

# Early Impact of Senate Bill 2199

Opening the Door for  
Adult Protective Services Program



Research and Development Division  
Adult Programs Analysis Team  
May 2000

**EARLY IMPACT OF  
SB 2199 ON THE  
ADULT PROTECTIVE SERVICES  
PROGRAM**

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**Prepared by:**

**Research and Development Division  
Adult Programs Analysis Team**

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**EARLY IMPACT OF SB 2199  
ON THE  
ADULT PROTECTIVE SERVICES PROGRAM**

**EXECUTIVE SUMMARY**

**Program Overview**

The Adult Protective Services (APS) Program provides assistance to elderly and dependent adults who are functionally impaired, unable to meet their own needs, or who are victims of abuse, neglect or exploitation. Counties are responsible for investigating allegations of abuse of an elder or dependent adult residing in other than a long-term care facility. Abuse that occurs in a long-term care facility is reported to and investigated by the Ombudsman's Office within the Department of Aging.

- Elder is defined as an individual 65 years of age or older.
- Dependent adult is any person between the ages of 18 and 64, who has physical or mental limitations which restrict his or her ability to carry out normal activities or to protect his or her rights. This includes persons who have physical or developmental disabilities or whose physical or mental abilities have diminished because of age.

The Adult Programs Analysis Team analyzed the APS program data focusing on what changes occurred due to the implementation of SB 2199 and the increase of funding for the program. The period of time used for this analysis was January 1997 through August 1999.

**Factors Contributing to the Growth in the APS Program**

- Enactment of SB 2199.
- Increase in APS funding.

**SB 2199:**

Prior to the implementation of SB 2199, APS was minimally funded and there were few statewide mandates or standards. SB 2199 created a statewide APS Program with statewide minimum standards and was implemented May 1, 1999. Major changes to APS due to the enactment of SB 2199 are:

- The definition of mandated reporters was expanded. Prior to SB 2199, medical personnel, care custodians, social workers and law enforcement agents were required to report elder and dependent adult abuse within the scope of their employment responsibilities. With the implementation of SB 2199, mandated reporters now include *any person* who has assumed full or intermittent responsibility for the care or

custody of an elder or dependent adult. This provision became effective in January 1999.

- APS agencies are now required to respond to and investigate all reports of physical abuse, financial abuse, neglect (including self-neglect), abandonment, isolation, and abduction. Prior to SB 2199, mandated reporters were only required to report physical abuse of elders and dependent adults. APS agencies were authorized, but not required, to provide protective activities, such as investigations and need assessment. This provision also became effective in January 1999.
- APS agencies are required to operate a 24-hour emergency response system which provides in-person responses, 24 hours per day, seven days per week. The 24-hour system allows counties to provide immediate intake or intervention for new reports involving immediate life-threats and to respond to crises situations in existing cases.
- APS agencies are required to provide case management services which include investigation, assessment of individual limitations, strategies for stabilization, linkage to community services, monitoring, and reassessment. Prior to SB 2199, APS agencies would respond to, at a minimum, allegations of physical abuse, stabilize the situation, and utilize available social services and community resources. Counties were not required to conduct case management services.
- APS agencies are establishing emergency shelter care and in-home protection services in addition to tangible and non-tangible services, such as, emergency food, clothing, repair/replacement of essential appliances, transportation, etc.

