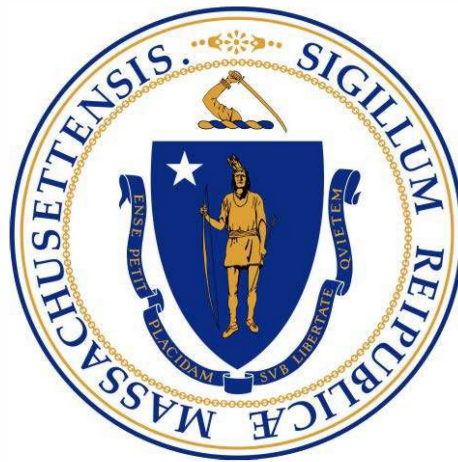


Office of the Statewide Long-term Care Ombudsman Program

Annual Report: FY2022



**One Ashburton Place
Boston, MA 02108**

State data for MA for FFY 2022

[Case and Complaints Summary](#)

[Complaint Type by Facility Type](#)

[Complaint Examples](#)

[System Issues](#)

[Organizational Structure](#)

[Organizational Conflicts of Interest](#)

[Staff and Volunteers](#)

[Funds Expended](#)

[Facility - Number and Capacity](#)

[Facility - RCC](#)

[Program Activities](#)

State data for MA for FFY 2022

[Back to Index](#)

Case and Complaints Summary

Total number of cases closed:

1965

Totals Cases per Complainant by Facility Setting

Complainant	Nursing Facility	Residential Care Community	Other	Total per complainant
Resident	1192	73	0	1265
Resident representative, friend, family	343	131	0	474
Ombudsman program	106	11	0	117
Facility staff	14	14	0	28
Representative of other agency or program	26	16	0	42
Concerned person	1	1	0	2
Resident or family council	10	0	0	10
Unknown	23	4	0	27
Total per facility type	1715	250	0	1965

Total number of complaints:

2743

Major Complaint Groups by Type of Facility

Complaint Category/Type	Nursing Facility	Residential Care Community	Other	Total by Complaint Type
A. Abuse, gross neglect, exploitation	25	28	0	53
B. Access to Information	73	10	0	83
C. Admission, transfer, discharge, eviction	196	51	0	247
D. Autonomy, choice, rights	326	45	0	371
E. Financial, property	141	37	0	178
F. Care	853	107	0	960
G. Activities and community integration and social services	198	12	0	210
H. Dietary	223	14	0	237
I. Environment	237	34	0	271
J. Facility policies, procedures and practices	56	10	0	66
K. Complaints about an outside agency (non-facility)	8	1	0	9
L. System and others (non-facility)	56	2	0	58

Complaint Verifications

Verification Status	Nursing Facility	Residential Care Community	Other	Total
Verified	2251	300	0	2551

Not Verified	141	51	0	192
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Complaint Dispositions

Disposition Status	Nursing Facility	Residential Care Community	Other	Total
Partially or fully resolved to the satisfaction of the resident, resident representative or complainant	1475	164	0	1639
Withdrawn or no action needed by the resident, resident representative or complainant	709	147	0	856
Not resolved to the satisfaction of the resident, resident representative or complainant	208	40	0	248

State data for MA for FFY 2022

[Back to Index](#)

Complaint Types by Type of Facility

Complaint Category/Type	Nursing Facility	Residential Care Community	Other	Total by Complaint Type
A. Abuse, gross neglect, exploitation	25	28	0	53
A01. Abuse: physical	10	12	0	22
A02. Abuse: sexual	2	4	0	6
A03. Abuse: psychological	6	4	0	10
A04. Financial exploitation	1	1	0	2
A05. Gross neglect	6	7	0	13
B. Access to Information	73	10	0	83
B01. Access to information and records	65	10	0	75
B02. Language and communication barrier	5	0	0	5
B03. Willful interference	3	0	0	3
C. Admission, transfer, discharge, eviction	196	51	0	247
C01. Admission	4	3	0	7
C02. Appeal process	4	1	0	5
C03. Discharge or eviction	117	46	0	163
C04. Room issues	71	1	0	72
D. Autonomy, choice, rights	326	45	0	371
D01. Choice in health care	26	4	0	30
D02. Live in less restrictive setting	58	7	0	65
D03. Dignity and respect	105	13	0	118
D04. Privacy	22	1	0	23
D05. Response to complaints	11	1	0	12
D06. Retaliation	4	2	0	6
D07. Visitors	29	10	0	39
D08. Resident or family council	0	0	0	0
D09. Other rights and preferences	71	7	0	78
E. Financial, property	141	37	0	178
E01. Billing and charges	30	28	0	58
E02. Personal property	111	9	0	120

