

DANE COUNTY 2018 AAA BUDGET PRIORITIES: DRAFT #4 042617

The following budget priorities relate to aging programs and services provided by the Dane County Area Agency on Aging. They are listed in priority order by the Senior Focal Point Directors.

1 MENTAL HEALTH SERVICES – Request \$156,000 to contract for 1.5 FTE mental health case managers covering Dane County to provide mental health assessments and connection to mental health options (to include medical services, medication, out-patient therapy or counseling), and short term in-home therapy for 140-150 senior adults. This is an expansion of the County's current Case Management Program.

History: Mental health crosses all gender, racial, social-economic, and urban/rural indicators. The occurrence of mental health issues among Dane County senior adults has dramatically increased over the past several years. Although the increase can be attributed in part to the rapidly-growing number of Baby Boomer seniors, other factors include the reluctance to seek diagnosis and/or treatment due to the cultural norms of this generation. As a result, case managers address more complicated mental health cases with diminishing resources. One successful County-contracted mental health program (Mobile Outreach for Seniors Teams—or MOST) ended in 2016 when the needs of the seniors under Medicaid increased to a level that prompted the County to provide services under a CSP model.

Justification: Focal Point case managers are challenged with serving senior adults whose mental health behaviors threaten their health, living situation, food security, and safety, yet they may not have a mental health diagnosis or receive treatment. Without appropriate resources, case managers are constantly required to react to the client's behavior rather than address proactive treatment. Focal Point case managers need a referral source to effectively help senior adults with severe mental health issues that do not qualify for Medicaid. The proposed mental health case manager will collaborate with the general case manager and the client's medical provider to: conduct diagnostic assessments; determine treatment options; monitor meds while coordinating with the client's pharmacist; conduct short-term in-home therapy for the clients; provide support for families struggling with the client's mental health behaviors; and advocate for appropriate and equitable client services. There is a long waiting list even for clients who have mental health insurance coverage. This program would serve as a stop gap until a therapist is available. It would prevent crises and reduce costs associated with emergency care at Mendota and Winnebago.

Outcomes: Senior adults who experience symptoms of severe mental illness that interferes with their functioning and/or ability to remain living independently will receive short-term, comprehensive, individualized mental health services as a part of the case management service plan, which is currently not an option.

2 SPECIALIZED TRANSPORTATION – Provide an increase of \$124,800 for Specialized Transportation that would give 12 Focal Points five additional hours of bus service per week. Approximate cost per hour is \$40. This increase would allow older adults to participate in social opportunities or programs offered at their local senior centers that fall outside of the normal contracted hours.

History: Transportation to meal sites and various shopping destinations (general/grocery) is provided to each Focal Point through a contract between Dane County and local transportation providers. Allocated hours are assigned to each site with priority being transportation to the nutrition sites between the hours of 10 am-2 pm. This time frame allows for pick-ups and drop offs of participants and does not reflect the amount of time the senior is actually at the Center. The more seniors on a route or the larger square mileage of the Focal Point area, the less time the senior has at the Center.

Justification: Hours for Specialized Transportation through the county contract have not increased for over 10 years and 10 out of the 15 Focal Points **DO NOT** have Metro/Paratransit services. Although transportation is critical to the nutrition program, seniors that do not drive are unable to participate in any programs or special events that happen before or after lunch. In the past RSVP volunteers were able to transport seniors to personal appointments, visits to see loved ones in the hospital or nursing home, or rides to social and entertainment programs. Due to the huge demand for medical appointment rides (14,615 rides were

provided in 2016), the RSVP program can no longer afford to reimburse mileage for rides that fall outside of the medical need and it is getting more difficult for Focal Points to find volunteer drivers as the medical needs increase. For communities that do not have other transportation options like Metro/Paratransit, social isolation is a problem. And in communities that do have Metro/Paratransit, it cannot be assumed that all seniors can walk to a bus stop or are eligible for paratransit. Socialization is a key factor to healthy aging.

Outcomes: Social isolation and loneliness are health risks. These health risks can be linked to higher costs of health care related to both physical and mental health issues. By increasing transportation hours for 12 Focal Points needing this service, older adults that no longer drive will have the opportunity to enjoy programs or events offered outside of the nutrition program.

3 VOLUNTEER GUARDIANSHIP/REP PAYEE PROGRAM – Provide \$25,000 to continue offering the Volunteer Guardianship-Representative Payee Program to 100 senior adults needing services in Dane County through unpaid but highly trained volunteers. This amount covers a part-time (.5 FTE) contracted staff position.

History: The Volunteer Guardian Program was initiated over 15 years ago at the request of Dane County to address the shortage of qualified Guardians for senior adults who were deemed “incompetent” (unable to make safe, ethical life decisions for themselves) through legal proceedings in the court system. It was modeled after other similar programs from other parts of the country and was the first and largest program of its kind in Wisconsin. By recruiting vetted community adult volunteers and providing training, on-going support, and consulting services by an experienced staff member, South Madison Coalition of the Elderly (SMCE) has served thousands of seniors in need of support in our community, keeping them safe, improving their quality of life, and avoiding elder abuse and financial exploitation of our most vulnerable citizens. The Representative Payee program was added to address problems associated with seniors no longer able to manage their finances, specifically their Social Security income (which most low-income seniors receive as their only source of income) putting them at risk for losing their housing, not having adequate money to purchase basic needs like food, medications and clothing, and needing to access more costly community support networks. During 2016, 84 clients were served with 2,905 service hours.

