me and my child. I would not have been able to even keep a roof over our heads recently had it not been for the assistance I received from Season of Sharing to help me pay delinquent rent.”
Looking Forward

The Governor’s January 2012-13 budget proposes restructuring the CalWORKs program to save the State almost $1 billion and to encourage work. The proposal establishes a smaller CalWORKs program with two parts and a Child Maintenance Program for cases without an aided adult. Assuming proposed cuts occurred in Alameda County at the statewide average rate, Alameda CalWORKs clients would lose about $32 million from the restructuring, or about 29% of the $111 million to be paid in the program this year.

If these cuts occur, a single mother with two children currently receiving $638 per month would need to meet the federal work participation requirements within 24 months. This means if she does not obtain eligible unsubsidized employment, or if she loses her unsubsidized employment, the family case would be transferred to the child maintenance program, where the total monthly grant would drop to just $392 per month.

Produced by the Alameda County Administrator’s Office

in conjunction with

Alameda County Social Services Agency

and

Alameda County Health Care Services Agency
Alameda County Child Protective Services

CPS provides services that include:
- Abuse and neglect investigations
- Family crisis and ongoing support services
- Reunification and family maintenance services
- Guardianships, adoptions, and foster care services

In 2006, California signed a Title IV-E Flexible Spending Waiver Agreement (Waiver) with the Federal government, and Alameda County opted to participate. The Waiver allowed the County to redesign and strengthen its child welfare system.

Funding

The Waiver guaranteed a stable, five-year fixed funding amount regardless of numbers of families in the child welfare system or the number of children in foster care. Alameda County is in the fifth year of the initial Waiver period. The Waiver has provided significant opportunities in Alameda County to use previously restricted funds more flexibly, to redesign and enhance the system, resulting in a significant reduction in foster care placements.

Looking Forward

The original Waiver covered the period from July 2007 through June 2012. A one-year extension has been granted for 2012-2013; during this period, the Federal government will determine whether it will extend the Waiver an additional five years. Without extension, many program improvements, such as the Gathering Place (below) will be at risk of defunding.

The Gathering Place

"I am a family reunification worker with the Department of Children and Family Services. When we began our work with James and his one-month-old daughter, Sapphire, James was frustrated and confused and distrusted the court, the department, and any worker who touched his case.

"I referred James and Sapphire to the Gathering Place, our new visitation center, which provides a safe, comfortable environment for parents and children (who have been removed from their care) to visit and receive support services. Initially, James didn’t want anyone else up in his business; he just wanted his baby home. After attending an orientation at the Gathering Place and working with the staff, James increasingly followed his reunification case plan, making significant changes to his life and environment in order to provide a safe and supportive environment to which his child could return.

"The Gathering Place helped me gain James’s trust, as we worked to address the challenges faced by his family, ultimately allowing Sapphire to return to a home where she is loved and cherished."
Children's Behavioral Health Programs

What Is Children's Behavioral Health?
The County's Health Care Services Agency delivers an array of behavioral health, mental health and alcohol and drug programs to children and youth ages 0-18, and transitional age youth ages 18-21.

Children's behavioral health services in Alameda County expanded in the last decade, due largely to the Early Periodic Screening, Diagnosis, and Treatment program. EPSDT is required in every state and is designed to improve the behavioral health of low-income children by financing necessary pediatric services. The County and community-based contractors also offer children access to programs and services through hospital settings, community colleges, the juvenile justice system, foster care, and other programs.

A Fremont Mother's Story

"The last couple of years have been difficult for us as my husband became disabled and unable to work. This change in the family dynamic brought its own unique challenges for our son. Behavioral Health Care staff have been by my son's side as both mentor and friend. He has learned to participate in groups, think for himself and think himself out of tough situations using the skills he's learned. The parents of children within the Fremont School District are very fortunate to have such a talented person on staff."

In the last four years, the number of low-income children who had access to behavioral health services increased by more than 1,000. Services have been expanded to hundreds of schools for untreated mental illness or trauma, and to provide critical support for healthy development.

Cuts in Programs and Services

EPDS: The State limited the State share of EPDS funding last year, which capped expansion. Mental health programs in foster care, school and juvenile justice systems are now on hold.

Behavioral Health Educational Services: Alameda County is currently owed $35 million for these services dating back to 2005. The provision of these services has now shifted from the County to the 18 school districts in Alameda County.

Alcohol and Other Drug services: Prevention programs for AOD will be reduced by $700,000, due to the loss of State revenue from sales tax and vehicle licensing fees.

Looking Forward

While funding for these critical services will be frozen or reduced, the State is currently proposing to make many more children eligible for these services without any plans to increase funding. The State's proposal to move many children from Healthy Families to Medi-Cal will mean 22,000 more children are eligible for services whose allocation has effectively been capped. Other recent legal action also offers the real possibility that new levels of service will be required by law for all foster children, again reducing the funding available for existing children.
Child Care and Preschool Programs

Alameda County Overview

Over 12,000 Alameda County children receive child care and preschool services through State subsidies for low-income families in one of two ways:

- A majority attend licensed, center-based programs that meet higher quality standards and are reimbursed directly by the State Department of Education.
- Others receive vouchers, which are used to pay for child care at licensed centers, family child care homes, or with family, a friend, or neighbor.

The child care system is meant to fulfill the dual economic goals of supporting parental employment and laying the groundwork for children's life long success.

Economists have found that high-quality early education offers one of the highest returns of any public investment—more than $7 for every dollar spent.

Deep Funding Cuts and Program Changes

Since 2008, statewide cuts total more than $1 billion, resulting in the loss of 100,000 spaces.

Now the Governor proposes cutting child care by another $517 million and 61,000 slots statewide, including:

- **Strict Focus on Work**: Ending child care services for families not meeting strict welfare-to-work requirements, impacting parents attending community college or higher learning institutions.
- **More Work Hours**: Increasing the hours needed to qualify for child care: 30 hours/week for a single parent with children over six years, and 20 hours/week with children under six years.
- **More Babies and Toddlers Needing Care**: Removing the current “infant” exemption from welfare-to-work requirements for parents with children age two and under.
- **Lower Incomes**: To qualify, parents may not earn more than $37,060 annually for a family of three, down from $42,216.
- **Lower Rates**: Reducing rates paid to centers by 10%. Voucher rates would be reduced to 50% of the private market rate in 2009.

In addition to cuts, the Governor proposes transferring almost all child care subsidies to vouchers administered by County welfare departments.

Parent Stories

"Child care...is one of the best and important services. My son has shown a lot of improvement of social, speech, leadership skills, and self-confidence since he attended this program. I am a divorced and inexperienced father with limited income. I am thankful that they provide me with information, help and support when I need them." Shun, Berkeley

"I am a single mother of a four year old but was able to finish my BA degree in four years thanks to subsidized child care. So many people are dependent upon child care to not only maintain a reasonable living situation by working but to also ensure a future for their children by furthering their education. I am proof that state child care can make a big difference toward a better future." Sabrina, former teen mom, Fremont

Impact on Alameda County Families

Proposed cuts and realignment would result in the following cuts in Alameda County:

- Loss of an estimated $34 million.
- Loss of about one-third of the County's child care slots for low-income children.
- Increase the length of the County waiting list for child care assistance, which already exceeds 5,700 children.
- The voucher system would require low income working parents to visit the Social Services Agency to obtain child care assistance.
Produced by the Alameda County Administrator's Office

_in conjunction with_

Alameda County Social Services Agency

_and_

Alameda County Health Care Services Agency