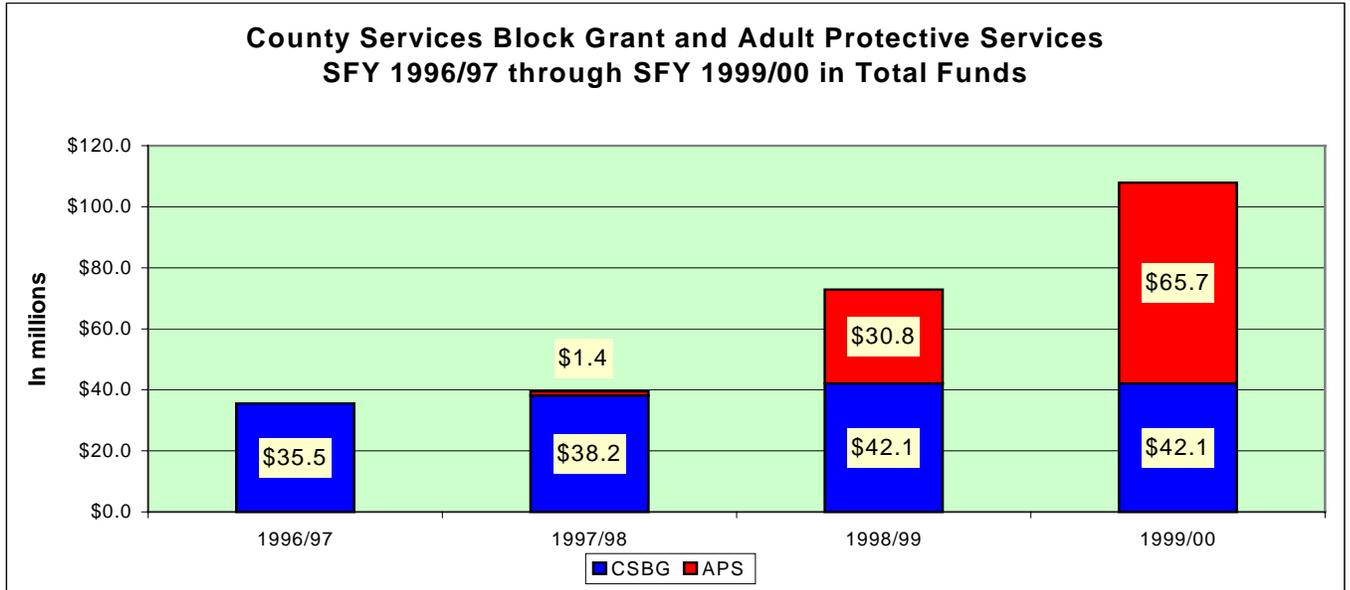
### **APS Funding:**

The APS Program has been funded under the County Services Block Grant (CSBG) Program since 1984. In addition to funding APS, the CSBG allocation also funded other social service programs, such as Information and Referral, Out-of-Home Care Adults, and the Optional Services program. In SFY 1996/97, the CSBG total funds available were \$35.5 million; the exact amount spent on APS is not reported.

The chart below shows the increase in funding for APS from SFY 1996/97 through SFY 1999/00.

- Since SFY 1997/98, funding for APS has been budgeted separately as denoted in red in the bar chart.
- APS is currently funded by the APS appropriation and *partially* by the CSBG appropriation.

- In SFY 1999/00, approximately \$92 million in total funds are available for the APS Program. This amount was computed by adding the \$65 million in APS total funds plus approximately \$27 million of the \$42 million in CSBG total funds that has been targeted to fund the APS Program.



		Federal			
		Total	Reimbursement	State	County
<b>SFY 96/97</b>	CSBG	\$35,538,000	\$12,108,000	\$16,401,000	\$7,029,000
	APS	-	-	-	-
<b>SFY 97/98</b>	CSBG	\$38,228,000	\$14,798,000	\$16,401,000	\$7,029,000
	APS	\$1,429,000	-	\$1,000,000	\$429,000
<b>SFY 98/99</b>	CSBG	\$42,099,000	\$14,762,000	\$16,401,000	\$10,936,000
	APS	\$30,800,000	\$10,800,000	\$20,000,000	-
<b>SFY 99/00</b>	CSBG	\$42,099,000	\$14,762,000	\$16,401,000	\$10,936,000
	APS	\$65,652,000	\$20,352,000	\$45,300,000	-

