



# **Quarterly Report on Agency Services to Floridians with Developmental Disabilities and Their Costs**

First Quarter Fiscal Year 2012/13  
(July, August, September)

Submitted November 2012



Barbara Palmer  
Director

Rick Scott  
Governor

## Introduction

Each month, the **Agency for Persons with Disabilities (APD)** serves approximately 30,000 people across Florida through five Medicaid waivers administered by the agency. These individuals have autism, intellectual disability, spina bifida, cerebral palsy, Down syndrome (as of July 1, 2011), or Prader-Willi syndrome, or are children aged 3 to 5 who are at high risk of being diagnosed with a developmental disability.

To meet the needs of the diverse and often medically complex population it serves, APD offers a wide array of services. Some of the 27 services currently provided by the agency include supported employment, supported living, occupational therapy, behavior analysis, adaptive and medical equipment, physical therapy, and adult day training.

From July through September 2012, an average of about 1,300 people on the Wait List for waiver services received General Revenue and Social Services Block Grant (SSBG) services through the agency, and more than 10,800 received some state services through the Medicaid State Plan, which leaves about 10,000 people on the Wait List for waiver services who did not receive any services through APD or the Medicaid State Plan. The number of Wait List consumers without services is something this agency hopes to address even as it works to hold spending within the budget appropriated by the legislature. APD's strategies to limit spending in response to declining state revenues have concentrated on greater system efficiencies that will minimize any adverse impact on those we serve.

On October 15, 2008, the agency implemented a four-tiered waiver system as mandated by the Florida Legislature, after working with stakeholders to develop the implementation plan. The waiver tiers are actually four separate waivers, with three of them having financial caps. Tier 1 was formerly known as the Developmental Disabilities Waiver, and Tier 4 was formerly the Family and Supported Living Waiver.

- Tier 1 - No cap
- Tier 2 - Capped at \$53,625/year
- Tier 3 - Capped at \$34,125/year
- Tier 4 - Capped at \$14,422/year

Most agency clients were not subject to reductions in service as a result of the tier waiver system. But for some, it meant that the state will not pay as much for services as in the past. The agency's goal in implementing these changes was to ensure the health and safety of the people served by APD while making adjustments to control and reduce costs. APD worked with the Agency for Health Care Administration to obtain the federal approval for this tier program.

On May 1, 2011, the agency began a "proof of concept" implementation of the new iBudget Florida waiver. This waiver uses an individual budgeting approach and is intended to enhance the simplicity, sustainability, and equity of the system while also increasing individuals' opportunities for self-direction. iBudget Florida will eventually replace the tier waivers. As of September 1, 2012 APD has moved approximately 26% of waiver clients to

the iBudget Florida waiver, and will be expanding this waiver across the state with final implementation by the end of FY 2012-2013.

Please share with us any comments or suggestions you have regarding this report. APD's Chief of Staff, Michael Ayers, may be reached at 850-414-8916.

## Glossary of Terms Used in Report

**APD**-Agency for Persons with Disabilities

**CDC+ Program**-Consumer-Directed Care Plus Program

**FSL Waiver**-Family and Supported Living Waiver

**DD/HCBS Waiver**- Developmental Disabilities Home and Community-Based Services Waiver

**IFS**-Individual and Family Supports

This report is prepared and distributed pursuant to section 393.0661(9), Florida Statutes.

“The Agency for Persons with Disabilities shall submit quarterly status reports to the Executive Office of the Governor, the chair of the Senate Ways and Means Committee or its successor, and the chair of the House Fiscal Council or its successor regarding the financial status of home and community-based services, including the number of enrolled individuals who are receiving services through one or more programs; the number of individuals who have requested services who are not enrolled but who are receiving services through one or more programs, with a description indicating the programs from which the individual is receiving services; the number of individuals who have refused an offer of services but who choose to remain on the list of individuals waiting for services; the number of individuals who have requested services but who are receiving no services; a frequency distribution indicating the length of time individuals have been waiting for services; and information concerning the actual and projected costs compared to the amount of the appropriation available to the program and any projected surpluses or deficits...”

## 1. Services Received by Waiver Enrollees

Tables 1a, 1b, 1c and 1d provide information on services received by persons enrolled in APD waivers.

