

STATUS OF THE STATE SUPPORTED LIVING CENTER SYSTEM



AN ISSUE BRIEF FROM LEGISLATIVE BUDGET BOARD STAFF

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OBJECTIVE

State Supported Living Centers (SSLC) provide 24-hour residential services, comprehensive health-care services, day habilitation, behavioral treatment, skills and vocational training, and therapies for persons with a severe or profound intellectual disability and those with an intellectual disability who have behavioral health conditions or are medically fragile.

KEY FACTS

- ◆ Texas operates 13 SSLCs.
- ◆ From 1977 to 2015, the average monthly census at Texas' SSLCs decreased by 73.3 percent, from 12,132 to 3,241.
- ◆ Texas last closed an SSLC in 1996.

BUDGETARY IMPACT

The Eighty-fourth Legislature, General Appropriations Act (GAA), 2016–17 Biennium, provides \$594.1 million in General Revenue Funds (\$1.4 billion in All Funds) for SSLCs.

STATUTORY REFERENCES

The Texas Health and Safety Code, Section 533A.038, and the Texas Human Resources Code, Section 161.071(4), provide the Department of Aging and Disability Services (DADS) with operational authority.

The Texas Health and Safety Code, Section 533A.084, requires DADS to obtain legislative approval before closing or consolidating a facility.

Texas operates 13 intermediate-care facilities for individuals with intellectual disabilities (ICF/IID) known as state supported living centers (SSLC). These facilities were previously known as state schools. Nationwide trends have been toward deinstitutionalization and the expansion of community-based services. As demand for institutional services has decreased and community-based services are made available in Texas, the population served at SSLCs has decreased. From 1977 to 2015, the average monthly census for all SSLCs has decreased by 73.3 percent, from 12,132 to 3,241. Residents at SSLCs are individuals with severe or profound intellectual disabilities and those with intellectual disabilities who have behavioral health conditions or are medically fragile. SSLCs provide a variety of services to residents, including 24-hour residential services, comprehensive behavioral and health-care services, and services to support familial connections and develop support systems.

TEXAS STATE SUPPORTED LIVING CENTERS IN A NATIONAL CONTEXT

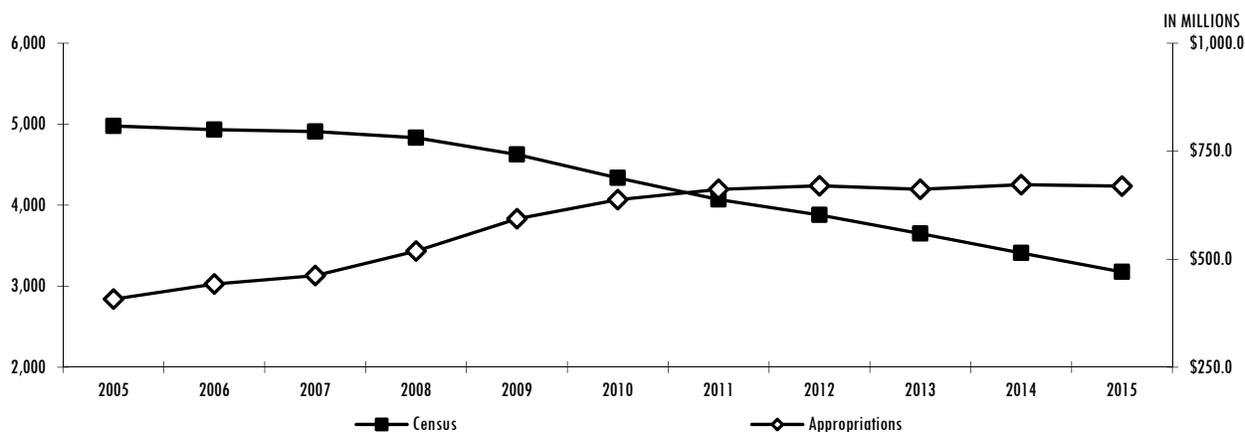
The Department of Aging and Disability Services (DADS) operates 12 SSLCs in Abilene, Austin, Brenham, Corpus Christi, Denton, El Paso, Lubbock, Lufkin, Mexia (forensic center), Richmond, San Angelo, and San Antonio. DADS contracts with the Department of State Health Services to operate an ICF/IID at the Rio Grande State Center. SSLCs receive persons admitted voluntarily or committed pursuant to the Texas Health and Safety Code, Chapter 591, the Persons with an Intellectual Disability Act. SSLCs also receive juveniles and adults committed pursuant to the Texas Family and Penal codes.