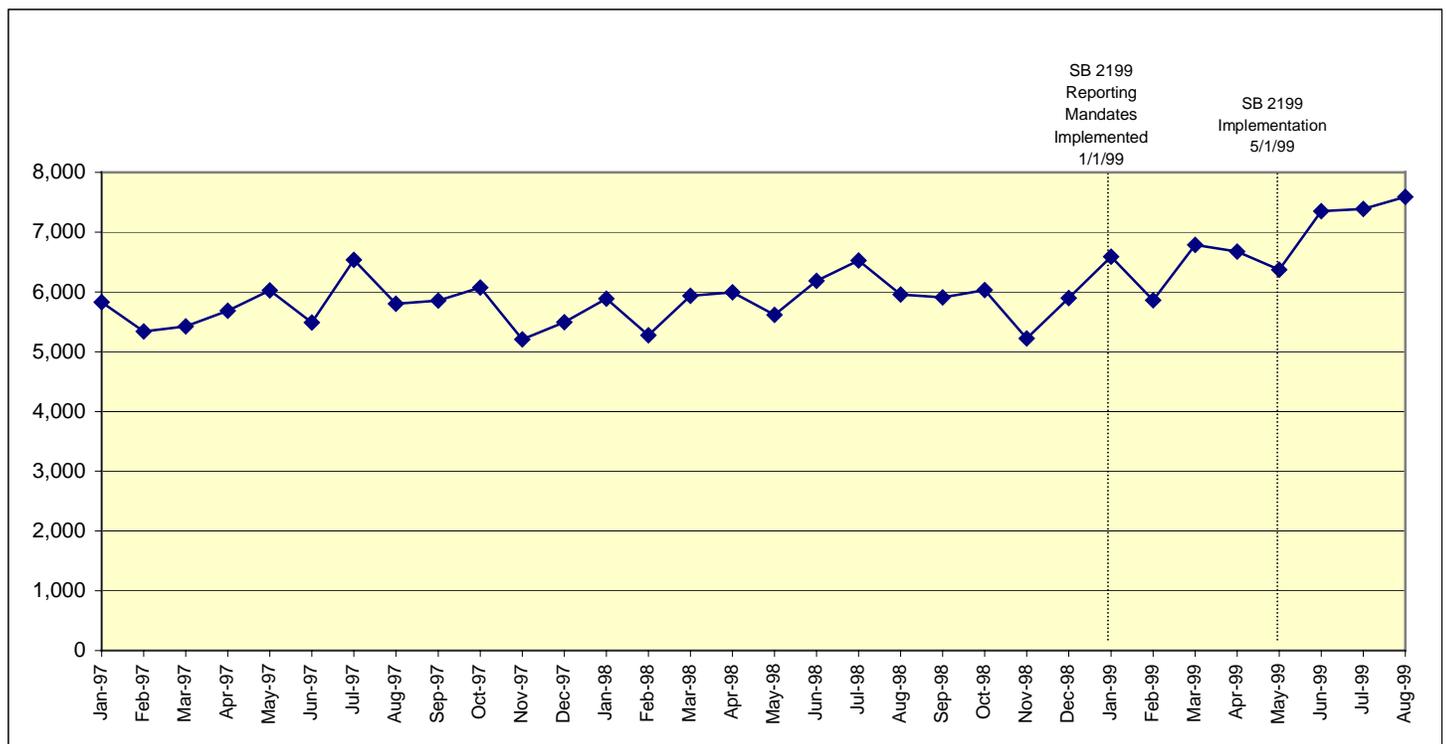
"Reimbursement" refers to Title XIX expenditures reimbursed to the CA Department of Social Services by the CA Department of Health Services.

Source: CDSS, Estimates Branch

**ADULT PROTECTIVE SERVICES**  
**CASELOAD TRENDS**

## Number of APS Referrals Received (January 1997 to August 1999)

County APS agencies received approximately 6,800 APS referrals each month during 1999 - about 1,000 more APS referrals each month than during 1998. This is an increase of about 16 percent over 1998 and can be attributed to broadening the definition of mandated reporters and expanding the types of abuse to be reported which became effective January 1999.

