

APS Program Operational Plan: Oregon

State/Territory/District	Oregon
Contact	Marie Cervantes, APS Administrator
Budget Allocation	\$1,111,411 (ARPA 1)
	\$2,323,813 (ARPA 2) ¹
Timeline	AMERICAN RESCUE PLAN ACT (ARPA) OF 2021- Grant 1
	August 2021 – September 2023
	AMERICAN RESCUE PLAN ACT OF 2021 - Proposed Grant 2
	August 2022 – September 2024
Vision 2025	Oregon APS: Overall Program Vision for 2025
Adult Protective Services in Oregon exists to provide a safe and healthy Oregon, where older adults and people with disabilities are independent and safe	Older adult rights and protections have been a national and state cornerstone for APS programs since the inception of the Older Americans Act in 1965.
from abuse and neglect.	For Oregonians, statute mirrors this landmark concept with the following reference:
	"The State shallInvolve older citizens and citizens with disabilities in the decision-making process for programs affecting their lives" ORS 410.210 (11)
	Clearly, Oregon statute supports more inclusive and flexible policies towards adult abuse (ORS 410.010). Additionally, the Oregon Department of Human Services (ODHS) "promotion of person-centered practices" also calls for examining the 'dignity of risk' to all citizens including those deemed vulnerable.

¹ Estimated ARPA 2 grant amount equals Oregon CRSSA grant amount (\$1,212,402) plus ARPA 1 (\$1,111,411), Total: \$2,323,813.

Since the original creation of abuse related statute in Oregon, perspectives from older adults or individuals with disabilities have not been a consistent or continuing part of rule decisions. ²

By reflecting on historical laws, past practice, and the impact on the people we serve or underserve today, we will learn how to best serve Oregonians tomorrow.

The American Rescue Plan (ARPA) Grant has opened the door to a unique opportunity that will allow the Oregon APS Program to execute a critical framework analysis including technology system supports, business model adjustments and investments in training for APS Specialists; all which help us achieve our vision for 2025.

² Anna Cox Cotton, Intern, Aging & People with Disabilities, APS "State of Vulnerability" Report, March 2020.



Mission Statement

The mission for Aging & People with Disabilities:

Oregon's older adults, people with physical disabilities and their families experience personcentered services, supports and early interventions that are innovative and help maintain independence, promote safety, well-being, honor choice, respect cultural preferences and uphold dignity.

Oregon's Adult Protective Services Unit supports the APD mission by:

- **Promoting safety** by providing responsive, accurate support and technical assistance to APS workers and supervisors around the state.
- **Identifying interventions** that can be offered temporarily or that can be extended to protect Oregonians.
- Working to develop and maintain a clear and coherent set of rules and policies to equitably support the interests of APS workers and the safety of consumers.
- Following the NAPSA Code of Ethics to ensure dignity and choice for every Oregonian encountered by APS.
- Maintaining a virtual and in person presence at partner and community sponsored events with presentations, brochures and educational materials and displays to heighten awareness of abuse and how to report it.
- **Developing and delivering in-depth competency training** to APS workers around the state, using various media to ensure accessibility.
- **Communicating regularly with APS workers** on issues that matter to them and to help them work more efficiently.
- Collaborating with internal and external partners regularly to enhance safety, protect rights and prevent further abuse.
- Considering everyone we encounter a "customer," deserving professionalism and courtesy from us, including alleged victims, alleged perpetrators, and reporters of abuse.
- Recognizing that people who are free from abuse benefit more from the services we deliver. Abuse prevention is key to a sustainable long-term care services and support delivery system.

Guiding Principles and Core Values

The hallmark of our APS Program is aligned with the NAPSA Code of Ethics. The APD Central APS Unit incorporates the NAPSA Code of Ethics into the APS Fundamentals trainings for APS staff and supervisors. All APS staff are expected to review the NAPSA Code of Ethics and incorporate these values into their daily work. $\frac{3}{2}$

As a human services agency, Oregon APS embraces a social model of intervention with a primary focus on offering safety and protection. The over-arching ethical value in APS is the obligation to balance the duty to protect older adults and adults with physical disabilities with the duty to protect their right to self-determination. APS supports efforts to promote education and outreach services that help identify and prevent abuse and self-neglect of older adults and adults with physical disabilities.