Complaint Category/Type	Nursing Facility	Residential Care Community	Other	Total by Complaint Type
F. Care	853	107	0	960
F01. Accidents and falls	23	10	0	33
F02. Response to requests for assistance	161	14	0	175
F03. Care planning	52	24	0	76
F04. Medications	105	19	0	124
F05. Personal hygiene	94	13	0	107
F06. Access to health related services	108	3	0	111
F07. Symptoms unattended	80	12	0	92
F08. Incontinence care	31	3	0	34
F09. Assistive devices or equipment	87	5	0	92
F10. Rehabilitation services	101	0	0	101
F11. Physical restraint	0	2	0	2
F12. Chemical restraint	1	0	0	1
F13. Infection control	10	2	0	12
G. Activities and community integration and social services	198	12	0	210
G01. Activities	88	6	0	94
G02. Transportation	15	1	0	16
G03. Conflict resolution	31	3	0	34
G04. Social services	64	2	0	66
H. Dietary	223	14	0	237
H01. Food services	142	9	0	151
H02. Dining and hydration	38	2	0	40
H03. Therapeutic or special diet	43	3	0	46
I. Environment	237	34	0	271
I01. Environment	70	12	0	82
I02. Building structure	24	8	0	32
I03. Supplies, storage and furnishings	76	3	0	79
I04. Accessibility	12	1	0	13
I05. Housekeeping, laundry and pest abatement	55	10	0	65
J. Facility policies, procedures and practices	56	10	0	66
J01. Administrative oversight	2	4	0	6
J02. Fiscal management	3	0	0	3
J03. Staffing	51	6	0	57

Complaint Category/Type	Nursing Facility	Residential Care Community	Other	Total by Complaint Type
K. Complaints about an outside agency (non-facility)	8	1	0	9
K01. Regulatory system	0	0	0	0
K02. Medicaid	4	0	0	4
K03. Managed care	1	0	0	1
K04. Medicare	3	0	0	3
K05. Veterans Affairs	0	0	0	0
K06. Private Insurance	0	1	0	1
L. System and others (non-facility)	56	2	0	58
L01. Resident representative or family conflict	9	1	0	10
L02. Services from outside provider	7	0	0	7
L03. Request to transition to community setting	40	1	0	41

State data for MA for FFY 2022

[Back to Index](#)

Complaint Examples

	Nursing Facility Example	Residential Care Community Example	Optional Complaint Example
Facility type	Nursing Facility	Residential Care Community	N/A
Description	A resident indicated she would like to return to the community and requested advocacy to assist with the process. The resident is a refugee from Ghana, with no family in the area. She had been living with her husband in the US and they were in the process of obtaining for her Lawful Permanent Residence or Citizenship when her husband died unexpectedly. She had been working as a CNA when she then suffered a major stroke and was hospitalized. During her incapacity, her immigration status lapsed. She was admitted to a nursing facility for rehabilitation, but because she had no family in the US and was without citizenship, she was unable to access the supports she would need to care for herself in the community. She was not a citizen, nor did she have health insurance and the facility wanted to discharge her to Ghana because she had no form of payment. When speaking with the representative of the Office, the resident provided consent for the Ombudsman Program to investigate the complaint, discuss it with facility staff, and refer to other resources as appropriate and available. The resident was undecided about whether she would like to return to Ghana or consider a lesser level of care in the local area.	The State Ombudsman received a phone call from the Executive Director of an Assisted Living Residence, seeking support for eviction of a resident residing in a Memory Care Unit, because she had eloped twice even though the unit was considered “secured” with locked and alarmed doors. The Executive Director conceded that the facility staff had not conducted a root cause analysis about how this could have happened, and they wanted the family to pay for 1:1 supervision. The family of the resident consequently reached out to the representative when they received an eviction notice, even though they had agreed to pay privately for additional supervision.	N/A
Complaint topic	System and Others (non - facility)	Admission, Transfer, Discharge, Eviction	N/A
Complaint type	Request to transition to community setting	Discharge or eviction	N/A
Verification	Verified	Verified	N/A