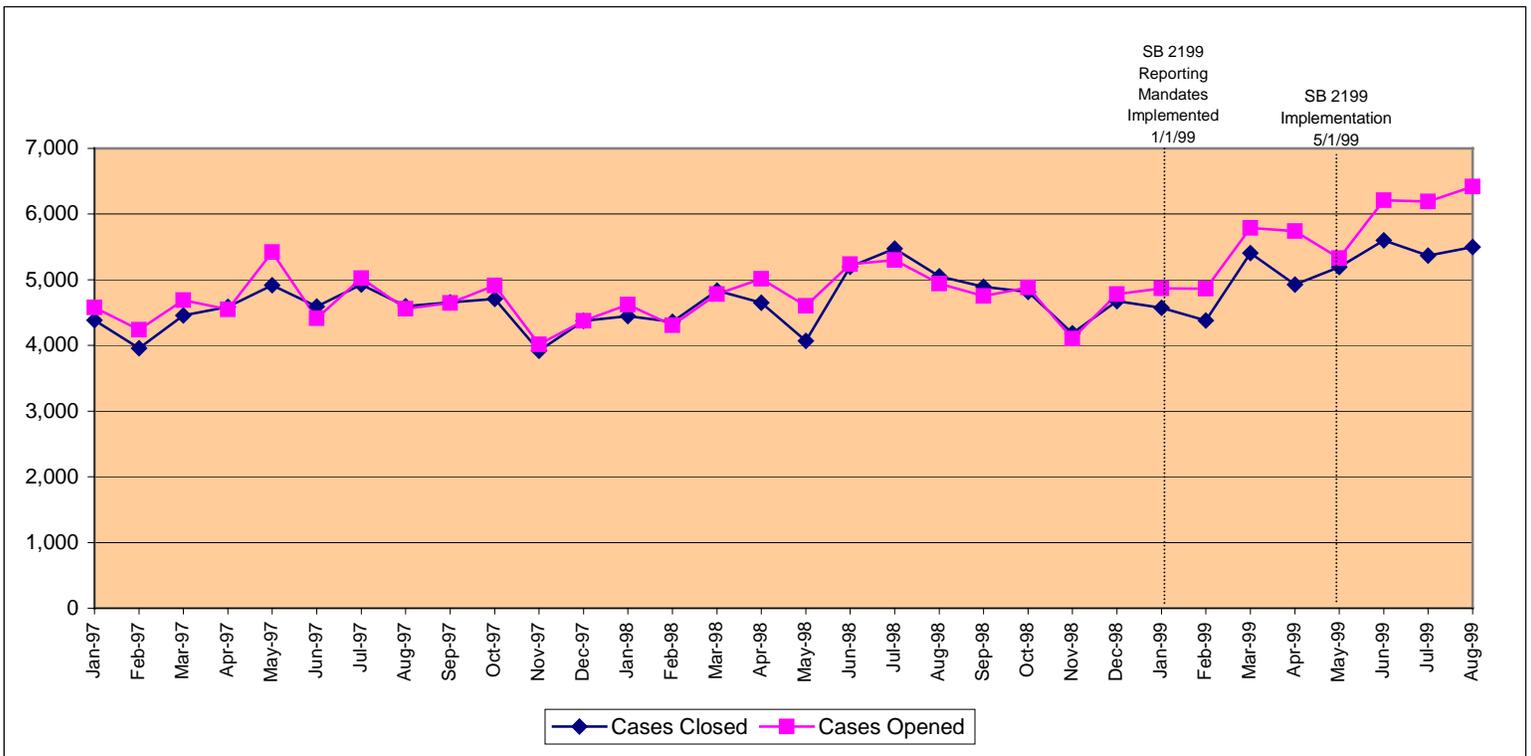


Source: California Department of Social Services, SOC 242, Part C, Line 7.

Average Monthly Referrals Received							
	1997	1998	Avg. Increase	% Change	1999	Avg. Increase	% Increase
APS Referrals	5,729	5,869	140	2.4%	6,826	957	16.3%

## Cases Opened Compared to Cases Closed During the Month

APS open cases have increased by almost 19 percent from 1998 to 1999 due to more referrals for services. During the same period, the percentage of APS cases closed increased by only 8 percent. Cases are staying open longer due to case management activities as mandated by SB 2199.