Principles

- Adults have the right to be safe.
- Adults retain all their civil and constitutional rights, e.g., the right to live their lives as they wish, manage their own finances, enter into contracts, marry, etc. unless a court adjudicates otherwise.
- Adults have the right to make decisions that do not conform with societal norms as long as these decisions do not harm others.
- Adults have the right to accept or refuse services.

³ Policy Transmittal APD-PT-21-009, Operational Policy APD-APS-000-001 issued 3/1/2021. APS Program Planning Template: Oregon-ARPA Grant



Goals for Program Improvement	Oregon's goals to move our current practice to our future vision will focus on these areas: Statutory/Equity Framework & Analysis Education/Training Investments Standardize Data Systems (Collection, Improvements) Goal 1: Align Oregon's APS Program with today's understanding of the people we serve or underserve, and with the importance of service equity, by ensuring the statutory/equity framework for service reflects the current needs of Oregonians and is sustainable to meet future needs.
	 Goal 2: Educate Oregon's APS workforce through the lens of service equity, including specific elements and topics that are relevant and meaningful to APS professionals across the state in order to meet the complex scenarios Oregonians are faced with. The trainings will include any new national standards that are developed in response to the COVID pandemic in the future and that reflect ACL or National APS Association (NAPSA) guidelines or recommendations. Goal 3: Standardize REALD data collection into the Centralized Abuse Management (CAM) system to ensure compliance with legislative mandates. This includes developing an approach to obtaining information regarding the race, ethnicity, language and disability (REALD) when investigating reports of abuse, exploitation, or neglect. We will also use this information to understand those we serve better and to outreach to underserved communities.



Targeted Improvement Projects

Statutory Framework/Equity Analysis

Key projects we will complete will include:

- **Review of statutes and policies** as they relate to abuse, abuse types, and abuse reporting and investigation.
- Obtain inclusive statewide stakeholder feedback and perform a gap analysis to identify areas in need of updating.
- **Develop a proposal for a new statutory framework** that offers equitable, non-paternalistic protective services and investigations for adults who are unable to self-advocate or otherwise protect themselves from abuse.
- **Propose legislative concepts** to close any identified statutory gaps and update statutory language to better reflect current understandings of vulnerability.
- **Conduct a gap analysis** with internal and external stakeholder feedback of current program needs.
- **Build a future 3-5-year roadmap** for overall improvement and enhancement of the APS system.

Education/Training Investments:

- Develop sustainable trainings through the lens of an equitable scope.
- Incorporate specific elements and topics that are relevant and meaningful to APS professionals across the state.
- Coordinate with Service Equity Team and subject matter experts in the development of curriculum.
- Utilize curriculum and subject matter experts that addresses complex case scenarios.
- Include any new national standards that are developed in response to the COVID pandemic in the future and will also reflect ACL, TARC or National APS Association guidelines and/or recommendations.
- Create a digital library of resources for APS professionals.
- **Enhance the CAM system** to support any business model changes made as a result of these education/training investments.



Data Collection:

- Coordinate REALD with Service Equity Team and subject matter experts.
- Implement REALD processes as part of APS activities.
- **Incorporate** REALD requirements⁴ into the Centralized Abuse Management (CAM) system for the purposes of ensuring compliance with this legislative mandate.
- Anticipate five-year cycle changes to NAMRS data collection.
- **Enhance** the CAM system to support any business model changes made as a result of recommendations from the Statutory/Equity Framework analysis activity.

APS Program Planning Template: Oregon-ARPA Grant

⁴ The legislation requires a standard for obtaining information regarding the race, ethnicity, language and disability (REALD) of persons whom the APS division serves in the process of investigating reports of abuse, exploitation, or neglect.