The national census of persons served in large, state-run ICFs/IID has decreased from 194,650 in 1967 to 27,610 in 2012, a decrease of 85.5 percent. The Texas ICF/IID population composes 11.1 percent of the total U.S. population in ICF/IID as of 2012. This amount includes state-owned and privately operated facilities, as reported in the annual survey published by the Research and Training Center on Community Living, University of Minnesota. Texas operates more large facilities (defined as more than 16 residents) than most states. Although New York operates more large institutions than Texas, in 2012, the average number of residents per large institution in New York was 36, compared to 291 in Texas.

CENSUS CHANGES AT STATE SUPPORTED LIVING CENTERS

From fiscal years 1977 to 2015, the average monthly system census in Texas has decreased from 12,132 persons to 3,241 (73.3 percent). Since fiscal year 2005, the SSLC system census has decreased by 34.9 percent. Seven campuses have experienced reductions of at least 100 people. These campuses include Abilene, Brenham, Corpus Christi, Denton, Lubbock, Mexia, and Richmond. **Figure 1** shows the overall decrease in average monthly census and the appropriations for SSLCs, which have increased for a variety of reasons, including a U.S. Department of Justice settlement agreement. SSLCs also have had staffing increases of 2,420 full-time-equivalent positions (21.3 percent) from fiscal years 2005 to 2015 and increases in the number of contracted employees.

FIGURE 1
STATE SUPPORTED LIVING CENTERS' AVERAGE MONTHLY CENSUS AND ALL FUNDS APPROPRIATIONS
FISCAL YEARS 2005 TO 2015



SOURCE: Legislative Budget Board.

Ongoing initiatives related to SSLCs include:

- **Community Living Options Information Process (CLOIP):** In 2000, CLOIP was implemented to inform state school residents of alternate living arrangements. In 2007, the Legislature strengthened the process and transferred responsibility to local authorities. CLOIP requires local authority staff to meet with each SSLC resident and a legally authorized representative at least annually.
- **Money Follows the Person (MFP):** The program is part of the Promoting Independence Initiative, which Texas implemented in 2000. MFP is a multistate, multiyear, federal demonstration. The program provides states with enhanced federal funding for persons who transfer from an institution where they resided for at least six months to a community program. In Texas, 8,081 persons have transitioned out of ICF/IID in accordance with MFP through December 2013.
- **Reshaping directed by the Legislature:** In the last two biennia, the Legislature directed DADS to expand community services and to develop a 10-year plan for services provided to SSLC residents. For the 2016–17 biennium, the Legislature appropriated \$288.5 million in All Funds to fund 5,601 positions in community waiver programs for intellectual and developmental disability services.
- **Census Management at Austin SSLC:** In May 2014, DADS developed a census management plan for the Austin SSLC. The plan designated seven residences at the Austin SSLC for closure, and the 71 affected residents were given the option of transferring to another SSLC or transitioning out of SSLCs. As of January 2016, six of the residences were closed, and additional closures are not planned.
- **Community Transition Specialists:** The Centers for Medicare and Medicaid Services approved DADS' request to hire Community Transition Specialists and support staff using MFP Demonstration funds in December 2011. As of January 2016, DADS employed 19 specialists to support the community transition process for residents from the SSLC system to community living. According to DADS, staff focus on the logistics of transitions and address issues that slow down placements.
- **Initiatives with Local Intellectual and Developmental Disability Authorities:** DADS is conducting programs with local authorities to increase support for people moving out of SSLCs, including: a toll-free nurse line for providers and family members; coordinated care for individuals with complex needs; and eight regional medical, psychiatric, and behavioral support teams.

USEFUL REFERENCES

Legislative Budget Board, *Transform State Residential Services for Persons with Intellectual and Developmental Disabilities*, January 2011: www.lbb.state.tx.us

Residential Information Systems Project, *In-Home and Residential Long-Term Supports and Services for Persons with Intellectual or Developmental Disabilities: Status and Trends Through 2012*, January 2014: risp.umn.edu

Mathematica Policy Research, *Money Follows the Person 2013 Annual Evaluation Report*, February 2015: www.medicaid.gov

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