Disposition	Withdrawn or no action needed by the resident, resident representative or complainant	Partially or fully resolved to the satisfaction of the resident, resident representative or complainant	N/A
Disposition narrative	The representative met with facility staff, sharing resources for potential discharge to the local community. The representative met with the resident on multiple occasions to further discuss her wishes regarding discharge options. The representative facilitated communication and referrals to the Central West Justice Center, an affiliate of Community Legal Aid, which provides free legal assistance to low-income residents of Central and Western Massachusetts, focusing on cases involving humanitarian-based immigration law, employment rights, housing and homelessness issues, as well as access to public benefits, and the ACLU Immigration Protection Project, a coordinated regional program providing immigrants in Western Massachusetts with referrals for legal assistance and connections to other services. The representative provided education to facility staff regarding the resident's transfer and discharge rights and accompanied the resident during the virtual meeting with the Board of Hearings for the appeal of the facility's discharge notice. These actions resulted in the resident obtaining legal counsel for both immigration and Medicaid eligibility, as well as dismissal of the discharge plan from the facility. The resident was ultimately approved for MassHealth so the facility was able to bill for her stay, and she was approved to remain in this country. The resident and her family in Ghana determined that she could not return to Ghana due to lack of supports and resources which would have resulted in an unsafe discharge. The resident expressed sadness about this but acknowledged her need to receive care at the nursing facility as her condition changed so that she could not move to a less restrictive care	The representative met with the resident and the resident's responsible party (daughter), who requested advocacy and provided consent for the Ombudsman Program to investigate the complaint, discuss it with facility staff, and refer to other resources as appropriate and available. The wishes of the resident and her responsible party were to remain at the assisted living residence. The resident was found to be alert, calm, confused but easily redirectable. Exit-seeking behaviors were random in nature and the resident wandered within the building, attempting to find her way back to the unit. The representative met with facility and corporate staff and toured the facility. Upon investigation, it was noted that the doors for the Memory Care Unit were locked with a timed-delay release as per fire safety code. However, the alarm indicating release was not loud enough to be heard by staff, and the release time was unduly short, allowing the resident to easily leave the unit undetected. The representative facilitated a meeting with the resident's responsible party and facility staff, who agreed to rescind the eviction notice and make modifications to their alarm system so that staff pagers would be activated when the initial alarm was activated, and the delay-release would be increased to 15 seconds to allow adequate staff response time. In addition, the facility agreed to provide hourly checks and pay for 1:1 supervision until such time as changes could be made to ensure the safety of the resident and other residents in the Memory Care Unit. The representative provided education to facility staff regarding the needs of residents with dementia who required specialized care and encouraged staff training regarding same.	N/A

	setting. The representative continued to provide regular support. A friend from Ghana who lives locally became involved as the resident's condition declined and was hoping to have the resident transferred to facility closer to the friend.		
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State data for MA for FFY 2022

[Back to Index](#)

System Issues

	System Issue 1	System Issue 2	System Issue 3 (Optional)
System issue topic	C - Admission, Transfer, Discharge, Eviction	L - System and Others (non-facility)	N/A
Problem description	On July 5th, 2022, a large assisted living residence in Boston, notified the Massachusetts Executive Office of Elder Affairs and residents of its intention to close on October 5th, in accordance with the regulatory 90-day notice requirement. At the time of notice, there were 80 residents living at the ALR, most of whom were members of a MassHealth Integrated Care Plan. The ALR had a Memory Care Unit. Since most assisted living residences in Massachusetts have primarily private pay arrangements, this further limited options for residents. While many of the residents qualified for nursing home placement, the stakeholders involved felt strongly that such transfers should be avoided if at all possible and that residents should be placed in a community setting with supports, preferably remaining in the catchment area of their managed care program with familiar providers who had been overseeing their care for some time.	Summary of COVID funds application to address volunteer recruitment/retention: During the COVID Pandemic, the program experienced a decrease in the numbers of Ombudsman Volunteers visiting nursing and rest homes. This phenomenon is reflected in both retention and recruitment issues. Although natural attrition occurs yearly, the past few years have seen elevated numbers of Ombudsman Volunteers leaving the program, and fewer new Volunteer Ombudsmen becoming certified.	N/A