Table 1a: Waiver Enrollment and Payments

Month	Tiers 1, 2, and 3 *		Tier 4		iBudget		All Waivers	
	Enrolled Clients**	Total Waiver Payments	Enrolled Clients**	Total Waiver Payments	Enrolled Clients**	Total Waiver Payments	Enrolled Clients**	Total Waiver Payments
Jul-12	14,297	\$47,129,935.82	7,343	\$4,402,922.70	7,713	\$15,342,263.31	29,353	\$66,875,121.83
Aug-12	14,319	\$59,946,552.21	7,314	\$5,224,260.53	7,708	\$20,940,251.48	29,341	\$86,111,064.22
Sep-12	14,291	\$43,125,382.65	7,266	\$4,382,019.34	7,693	\$16,560,226.74	29,250	\$64,067,628.73

\*CDC + enrollment is included. Effective October 15, 2008, a tier structure was established which changed the basis for defining enrollment in the waivers. Beginning with the third quarter of FY 08-09, FSL enrollment is reported as enrollment in tier 4, and DD/HCBS comprises all other waiver enrollment, including new enrollees for whom a tier has not yet been assigned. Since waiver payments are reported in this table by month of payment rather than by month of service, clients may show claims payments simultaneously under multiple waivers.

\*\*As of the first day of the month.

Source: Allocation, Budget, and Contracts (ABC) Database and Medicaid HP Data Warehouse as of November 1, 2012.

Table 1b summarizes types of services received by waiver enrollees. In addition to the tier and iBudget Florida waivers, individuals may receive services through the Consumer-Directed Care Plus (CDC+) Program, offered as an option under the Medicaid state plan. The CDC+ Program offers comparable services to the waivers, but it allows much greater flexibility and choice in client selection of providers and services. Table 1b also includes two types of services funded by APD that are not part of Medicaid: Individual and Family Supports (IFS) and Room and Board. The former, paid from General Revenue and the Social Services Block Grant, comprises services to persons not eligible for waiver services, services to persons waiting for waiver enrollment, and non-waiver services to persons enrolled in a waiver. Room and Board, paid entirely from General Revenue, provides payment to residential providers for clients with identified support and income needs.

Table 1b: Types of Services Received by Waiver-Enrolled Clients

Service Month	Client Counts by Service Category for Billed Services							Client Total*
	Tier 1, 2 & 3	CDC+	Tier 4	iBudget	IFS	Room\Board		
Jul-12	11,645	1,823	7,598	7,542	464	512	28,652	
Aug-12	11,638	1,828	7,533	7,517	576	491	28,540	
Sep-12	11,575	1,823	7,488	7,489	559	463	28,403	

\*Clients are counted only once regardless of the number of different services they received. Based on historical payment patterns, waiver and General Revenue services are undercounted due to the anticipated unsubmitted claims for the reported service months as of the database effective date. Effective October 15, 2008, a tier structure was established which changed the basis for defining enrollment in the waivers.

Source: ABC Database and Medicaid HP Data Warehouse as of November 1, 2012.

## 1. Services Received by Waiver Enrollees (continued)

In addition to the services cited above, many waiver enrollees receive Medicaid State Plan services. Table 1c summarizes the number and percent of waiver enrollees who use these services.

Table 1c: Clients Using Medicaid State Plan Services  
by Month of Service

Service Month	Total Waiver Enrollment	Medicaid State Plan	
		#	%
Jul-12	29,353	17,325	59.0%
Aug-12	29,341	17,911	61.0%
Sep-12	29,250	17,246	59.0%

Note: Enrolled as of the first day of the month in which the services were received.  
Source: ABC Database and Medicaid HP Data Warehouse as of November 1, 2012.

Table 1d lists the number of clients using individual waiver services. Because clients typically use multiple services, the client total at the bottom of the table is an unduplicated count.