Oregon APS: Targeted improvements using a Logic Model Framework

Purpose/Needs to be filled by ARPA Funds	Inputs (Resources Deployed)	Activities	Outputs from Investment	Short-Term Outcomes	Long-Term Outcomes	
ARPA 1, Project 1 (statutory framework/equity analysis): Review decades- old statutes and policies for alignment with current understanding and preferences of older adults and adults with physical disabilities, and with current expectations for service equity. Conduct a gap analysis with internal and external stakeholder feedback of current program needs.	 Investment: \$550,612 for (2-3) Operation & Policy Analysts 4 positions, 2- 3 years, includes employee costs. Recruit temporary staff (high level analysts) to perform the activities outlined in the targeted improvemen t area. Consult with experts internal/exte 	 Review of statutes and policies as they relate to abuse, abuse types, and abuse reporting and investigation. Obtain inclusive statewide stakeholder feedback and perform a gap analysis to identify areas in need of updating. Develop a proposal for a new statutory framework that offers equitable, non-paternalistic protective services and investigations for adults who are unable to selfadvocate or otherwise protect 	 An updated and equitable statutory framework. A gap analysis that will determine the future need of the APS Program. A 3-5-year roadmap for the Oregon APS Program, including proposed legislative recommendations. 	 Obtain inclusive statewide stakeholder engagement and feedback. A gap analysis that will determine the future need of the APS Program. 	 Establish ongoing inclusive policy making for Oregon communities. Based upon stakeholder feedback and gap analysis results in a draft foundational 3-5-year roadmap outline of where APS aspires to be in 2025. Prioritization of the 3-5-year road-map activities and recommendations. Implementation plan with action steps to achieve 	

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roadmap for	ODHS.	abuse.	identified for
Oregon APS.		Propose legislative	Oregon APS.
		concepts to close any	 A guide of
		identified statutory	future needs for
		gaps and update	the Oregon APS
		statutory language to	Program so
		better reflect current	ARPA 2 funds
		understandings of	can be used
		vulnerability.	strategically and
		Conduct a gap	proactively.
		analysis of current	
		program needs with	
		local offices.	
		Build a future 3-5-	
		year roadmap for	
		overall improvement	
		and enhancement of	
		the APS system.	

ARPA 1, Project 2 (Education/ Training Investments)

- Develop trainings through the lens of service equity.
- Include nontraditional approaches to complex scenarios which were proven to be useful during the COVID pandemic and prepare staff for changes resulting from ARPA 1, projects 1 and 3.
- Incorporate national standards reflected in ACL, TARC or National APS Association guidelines or recommendations.

 Investment: \$285,494 for contractual or temp staff purposes.

Augment

- training staff with contracted subject matter experts and service equity experts, including anti-bias curriculum development costs.
- **Develop** sustainable trainings through the lens of an equitable scope.
- Incorporate specific elements and topics that are relevant and meaningful to APS professionals across the state.
- Coordinate with
 Service Equity Team
 and subject matter
 experts in the
 development of
 curriculum.
- Utilize curriculum and subject matter experts that addresses complex case scenarios.
- Include any new national standards that are developed in response to the COVID pandemic in the future and will also reflect ACL, TARC or National APS

A 3-5-year training support that reflects the
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 developed in response
 to the COVID
 pandemic in the
 future and will also
 reflect ACL, TARC or
 National APS
 Association guidelines
 and/or
 recommendations.
- Assessment and evaluation of training priorities identified in the 3-5-year road-map recommendations.

- Benefits to Oregonians.
- APS workforce will be skilled in areas of service equity; APS activities will meet the needs of Oregon communities.
- Priority setting from the 3-5year training strategy to support ARPA grant activities.
- Implementation plan with action steps to achieve the training goals identified for Oregon APS.
- A guide of future training needs for the Oregon APS Program so ARPA 2 funds can be used

Association		strategically and
guidelines and/or		proactively.
recommendations.		
• Create a digital		
library of resources		
for APS professionals.		
• Enhance the CAM		
system to support		
any business model		
changes made as a		
result of these		
education/training		
investments.		

ARPA 1, Project 3 (Data Collection):

- Incorporate the standardized collection of REALD (Race, Ethnicity, Language, and Disability) data into the Centralized Abuse Management (CAM) system to ensure compliance with a legislative mandate.
- Update the CAM system to support any business model changes needed as a result of recommendations from the Statutory/Equity Framework analysis activity.