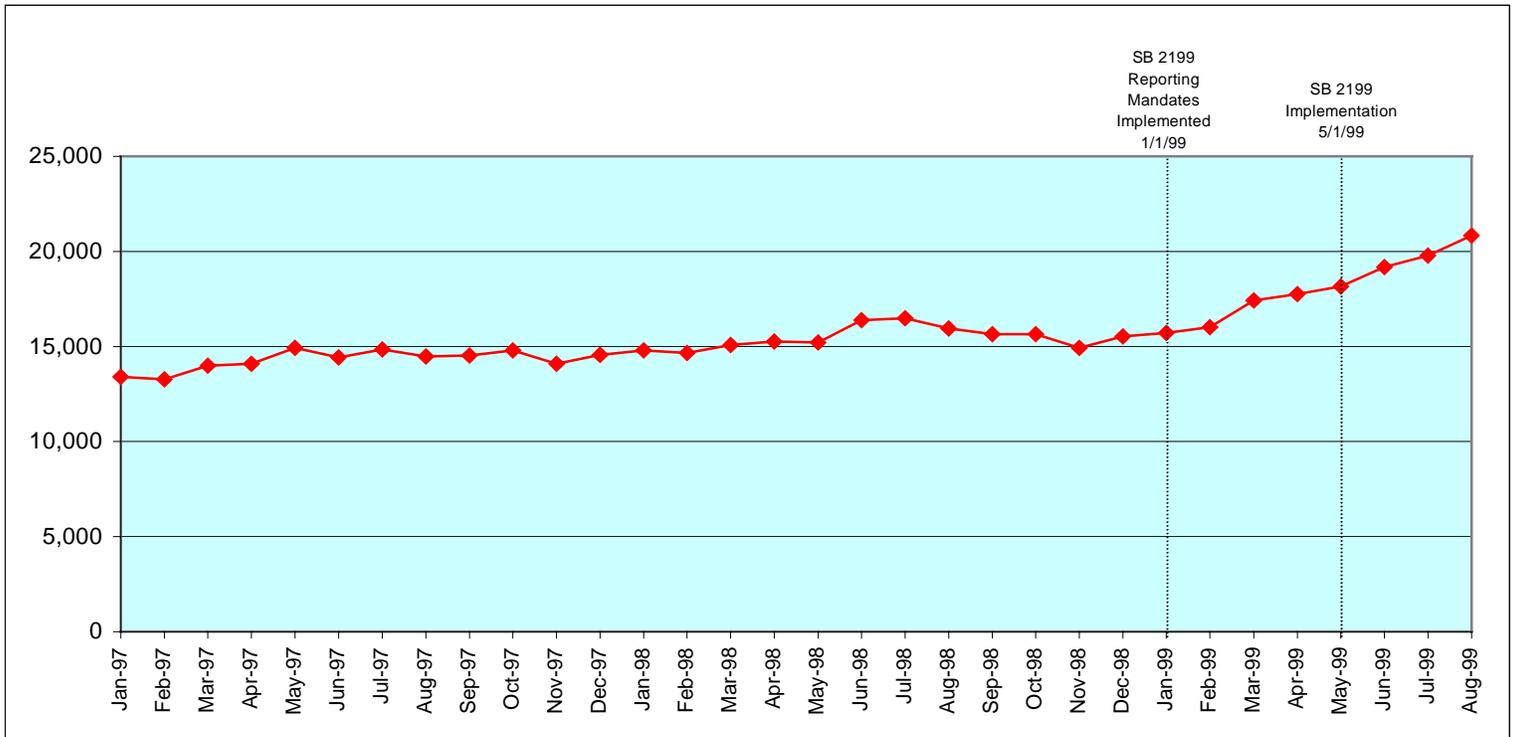


Source: California Department of Social Services, SOC 242, Part C, Lines 9, 11, 14, and 16.

<b>Average Monthly Cases Opened and Closed</b>							
	1997	1998	Avg. Increase	% Change	1999	Avg. Increase	% Change
APS Opened Cases	4,618	4777	159	3.4%	5,678	901	18.9%
APS Closed Cases	4,506	4721	215	4.8%	5,117	396	8.4%

## Total Number of Active Cases During the Month

After having remained flat for a number of years, the number of active APS cases - those cases that represent the county's ongoing workload - increased by 17 percent from 1998 to 1999. This increase is attributed to case management activities due to SB 2199, broadening the definition of mandated reporters effective January 1999, and county outreach.