Barriers description	There were many agencies involved in assisting residents during the closure of the assisted living residences. Initially, and initial collaboration was challenging as each agency worked independently to address issues but without a good understanding of what other agency's roles were, sometimes resulting in confusion and duplication of services. The Residence was anxious to move quickly to closure and did not always coordinate their own discharge planning with the wishes of the resident and the work of other agencies. There were a number of residents without significant family contact or social supports. This pending closure also followed several other recent closures of assisted living residences in the greater Boston area, such that bed supply was very limited. Since most assisted living residences in Massachusetts have primarily private pay arrangements, this further limited options for residents.	Lack of in-person contact with residents and colleagues due to visitor restrictions and suspension of in-person meetings led to frustration and dissatisfaction for a group motivated by interpersonal relationships. Fear of exposure and concerns about health risks voiced by volunteers and their families was observed: the majority of Ombudsman Volunteers are older adults identified as being in high-risk categories for exposure. In spite of Program Directors' best efforts to continue meetings, outside when possible, virtually through ZOOM or other meeting platforms, some volunteers found the technology challenging and unsatisfying. As Ombudsmen started returning to the facilities on a graduated basis, they were dismayed by what they saw in the facilities, with deterioration in resident conditions, staffing, and morale. The Program was constricted in conducting effective outreach for volunteers during the pandemic although we successfully pivoted to a virtual platform for the classroom training. Once the classroom training was completed, it was challenging for Program Directors to conduct supervisory visits when facilities were often not open to visitors and walking through a building was not an option related to risk of illness spread. As a result, supervisory "visits" often included access and introduction to residents via remote devices which also proved unsatisfying to prospective volunteers with a zeal to make a difference.	N/A
Issue status	Newly identified in this reporting year and not fully resolved.	Ongoing issue from last fiscal year	N/A
Affected setting	Residential Care Community	Not specific to a setting	N/A

Resolution strategies	Provided information to public or private agency Provided leadership or participated on a task force Developed and disseminated information Recommended changes to laws, regulations, policies or actions through written or oral testimony.	Provided information to the media Developed and disseminated information	N/A
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Resolution description	The State Ombudsman participated in a weekly meeting convened by the Executive Office of Elder Affairs, which included representatives from EOEA Programs (Home Care, Protective Services, the Assisted Living Certification Unit, Housing, Legal, Communications, Legislative Affairs) and MassHealth OLTSS (Office of Long Term Supports and Services)). A task force made up of additional stakeholders, including the Secretary of Elder Affairs, leaders of the MassHealth Integrated Care Plans, the Aging and Disability Resource Consortia (ADRC), the local Aging Services and Protection Agency (ASAP), and the City of Boston's Commission on Aging (AgeStrong) was also convened and met regularly through the closure date. Ombudsman Staff visited the ALR several times, holding meetings with residents and their representatives to advise of their rights during the closure process, meeting with facility staff to review specific cases, obtain status updates, provide education/advocacy about residents' rights, and facilitating communication and access for legal and disability advocates to meet with the residents on-site. The Ombudsman representatives provided information to the Incident Command Center and Task Force regarding conditions at the property as staffing, maintenance, security, and infrastructure issues were noted. Although the ALR planned to proceed with ceasing operations as an Assisted Living Residence on October 5th, they were prevailed upon and agreed to continue basic services and access until all the residents moved to a location of their choosing. As the facility was going to be unlicensed, there was extensive advance collaboration amongst the stakeholders to ensure the care needs of the remaining residents were safely met. By the end of the fiscal year, it was anticipated that of the 80	The State Ombudsman facilitated discussion amongst Regional Program Directors about recruitment and retention strategies, based on a "best practices" model of sharing various approaches. During the summer, some programs hosted monthly meetings outside, encouraging a sense of community by hosting BBQ's and focusing on social as well as programmatic discussions. Volunteers found support in being together and talking about the very real effects of the pandemic on both a personal and professional level. Program Directors adapted a supportive approach to visits so that, for example, if an ombudsman volunteer felt uncomfortable going to a nursing home because of recent COVID activity, the Program Director would do the visit and work with the volunteer to follow-up. Several programs developed more efficient reporting systems, often web-based, to decrease the use of paper and eliminate the need for volunteers to drop off or mail their monthly reports. Volunteers were provided with tablets, cellphones, and Chromebooks to facilitate communication: training and support for this technology was provided. The State Office made training more accessible across Massachusetts, with monthly virtual certification trainings that are split into shorter sessions to enable potential volunteers with work commitments to participate and not have to travel to remote locations. Local Program Directors participated in the trainings so they could provide follow-up support to the prospective volunteer, whether that be technical or programmatic. Virtual trainings for new volunteers also included an assistant who could help prospective volunteers access the virtual classes, tests, and materials in real time. One of the larger programs	N/A
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	residents discharged, 29% would be moved to a community setting such as independent/supportive apartments or family home, 24% would move to another assisted living residence, 18% would transfer to a rest home, and 30% would transfer to a nursing home. Approximately 29% of the residents who anticipated moving to nursing or rest homes were continuing to engage with a care coordinator from their MassHealth Integrated Care Plan to find a more permanent and less restrictive setting. The Ombudsman representatives planned to conduct follow-up visits and work with residents, families, receiving facilities, and care coordinators to ensure a smooth transition. As a result of the feedback and support from the Incident Command Team and the Task Force, EOE filed emergency regulations for Assisted Living Residences to increase the closure notification requirements from 90 to 120 days. Stakeholders agreed that much was learned during the process in terms of the roles of different agencies and how collaboration of organizations with different perspectives and experiences led to the overall success of resident relocation.	hired an area coordinator to conduct outreach activities, focusing on demographic analysis and statistics of each town in their catchment area to create more focused and creative recruitment strategies with outreach to organizations beyond the traditional Councils on Aging and Senior Centers. With the most recent round of funding granted in August, 2022, the regional program directors are engaging with their host sites on planning activities to develop media campaigns, speaker series, and augment the work of existing volunteer coordinators. Each host site handles recruitment differently and solutions will be region-specific, although there are opportunities for collaboration amongst the regions, especially with regards to recruitment for the assisted living expansion.	
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State data for MA for FFY 2022