• **Investment**: \$275,305

Create a gap

- analysis,
 system
 refinement
 and level of
 effort cost
 analysis for
 future ARPA
 expenditure.
- Coordinate REALD with Service Equity Team and subject matter experts.
- Implement REALD processes as part of APS activities.
- Incorporate REALD requirements⁵ into the Centralized Abuse Management (CAM) system for the purposes of ensuring compliance with this legislative mandate.
- Enhance the CAM system to support any business model changes made as a result of recommendations from the Statutory/Equity Framework analysis activity.

- REALD incorporated in the CAM system.
- Ability to anticipate five-year cycle changes to NAMRS data collection.
- Standardized approach and collection methods.
- Statutory/Eq uity
 Framework
 Analysis
 supported by the CAM
 system.

- REALD and Statutory
 Framework/Equity
 standards are
 successfully absorbed
 and functional within
 the CAM system to
 provide essential data
 and statistical
 information for APS
 quality assurance and
 quality improvement
 processes.
- Standardized approach and collection methods.
- Level of effort for CAM system improvements.
- Change management training and support.

 An equity-based system for APS activities and data reporting that will follow the highest standard in data compilation and quality assurance purposes and meet legislative mandates.

⁵ The legislation requires a standard for obtaining information regarding the race, ethnicity, language and disability (REALD) of persons whom the APS division serves in the process of investigating reports of abuse, exploitation, or neglect.

ARPA 2 Project 1 (Statutory Framework/Equity Analysis):

- Review decadesold statutes and policies for alignment with current understanding and preferences of older adults and adults with physical disabilities, and with current expectations for service equity.
- Conduct a gap analysis with internal and external stakeholder feedback of current program needs.
- Develop a 3-5-year roadmap for Oregon APS.

hrvestment: \$550,612 for (2-3) Operation & Policy Analysts 4 positions, 2-3 years, includes employee

costs.

- Recruit
 temporary
 staff (high
 level
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 perform the
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Consult with

- Review of statutes and policies as they relate to abuse, abuse types, and abuse reporting and investigation.
- statewide stakeholder feedback and perform a gap analysis to identify areas in need of updating.
- **Develop** a proposal for a new statutory framework that offers equitable, non-paternalistic protective services and investigations for adults who are unable to self-advocate or otherwise protect themselves from abuse.
- Propose legislative concepts to close any identified statutory gaps and update

- An updated and equitable statutory framework.
- A gap analysis that will determine the future need of the APS Program.
- A 3-5-year roadmap for the Oregon APS Program, including proposed legislative recommenda tions.

- Obtain inclusive statewide stakeholder engagement and feedback.
- A gap analysis that will determine the future need of the APS Program.
- Establish ongoing inclusive policy making for Oregon communities.
- Based upon stakeholder feedback and gap analysis results in a draft foundational 3-5-year roadmap outline of where APS aspires to be in 2025.
- Prioritization of the 3-5-year road-map activities and recommendatio ns.
- Implementation plan with action steps to achieve the goals identified for Oregon APS.
- A guide of future needs for

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Conduct a gap		strategically and
analysis of current		proactively.
program needs with		
local offices.		
Build a future 3-5-		
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overall improvement		
and enhancement of		
the APS system.		

ARPA 2, Project 2 (Education/ Training Investments)

- Develop trainings through the lens of service equity.
- Include nontraditional approaches to complex scenarios which were proven to be useful during the COVID pandemic and prepare staff for changes resulting from ARPA 1, projects 1 and 3.
- Incorporate national standards reflected in ACL, TARC or National APS Association guidelines or recommendations.

 Investment: \$285,494 for contractual or temp staff purposes.

Augment

- training staff with contracted subject matter experts and service equity experts, including anti-bias curriculum development costs.
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- Incorporate specific elements and topics that are relevant and meaningful to APS professionals across the state.
- Coordinate with Service Equity Team and subject matter experts in the development of curriculum.
- Utilize curriculum and subject matter experts that addresses complex case scenarios.
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- Benefits to Oregonians.
- APS workforce will be skilled in areas of service equity; APS activities will meet the needs of Oregon communities.
- Priority setting from the 3-5year training strategy to support ARPA grant activities.
- Implementation plan with action steps to achieve the training goals identified for Oregon APS.
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ARPA 2, Project 3 (Data Collection):

- Incorporate the standardized collection of REALD (Race, Ethnicity, Language, and Disability) data into the Centralized Abuse Management (CAM) system to ensure compliance with a legislative mandate.
- Update the CAM system to support any business model changes needed as a result of recommendations from the Statutory/Equity Framework analysis activity.