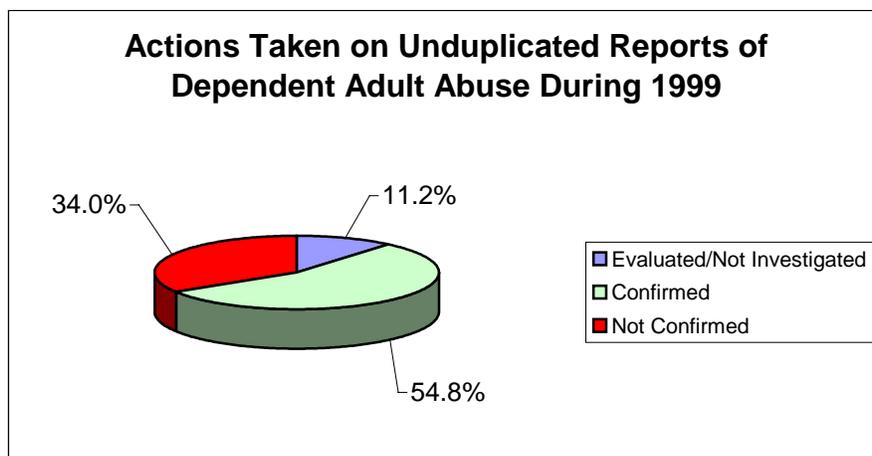
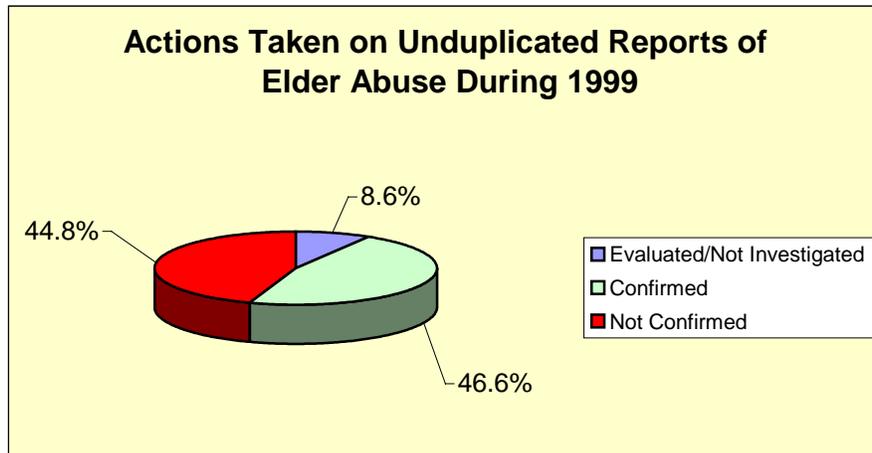


Source: California Department of Social Services, SOC 242, Part C, Lines 10 and 15.

<b>Average Monthly Active Cases</b>							
	1997	1998	Avg. Increase	% Change	1999	Avg. Increase	% Change
APS Active Cases	14,281	15,463	1,182	8.3%	18,106	2,643	17.1%

**OUTCOME RESULTS OF  
APS REFERRALS**

Approximately 50 percent of all actions taken on APS reports result in a confirmed abuse. The remaining cases were evaluated but not investigated or the abuse was not confirmed.



Source: California Department of Social Services, SOC 340, Part B, Lines 4 - 8.  
Based on average monthly reports.

**Definitions:**

Abuse Evaluated/Not Investigated

An evaluation of the allegations of abuse is the preliminary investigative activity performed to determine whether further investigation is warranted.

Abuse Confirmed

The allegations of abuse were investigated and confirmed by the county staff.