Table 1d: Clients Using Individual Waiver Services  
by Month of Service

Service Description	Tier 1, 2 and 3			CDC+			Tier 4		
	Jul-12	Aug-12	Sep-12	Jul-12	Aug-12	Sep-12	Jul-12	Aug-12	Sep-12
Adult Day Training - Faculty Based	8,682	8,708	8,496				1,783	1,795	1,712
Adult Day Training - Off Site	439	435	414				26	24	19
Adult Dental Services	694	583	667						
Behavior Analysis Level 1	2,176	2,169	1,993				156	147	140
Behavior Analysis Level 2	714	709	596				83	84	84
Behavior Analysis Level 3	1,223	1,210	1,136				122	113	110
Behavior Assistant Services	641	619	590				49	35	32
Behavioral Analysis Services Assessment	8	13	14				4	5	6
CDC Consultant Services				1,253	1,216	1,192			
CDC Monthly Allowance				1,881	1,888	1,888			
Companion	3,834	3,776	3,618						
Consumable Medical Supplies	4,830	4,514	4,513				1,655	1,447	1,456
Dietician Services	98	88	93						
Durable Medical Equipment	8	16	12				4	2	5
Environmental Accessibility Adaptations	4	2	2						
Environmental Accessibility Assessment			1						
In-Home Support Services (Awake) Qtr. Hour	1,086	1,084	1,049				2,290	2,282	2,213
In-Home Support Services (Live-In) Day	1,081	1,063	980				1	3	3

# 1. Services Received by Waiver Enrollees (continued)

## Table 1d: Clients Using Individual Waiver Services (continued)

Service Description	Tier 1, 2 and 3			CDC+			Tier 4		
	Jul-12	Aug-12	Sep-12	Jul-12	Aug-12	Sep-12	Jul-12	Aug-12	Sep-12
Occupational Therapy	426	435	406						
Occupational Therapy Assessment		1	2						
Personal Care Assistance	2,269	2,260	2,224						
Personal Emergency Response - Installation		1	1						
Personal Emergency Response - Service	112	128	111				11	11	11
Personal Supports	2,764	2,752	2,679				109	103	95
Physical Therapy	891	862	833						
Physical Therapy - Assessment	2	3	6						
Private Duty Nursing	141	142	146						
Private Duty Nursing - RN	18	17	17						
Residential Habilitation - Behavior Focused Day	44	26	22						
Residential Habilitation - Behavior Focused Month	1,123	1,134	1,130						
Residential Habilitation - Intensive Behavior Day	534	533	530						
Residential Habilitation - Quarter hour	153	139	121					1	
Residential Habilitation - Standard Day	163	157	126						
Residential Habilitation - Standard Monthly	5,747	5,718	5,636						1
Residential Nursing Services	105	104	101						
Residential Nursing Services - RN	64	64	49						
Respiratory Therapy	31	33	34						
Respite Care - Day	121	106	106				95	80	71
Respite Care - Quarter Hour	1,363	1,403	1,329				1,247	1,281	1,235
Skilled Nursing - LPN	24	24	25						
Skilled Nursing - RN	5	6	4						
Special Medical Home Care	17	17	17						
Specialized Mental Health - Assessment			1						
Specialized Mental Health - Therapy	293	294	253				1		
Speech Therapy	620	634	595						
Speech Therapy - Assessment	2	3	2						
Support Coordination	17,661	17,587	17,269				5,064	4,976	4,844
Support Coordination - Transitional	8	5	9						
Support Coordination Limited	886	892	862	465	452	438	2,016	1,940	1,889
Supported Employment	605	613	585				710	714	678
Supported Living Coaching	3,097	3,065	2,822				633	608	566
Transportation - Mile	78	81	73						
Transportation - Month	952	946	929				247	250	244
Transportation - Trip	5,393	5,295	5,021				1,115	1,115	1,062
<b>Unduplicated Client Count</b>	<b>19,774</b>	<b>19,732</b>	<b>19,590</b>	<b>1,882</b>	<b>1,890</b>	<b>1,890</b>	<b>7,794</b>	<b>7,662</b>	<b>7,573</b>

Note: Based on historical payment patterns waiver services are incomplete due to anticipated unsubmitted claims.  
Source: Medicaid HP Data Warehouse as of November 1, 2012.  
There is no separate waiver fund code for iBudget in the Medicaid data warehouse.

## 2. Services Received by Persons on the Wait List

Table 2a lists non-Medicaid APD services received in July, August and September 2012 by individuals who requested enrollment in a waiver but were not enrolled as of the first day of the respective months. Funding for these services came from General Revenue and the Social Services Block Grant. Individuals on the Wait List aged 21 or younger may also receive services from the Florida Department of Education and other state and local resources.