• **Investment**: \$275,305

Create a gap

- analysis, system refinement and level of effort cost analysis for future ARPA expenditure.
- Coordinate REALD
 with Service Equity
 Team and subject
 matter experts.
- Implement REALD processes as part of APS activities.
- requirements⁶ into the Centralized Abuse Management (CAM) system for the purposes of ensuring compliance with this legislative mandate.
- Enhance the CAM system to support any business model changes made as a result of recommendations from the Statutory/Equity Framework analysis activity.

- REALD incorporated in the CAM system.
- Ability to anticipate fiveyear cycle changes to NAMRS data collection.
- Standardized approach and collection methods.
- Statutory/Equit y Framework & Analysis supported by the CAM system.
- REALD and
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- Standardized approach and collection methods.
- Level of effort for CAM system improvements.
- Change management training and support.

 An equity-based system for APS activities and data reporting that will follow the highest standard in data compilation and quality assurance purposes and meet legislative mandates.

⁶ The legislation requires a standard for obtaining information regarding the race, ethnicity, language and disability (REALD) of persons whom the APS division serves in the process of investigating reports of abuse, exploitation, or neglect.

 ARPA 2 Project 4: Conduct a needs assessment and gap analysis of program based on enhanced environmental scan. Prepare cost estimates for all activities, APRA 1-4. Prioritize activities based on needs/costs and 	 Investment: \$1,212,402 To Support: Outputs for ARPA2, Projects 1-3. Business model changes. Assess, prioritize activities to 	 Conduct a needs assessment and environmental scan. Create a gap analysis based on outcome of assessment/scan. Prioritize gap analysis activities or resources. Obtain cost estimates for gap analysis, reprioritize, as needed. Develop a draft 	 An assessment of current and future program/techn ology needs. A gap analysis to facilitate the priority setting process. An operational plan to serve as a guide to the 3-5-year roadmap for 	 A draft needs assessment for the Oregon APS Program. A draft gap analysis with recommendations, priorities. Preliminary cost estimates. 	 A final needs assessment based on inclusive statewide stakeholder feedback. A gap analysis that will help prioritize and determine the future needs of the Oregon APS Program.
 Prepare cost estimates for all activities, APRA 1- 4. Prioritize activities based on 	Projects 1-3. • Business model changes. Assess, prioritize	 analysis activities or resources. Obtain cost estimates for gap analysis, reprioritize, as needed. 	to facilitate the priority setting process. • An operational plan to serve as a guide to the 3–5-year	priorities. • Preliminary cost	 A gap analysis that will help prioritize and determine the future needs of the Oregon APS



Budget / Spending Plan for ARPA funds – Semi-annually for 3 to 5 years

The budget and spending plan will be used to enhance, improve, and strengthen the Oregon APS Program as identified in the following (3) priority areas of targeted development:

- 1. **Statutory Framework/Equity Analysis Activity**: Key tasks we will complete include a review of statutes and policies as they relate to abuse, abuse types, and abuse reporting. We will obtain stakeholder feedback on topics of concern and perform a gap analysis to identify areas in need of updating. From this, we will develop a proposal for a new statutory framework that offers equitable, non-paternalistic protective services and investigations for adults who are unable to protect themselves from abuse. Next, we will develop concepts to close statutory gaps and update statutory language to better reflect current understandings of vulnerability. Lastly, a gap analysis of current program needs will be conducted with local offices to build the future 3-5-year plan, identity future expenditure needs.
- 2. **APS Education/Training Investment:** This activity includes enhanced development of virtual trainings and specialized trainings during a pandemic. Our goal is to develop sustainable trainings through the lens of an equitable scope, including specific elements and topics that are relevant and meaningful to APS professionals across the state, including non-traditional approaches to complex scenarios which were proven to be useful during the COVID pandemic. The trainings will include any new national standards that are developed in response to the COVID pandemic in the future and will also reflect ACL, TARC or National APS Association guidelines and/or recommendations.
- 3. **Data Systems/Collection Investment:** The ACL ARPA funds will be used to incorporate the standardized collection of race, ethnicity, language, and disability (REALD) data into the Centralized Abuse Management (CAM) system for the purpose of ensuring compliance with this legislative mandate, which require standards to obtaining information of persons whom APS serves when reports of abuse, exploitation, or neglect. In addition, the CAM system will need to be enhanced to support any business model changes as a result of recommendations from the Statutory/Equity Framework analysis activity. This includes the ability to anticipate five-year cycle changes to NAMRS data collection.