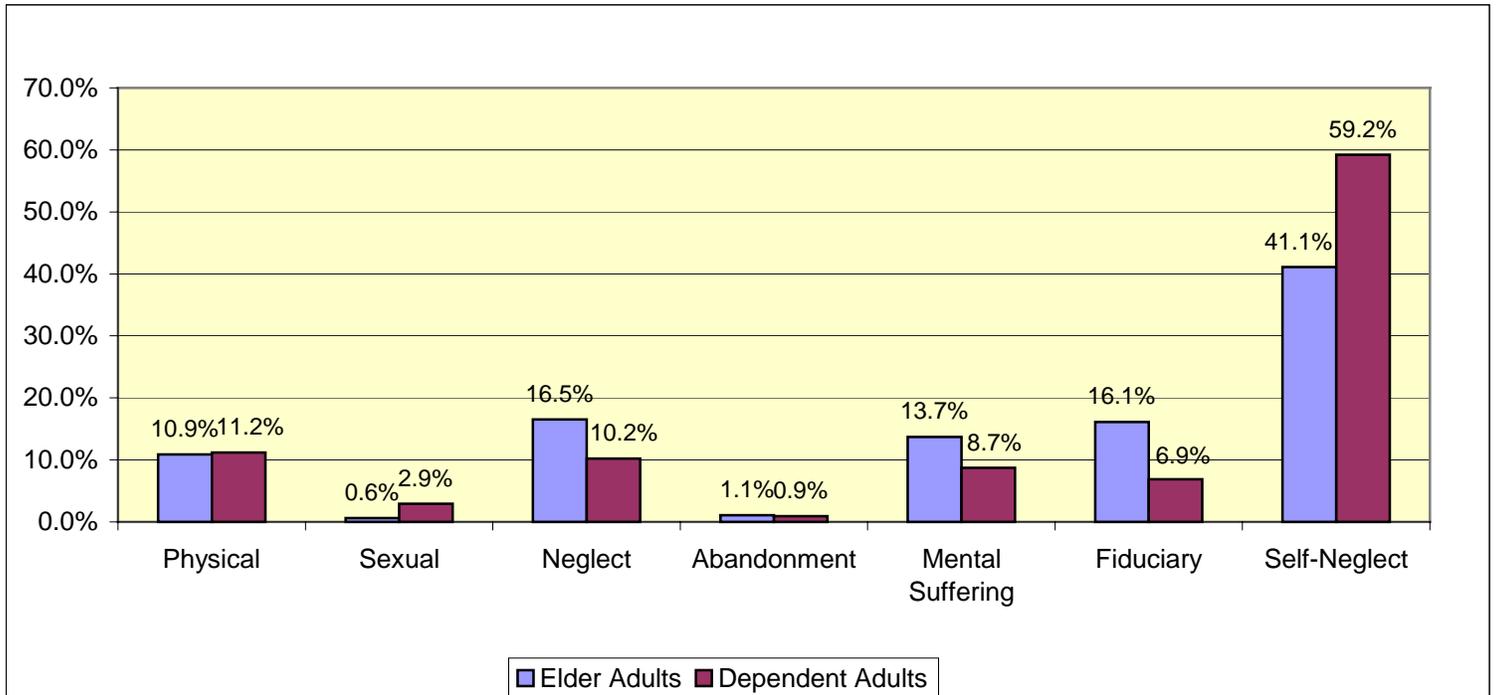
Abuse Not Confirmed

Allegations of abuse were investigated but could not be confirmed by county staff because of insufficient evidence or the alleged abuse was unfounded and the allegation proved to be false.

## **TYPES OF CONFIRMED ABUSE**

## Percentage Distribution of Types of Confirmed Abuse on Elder and Dependent Adult Populations in 1999

This table shows the differences in the percentage distribution of the types of abuse on the elder and dependent adult populations for 1999. The most significant difference between elders and dependent adults is in the abuse category of "self-neglect." This particular category is significantly higher due, most likely, to the physical and mental impairments of the dependent adults and their inability to care for and protect themselves.



Source: California Department of Social Services, SOC 340, Part D.  
C. Y. 1999 data was estimated from September - December.

Although the APS caseload has been increasing over the past year, there has not been any significant shift in the distribution of the types of abuses over the last three years.

Elders	No. of Abuses During 1999
Physical	2,600
Sexual	140
Neglect	3,939
Abandonment	273
Mental Suffering	3,278
Fiduciary	3,843
Self-Neglect	9,778
<b>Total Abuses</b>	<b>23,851</b>

Dependent Adults	No. of Abuses During 1999
Physical	1,424
Sexual	370
Neglect	1,299
Abandonment	118
Mental Suffering	1,102
Fiduciary	877
Self-Neglect	7,490
<b>Total Abuses</b>	<b>12,680</b>

**CALIFORNIA'S  
POPULATION**

## **California Demographics and the Potential Growth of the APS Program**

### **Elder Population:**

- Based on California Department of Finance information, California's elder population (65 years +) is projected to increase by 23 percent in the next 10 years from 3.7 million to approximately 4.5 million people.
- About four to five percent of the elder population is at-risk of being abused. For the year 2000, this translates to approximately 149,000 to 186,000 at-risk elderly individuals. By the year 2010, the at-risk elderly population could grow to approximately 182,000 to 228,000.<sup>1</sup>
- Based on the active caseload reported on the APS monthly statistical report, we estimate APS currently serves about seven to nine percent of the at-risk elderly population.

### **Disabled Population:**

- Based on the 1990 U.S. Census data, approximately nine to ten percent of California's population aged 16–64 has some type of mobility or self-care limitation.<sup>2</sup> For the year 2000, this equates to approximately 2.1 million people in this age group with some type of mobility or self-care limitation. By the year 2010, this population will grow to approximately 2.5 million people.
- Based on California Department of Finance information, California's most significant population increase is for the age category 45-64 years which is projected to increase by 38 percent over the next decade (2000 to 2010). This equates to about 10 million people by the year 2010. The likelihood of disability increases with age.<sup>3</sup> Consequently we anticipate continued growth in the dependent adult population, and in particular, within the age category 45 to 64 years.
- Data on the percent of the dependent adult population that may be at-risk of being abused is not available. However, based on the growth of the target population, it is

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1 U.S. Census Bureau, "Statistical Brief: Sixty-Five Plus in the United States," May 1995, last revised 13-May 97.