[Back to Index](#)

Organizational Structure

Office of state LTCO location

Inside state government

Local Ombudsman Entity Location	Number of Ombudsman
Area agency on aging (AAA) an area agency on aging designated under section 305(a)(2)(A) of the Older Americans Act or a State agency performing the functions of an area agency on aging under section 305(b)(5) of the OAA.	17
Social services non-profit agency, with 501(c)(3) status, other than AAA	1
Legal services provider	0
Stand-alone local Ombudsman entity - a non-profit agency with 501(c)(3) status – the only program is the local Ombudsman entity	0
Total number of entities	18

State data for MA for FFY 2022

[Back to Index](#)

Organizational Conflicts of Interest

Conflict of Interest Type	Location	Remedy
Conducts preadmission screenings	Both State and Local	At the local level, each host agency completes the COI screening yearly during the designation process. All ombudsman programs are housed in the AAA division and the APS and screening functions are in the Community Care Division. As part of the Designation Agreement, local host agencies agree to ensure that all written and telephone communications with the local program will be maintained following established confidentiality requirements. All files maintained by the program at the local level are stored in locked file cabinets. Resident consent governs any exchange of information amongst the entities within each host site. At the State level, MOU's are in place that outline each program's responsibility and how, in keeping with each program's policies, they will work together if the consumer consents. The Ombudsman Program has moved from the SUA which houses the Assisted Living Certification Unit, to the Executive Office of Health and Human Services, to remediate potential conflict. Regulations were promulgated during the current Federal Fiscal Year to outline separation of duties and the autonomy of the Long Term Care Ombudsman Program. At both State and local levels, communication with the program is protected. All voice mail messages are on password protected systems and calls are not at any time accessible to other staff.

Provides adult protective services	Both State and Local	At the local level, each host agency completes the COI screening yearly during the designation process. All ombudsman programs are housed in the AAA division and the APS and screening functions are in the Community Care Division. As part of the Designation Agreement, local host agencies agree to ensure that all written and telephone communications with the local program will be maintained following established confidentiality requirements. All files maintained by the program at the local level are stored in locked file cabinets. Resident consent governs any exchange of information amongst the entities within each host site. At the State level, MOU's are in place that outline each program's responsibility and how, in keeping with each program's policies, they will work together if the consumer consents. The Ombudsman Program has moved from the SUA which houses the Assisted Living Certification Unit, to the Executive Office of Health and Human Services, to remediate potential conflict. Regulations were promulgated during this FFY to outline separation of duties and the autonomy of the Long Term Care Ombudsman Program. At both State and local levels, communication with the program is protected. All voice mail messages are on password protected systems and calls are not at any time accessible to other staff.
Has governing board, ownership, investment, or employment interest LTC facility	Local	All local host agencies complete the COI screening during the designation process. The local agency that has a Board member with LTC facility affiliation has in place requirements that the Board member recuse themselves from any discussion regarding the ombudsman program.