In terms of overall, year by year activity planning purposes, our preliminary time estimate includes:

2022: Hire temporary staff, identify potential contract sources, create project plans, develop gap analysis approach, development of stakeholder engagement strategies, etc.

2023: Preliminary plan development and finalization, initial implementation phase as identified by each activity.

2024: Continue implementation phase and develop a review plan to incorporate adjustments or improvements, items that are new developments in terms of APS practice that we should consider. Prepare next steps for ARPA expenditures so we are proactively identifying needs of the Oregon APS Program.

2025: Evaluate the vision for 2025, adjust the plan for the next 3-5 years.

ARPA 1- First Grant Allocation - August 2021 - September 2023

	Description	2022 Period 1	2022 Period 2	2023 Period 1	2023 Period 2	Total
Project 1	Statute/Equity Framework	\$137,653	\$137,653	\$137,653	\$137,653	\$550,612
Project 2	Education/Training Investment	\$71,374	\$71,374	\$71,374	\$71,372	\$285,494
Project 3	Data System/REALD	\$68,826	\$68,826	\$68,826	\$68,827	\$275,305
Total		\$277,853	\$277,853	\$277,853	\$277,852	\$1,111,411

ARPA 2- Second Grant Allocation - August 2022 September 2024

		2023	2023	2024	2024	
	Description	Period 1	Period 2	Period 1	Period 2	Total
Project 1	Statute/Equity Framework	\$137,653	\$137,653	\$137,653	\$137,653	\$550,612
	Education/					
Project 2	Training Investment	\$71,374	\$71,374	\$71,374	\$71,372	\$285,494
Project 3	Data System/REALD	\$68,826	\$68,826	\$68,826	\$68,827	\$275,305
Project 4	 Enhanced environmental scan Gap analysis Prioritization Technology System Enhancements Business model enhancements (training, policy, change management). 	\$303,100	\$303,100	\$303,100	\$303,102	\$1,212,402
Total		\$580,953	\$580,953	\$580,953	\$580,954	\$2,323,813

Summary of ARPA 1 + ARPA 2 Expense

	2022	2022	2023	2023	2024	2024	
	Period 1	Period 2	Period 1	Period 2	Period 1	Period 2	Total
Summary	\$277,85	\$277,853	\$858,806	\$858,805	\$580,953	\$580,954	\$3,435,224



Expenditures for ARPA 2 include:

- 1. **Gap Analysis Concepts**: The gap analysis with local offices will include a needs assessment, both immediate and long-term for resources within the scope of the grant (best interest of the overall program, prioritized). The activities or items identified in the gap analysis will be prioritized, cost estimate performed as appropriate.
- 2. **Development of Operational Plan**: Preliminary plan finalization, continue implementation phase and develop a review plan to incorporate adjustments or improvements, items that are new developments in terms of APS practice that we should consider.
- 3. **Technology Upgrade**: Anticipated system enhancements that are needed for the Centralized Abuse Management System.
- 4. **Staffing**: (continuation of 3/OPA4, 1/AS2 or consulting agreements), pricing is 24-26 months, plus backfill costs.
- 5. **Training**: Change management, updates to Fundamentals of APS training, communication/training related to the Statutory Framework/Equity Analysis Activity and Data Systems/Collection Investment.
- 6. Services & Support: Administrative Costs (computers, travel, supplies)
- 7. **External Engagement**: Increasing awareness and outreach of adult abuse.
- 8. Future Needs: Prepare next steps for ARPA expenditures so we are proactively identifying needs of the Oregon APS Program.