Table 2a: Client Counts of Non-Medicaid Services Provided by APD to Clients Waiting for Waiver Services as of July 1, August 1, and September 1, 2012\*

	Service Month		
	Jul-12	Aug-12	Sep-12
<b>Total Wait List at Beginning of Month*</b>	<b>21,555</b>	<b>21,719</b>	<b>21,822</b>
<b>Paid Service</b>			
ADULT DAY TRAINING	210	216	226
BEHAVIOR ANALYSIS	26	23	26
COMMUNITY BASED EMPLOYMENT	297	314	286
DENTAL SERVICES	1	0	2
ELIGIBILITY DETERMINATION AND SUPPORT PLANNING	10	5	6
HOME ASSISTANCE	41	43	42
MEDICAL SERVICES	6	5	4
OCCUPATIONAL THERAPY	0	0	0
PERSONAL AND FAMILY CARE SERVICES	15	18	14
PHYSICAL THERAPY	0	0	0
PRESUPPORTED TRANSITIONAL LIVING	0	0	0
PSYCHOLOGICAL THERAPY	66	72	72
RECREATIONAL THERAPY	0	0	1
RESIDENTIAL HABILITATION SERVICES	33	35	31
RESPIRE	78	88	86
SPEECH THERAPY	0	0	0
SUPPLIES AND EQUIPMENT	18	20	20
SUPPORT COORDINATION	392	207	299
SUPPORTED LIVING	63	65	68
TRANSPORTATION	109	119	116
TRAVEL REIMBURSEMENT	0	0	0
LONG TERM RESIDENTIAL SERVICES	16	13	11
<b>Unduplicated Client Total</b>	<b>1,381</b>	<b>1,243</b>	<b>1,310</b>

\*The implementation of tiers changed the definition of the Wait List to exclude those on the FSL waiver (now Tier 4). See Tables 1a, 1b, 1c and 1d for information on services used by waiver enrollees. Source: Wait List and ABC Databases as of November 1, 2012.

Table 2b provides client counts of persons on the Wait List who received APD non-Medicaid services (see Table 2a) or Medicaid State Plan services. APD non-Medicaid services are provided with state General Revenue and grant dollars. Because some clients received both APD non-Medicaid and State Plan services, the client count in the third row is an unduplicated total rather than a sum of the two prior rows. The last two rows in the table provide information on Wait List clients who received neither non-Medicaid nor Medicaid State Plan services. Note that some Wait List clients are not currently eligible for Medicaid State Plan services.

**Table 2b: Client Counts of Non-Medicaid and Medicaid State Plan Services Received by Clients Waiting for Services as of July 1, August 1, and September 1, 2012\***

	Service Month		
	Jul-12	Aug-12	Sep-12
<b>Total Wait List at Beginning of Month*</b>	<b>21,555</b>	<b>21,719</b>	<b>21,822</b>
<b>Client Count for APD Non-Medicaid Services**</b>	<b>1,381</b>	<b>1,243</b>	<b>1,310</b>
<b>Client Count for Medicaid State Plan Medical, Facility, and Pharmacy Services***</b>	<b>10,851</b>	<b>10,907</b>	<b>10,833</b>
<b>All Wait List Clients Receiving Services**</b>	<b>11,497</b>	<b>11,519</b>	<b>11,498</b>
<b>Count of Wait List Clients Not Receiving Services</b>	<b>10,058</b>	<b>10,200</b>	<b>10,324</b>
<b>Percent of Wait List Not Receiving Services</b>	<b>46.7%</b>	<b>47.0%</b>	<b>47.3%</b>

\* The implementation of tiers changed the definition of the Wait List to exclude those on the FSL waiver (now Tier 4).

\*\*Clients are counted only once regardless of the number of different services they received.

\*\*\*Based on historical payment patterns, Medicaid State Plan services are undercounted due to the anticipated unsubmitted claims for the reported service months as of the database effective date.

Source: Wait List and ABC Databases and Medicaid HP Data Warehouse as of November 1, 2012.

### *3. Waiver Enrollment in Fiscal Year 2012-13*

Table 4 summarizes new waiver enrollment to date in FY 2012-13. Crisis cases are enrollees whose needs for services have been determined to require priority enrollment. Foster kids are children on the Wait List for the DD/HCBS Waiver who have open cases in the Department of Children and Families' child welfare system. Pursuant to proviso language in the General Appropriations Act of 2006, these children have been given priority enrollment over other persons on the Wait List for waiver services, with the exception of crisis enrollments.