University of Puget Sound, School of Occupational Therapy and Physical Therapy, Abuse of Elders, March 29, 1996.

2 U.S. Census Bureau, Disability 1990 Census, Table 3.

U.S. Census Bureau, Census of Population and Housing, 1990: Summary Tape File 3, Population: Disability.

3 U.S. Census Bureau, Current Population Reports, Americans with Disabilities: 1994-95.

reasonable to assume that the at-risk dependent adult population will increase proportionately over the next ten years.

- Due to the unavailability of information for the at-risk dependent adult population, we are unable to calculate the number of at-risk dependent adults. However, there were an estimated 5,000 dependent adult active APS cases per month during 1999.

# California Population Estimates

## Elder Population:

California's elder population is projected to increase by 23 percent in the next ten years - compared to a 15 percent projected increase in the overall population.

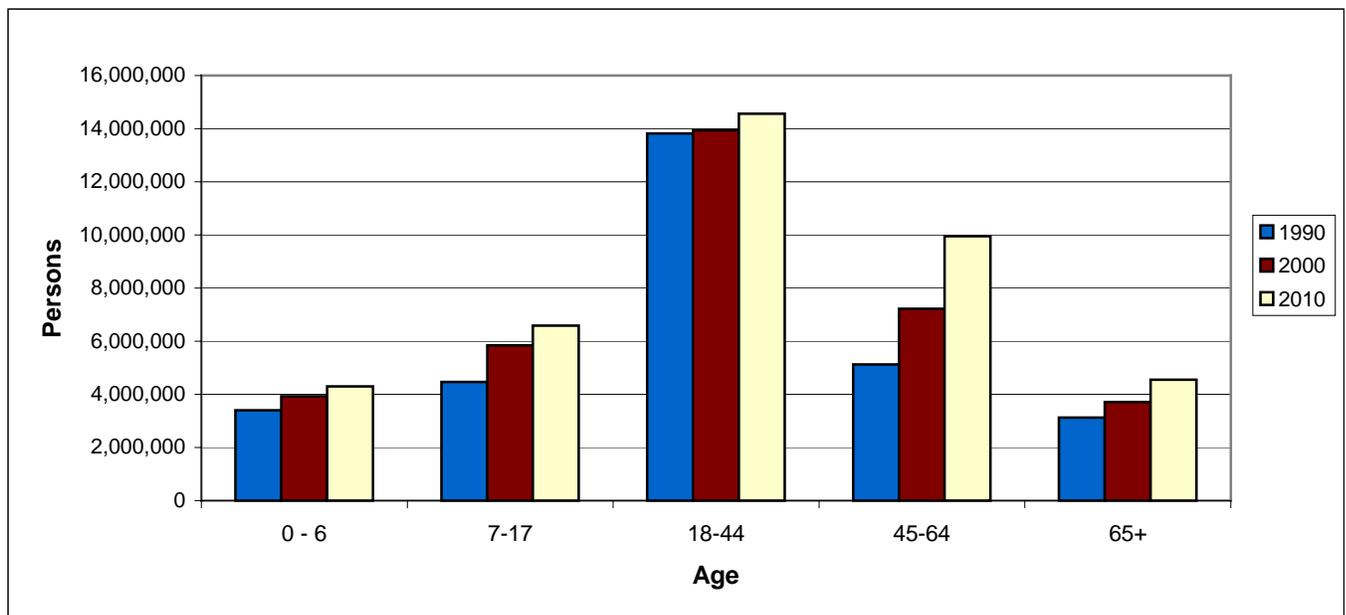
Approximately 4 to 5 percent of the elder population is at-risk of being abused which translates to about 200,000 at-risk elderly individuals by the year 2010.

## Dependent Adult Population:

Approximately 9 to 10 percent of California's population is disabled in the age category 16-64. This means about 2.5 million Californians in this age group could be disabled by the year 2010.

California's most significant population increase is between the age category 45-64 years which is projected to increase by 38 percent over the next decade. The likelihood of disability increases with age.

With continued population growth in California, we expect growth to continue in the APS Program.



Source: California Department of Finance