State data for MA for FFY 2022

[Back to Index](#)

Staff and Volunteers

Office of State Ombudsman Staff

Total staff	5	
Total full-time equivalent (FTE)	5	
Total state volunteer representatives	0	
Total hours donated by state volunteers representatives	0	Hours
Total other volunteers (not representatives)	0	

Local Ombudsman Entity Staff

Total staff	34	
Total full-time equivalent (FTE)	28	
Total local volunteer representatives	181	
Total hours donated by local volunteer representatives	12,682	Hours
Total local volunteers (not representatives)	0	

State data for MA for FFY 2022

[Back to Index](#)

Funds Expended

Funds Expended from OAA Sources

Federal - OAA Title VII, Chapter 2, Ombudsman	\$408,769
Federal - OAA Title VII, Chapter 3	\$0
OAA Title III - State level	\$300,000
OAA Title III - AAA level	\$1,202,595
Other Federal Sources	
There are no other Federal sources	
Total other Federal funds expended	\$913,588
Other State Sources	
There are no other State sources	
Total other State funds expended	\$856,803
Other Local Sources	
There are no other Local sources	
Total other Local funds expended	\$107,497

State data for MA for FFY 2022

[Back to Index](#)

Facility - Number and Capacity

Licensed Nursing Facilities

Total number	362
Total resident capacity	42676

Residential Care Communities

Total number	326
Total resident capacity	20307

State data for MA for FFY 2022

[Back to Index](#)

Facility - Residential Care Community Information

RCC type	RCC type definition	Minimum RCC capacity	Maximum RCC capacity
Assisted Living Residence Rest Home	Any entity, however organized, whether conducted for profit or not for profit, which meets all of the following criteria: a) provides room and board; and b) provides, directly by its employees or through arrangements with another organization which the entity may or may not control or own, Personal Care Services for three or more adults who are not related by consanguinity or affinity to their care provider; and c) collects payments or third party reimbursements from or on behalf of Residents to pay for the provision of assistance with the Activities of Daily Living, or arranges for same. (651 CMR12.02)A facility or units thereof that provides or arranges to provide in addition to the minimum basic care and services required in 105 CMR 150.000, a supervised supportive and protective living environment and support services incident to old age for residents having difficulty in caring for themselves and who are ambulatory and do not require Level II or III nursing care or other medical related services on a routine basis.	3	

State data for MA for FFY 2022

[Back to Index](#)

Program Activities

Certifications and Training

Certification training hours	36	Hours
Training hours required to maintain certification	24	Hours
Number of new individuals completing certification training	37	

Ombudsman Program Activities

Information and assistance to individuals	5203
Community education	52

Ombudsman Program Activities - Facilities

Activity	Nursing Facility	Residential Care Community
Training sessions for facility staff	7	7
Information and assistance to staff	2076	546
Number of facilities that received one or more visits	379	292
Number of visits for all facilities	10723	2047
Number of facilities that received routine access	311	69
Total participation in facility survey	499	27
Resident council participation	191	10
Family council participation	14	3

State and Local Level Coordination Activities

Area agency on aging programs, Facility and long-term care provider licensure and certification programs, The State Medicaid fraud control unit

Other Coordination Activities

Describe any state or local level coordination and leadership activities with the entities listed, as applicable.

"The ombudsmen hosted by the local AAA provide orientation to new staff of the agency about the ombudsman program. Depending on the size of the agency, this could be monthly or quarterly. One of the ombudsman programs has a monthly reporting function to the Board of the Directors of the AAA, keeping them apprised of current trends and systems issues. The program directors of each hosted ombudsman unit coordinate with the AAA for volunteer recruitment and retention, including informational campaigns on social media. Most of the local programs also have monthly meetings within the AAA to share systemic concerns, trends in their area, and educational material about each of their functions.

The State Ombudsman collaborates with the Department of Public Health and the Assisted Living Certification unit to share general information about observed trends and patterns. When a closure or emergency situation exists, there is communication regarding the status of the facility and any concerns that may arise during the process. The local ombudsman shares general observations about their homes in advance of standard or complaint surveys upon request of the licensure and certification programs.

The State Ombudsman meets bi-monthly with the Medicaid Fraud Unit of the Attorney General's Office, to discuss current trends and systems issues, and brainstorm approaches to address concerns and advocate for residents in nursing and rest homes. The Medicaid Fraud Unit has also participated in educational programs for ombudsman program directors."