Table 4: New Waiver Enrollment

<b>Month Enrolled</b>	<b>Total Enrolled</b>
Jul-10	41
Aug-10	66
Sep-10	72
Oct-10	70
Nov-10	59
Dec-10	26
Jan-11	43
Feb-11	46
Mar-11	58
Apr-11	43
May-11	23
Jun-11	21
Jul-11	29
Aug-11	32
Sep-11	16
Oct-11	27
Nov-11	20
Dec-11	20
Jan-12	11
Feb-12	33
Mar-12	36
Apr-12	15
May-12	28
Jun-12	30
Jul-12	21
Aug-12	24
Sep-12	27
<b>Total</b>	<b>937</b>

Source: ABC Database as of November 1, 2012, and other APD tracking systems. Due to the implementation of the tiers on October 15, 2008, crisis enrollee clients are no longer offered enrollment specifically in either HCBS or FSL waivers. Currently when making the waiver offer, APD does not specify to a crisis client the waiver to which he or she would be enrolled; this is determined later after an evaluation of the appropriate tier placement for the client.

## 4. Length of Wait for Waiver Services

Table 5 displays a frequency distribution of the length of time individuals have been waiting for waiver services. Currently, agency policy allows people to remain on the Wait List if they refuse services, don't qualify for services, or do not respond to enrollment offers. These counts include those who may have refused one or more previous waiver enrollment offers and those who have received other state assistance.

Table 5: Length of Wait for Any Waiver Services  
as of October 1, 2012

Length of Wait	Date Placed on Wait List	Wait List Clients	
		#	%
1 Year or Less	October 1, 2011 or later	1,694	7.7%
1+ to 2 Years	October 1, 2010 - September 30, 2011	1,951	8.9%
2+ to 3 Years	October 1, 2009 - September 30, 2010	2,086	9.5%
3+ to 4 Years	October 1, 2008 - September 30, 2009	2,252	10.3%
4+ to 5 Years	October 1, 2007 - September 30, 2008	2,225	10.2%
5+ to 6 Years	October 1, 2006 - September 30, 2007	2,406	11.0%
6+ to 7 Years	October 1, 2005 - September 30, 2006	2,376	10.8%
7+ to 8 Years	October 1, 2004 - September 30, 2005	1,750	8.0%
8+ to 9 Years	October 1, 2003 - September 30, 2004	1,932	8.8%
9+ to 10 Years	October 1, 2002 - September 30, 2003	1,573	7.2%
More than 10 Years	On or before September 30, 2002	1,671	7.6%
<b>Total Wait List*</b>		21,916	100.0%

The implementation of tiers changed the definition of the Wait List to exclude those on the FSL waiver (now Tier 4).  
Source: Wait List Database as of October 1, 2012.

## 5. Projected Waiver Costs and Appropriations

Table 6 provides information concerning projected waiver costs compared to the available appropriations and any projected surpluses or deficits.

Table 6: Fiscal Year 2012-13 Waiver Budget Forecast

	General Revenue	Trust Funds	Total
Blended rate adopted by the SSEC for FY 2012-13	0.4227	0.5773	
Appropriation	\$ 343,208,923	\$ 468,735,534	\$ 811,944,457
Appropriation Qualified Expenditure Category (QEC)*	\$ 27,524,911	\$ 37,591,983	\$ 65,116,894
Other Adjustments	\$ -	\$ -	
New Appropriation	\$ 370,733,834	\$ 506,327,517	\$ 877,061,351
Less FY 2011-12 Projected Deficit	\$ (17,020,370)	\$ (22,934,002)	\$ (39,954,372)
Less FY 2012-13 Projected Expenditures	\$ (370,733,834)	\$ (506,327,517)	\$ (877,061,351)
<b>Total Projected APD Waiver Balance FY 2012-13</b>	<b>\$ (17,020,370)</b>	<b>\$ (22,934,002)</b>	<b>\$ (39,954,372)</b>

\*This appropriation is in Reserve in a Qualified Expenditure Category (QEC) which will only be accessed at the time when additional funding in the Waiver category is needed. Funding is accessed via a budget amendment approved by the Joint Legislative Budget Commission. For FY 2012-13, the agency projects to remain within budget of \$370.7 million GR which includes the QEC category funding.