Justification: Funding for this program had been provided by United Way of Dane County since its inception. With the narrowing of United Way’s focus for senior adults, SMCE received a significant decrease in funding (from \$30,000 to \$23,000 in 2011 and decreasing to \$11,500 in 2016). Program funding was completely eliminated in 2017. The City of Madison and Dane County provided funding for 2017 to make up the shortfall, but this was only a one-year commitment. Since this is the only program of its kind in Dane County serving all older residents of Dane County, we need to continue to be able to provide support to meet the ever growing needs and demands of a growing senior population.

Outcomes: 100 Senior adults in need of support will be provided with vetted, trained Volunteer Guardians and Representative Payees. These volunteers will meet the legal requirements of providing responsible decision-making and financial management to keep residents safe, free from exploitation and abuse and secure in their later years—most through end of life.

#4 CULTURAL DIVERSITY PROGRAM – Increase funding on a cost-to-continue basis by a total of \$40,000 to include: (1) \$24,500 to hire a part-time (.5FTE) African American program specialist for the Cultural Diversity Program at the hourly rate of \$17/hour; (2) \$10,000 for transportation; and (3) \$5,500 for translation of brochures and other materials into Spanish.

History: Funding currently comes from Older Americans Act (OAA) monies. However, state and federal dollars available to provide services on behalf of the aged population either remained flat or have been reduced compared to prior years. From 2003-2014, the program budget was in a similar range, increasing from \$31,400 to \$37,126 during the 12 year span. In 2015, the budget was increased by 15% to \$43,471. In 2017, the budget was increased to \$74,708 so both current cultural diversity program specialist positions could go from .63 FTE to 1 FTE. These two positions, which are contracted to North/Eastside Senior Coalition (NESCO), cover the entire County and had been part-time positions from 1975 to 2016.

Justification: Dane County continues to see an increase in racial-minority population (over 13% according to the 2010 Census Data, www.2010.census.gov). The three minorities with the largest populations ages 65+ in Dane County continue to be Latinx, Asian/Hmong, and African American. Dane County population of elderly (age 60+) according to the ACS 2009 – 2013 estimate shows:

- People of Color increased 9.16%, from 4,082 in 2010 to 4,456 White non-Hispanic increased 6.11%, from 70,843 in 2010 to 75,171
- The total number of adults ages 60+ is 79,627
- The total number of adults (ages 65+) living in household below the poverty level is 4,329
- The total number of racial-minority adults (age 60+) is 4,456

Research has shown that having access to more socialization, educational, and exercise class opportunities maintains or improves the health and wellness of senior adults. Many of the African American and Latinx senior adults in Dane county lack the resources to participate in these classes. Currently, over 400 African American and Latinx senior adults receive health and wellness education and connected with Focal Point case managers for additional services as needed. (NOTE: The African American Cultural Diversity Program provides monthly health education discussion and diabetes support presentations. The Latinx Cultural Diversity Program holds monthly health education discussion group presentations; it also offers a Grandparents Raising their Grandchildren Caregiver Support Group and a diabetes support group. NESCO and South Madison Coalition of the Aging were awarded a \$10,950 Special Projects Fund grant in 2016 to provide case management training for two Focal Point service areas in culturally-inclusive case management services for African American senior adults. The percentage of African American senior adults receiving case management services in these areas were not in proportion to the number of African American senior adults living in that area. (Colonial Club Senior Activity Center, which serves Cottage Grove, Deerfield, Marshall, Medina, and Sun Prairie, and West Madison Senior Coalition, serving the far west side of Madison, were the two Focal Point service areas selected for the training.) During the six month grant period, building relationships and trust between African American seniors and case management staff began to occur. In 2017, work connecting African American senior adults with trained case managers continues. In addition, a culturally-targeted program is offered each quarter and seniors are participating in existing activities at the two Focal Points. When grant-funded programming is offered, there is limited transportation unless the program coincides with nutrition program hours. This funding request will expand the grant to train case managers in two additional Focal Points, at least one urban and one rural. This will require an additional .5 FTE position (1,040 hours). The locations would be decided based on the interest of the Focal Point and the percentage of African American senior adults they serve in proportion to the number living in that area. Additional funding for transportation is also needed to support the program. And due to the limited staff and volunteers who speak Spanish, the Colonial Club is in need of translated brochures and other informational materials to help promote their services offered in Spanish. They currently offer a regular social gathering for Latinx senior adults and are working with the Dane County Cultural Diversity Latinx Program Specialist to increase participation.

Outcomes: Provide services for an additional 75-100 African American seniors, provide transportation for 250-300 additional rides, and translation of brochures and other informational materials to engage Dane County Spanish-speaking senior adults.

5 CATERING: NUTRITION MEALS – Increase funding on a cost-to-continue basis by a total of \$70,000 to cover the food costs associated with increasing numbers of meals needed for the home-delivered meal program.

History: Catering contracts went out to bid in 2016 for 2017, resulting in an average 5% increase in meal costs. Home-delivered meal utilization in the first two months of 2017 is 1,466 meals above the number of meals provided in the same time period during 2016. Fortunately, congregate meals are down 710 meals over the same period last year, thus total meals are up 756 over last year at this time (two months utilization). This is creating a 2017 estimated shortfall of approximately \$20,405 in catering dollars should this trend continue. Should congregate meals stay flat for the remainder of 2017, it is anticipated a waitlist for home-delivered

meals will need to be enacted without an increase of \$70,000 to meet the increased need for home-delivered meals in 2018. AAA has seen a decline in the number of persons and the frequency of needing home-delivered meals over the past three years through the use of nutrition risk-based assessment of need for meals. Unfortunately, the frail elder population is growing and these methods are no longer enough to reduce the increased need for catering dollars.

Justification: Providing meals for home-bound older adults costs approximately \$3,800 per year verses the average \$78,000/year for nursing home care. In 2016, seventy-two percent (72%) of home-delivered meal participants had three or more limitations in instrumental activities of daily living (IADL's), the number needed for placement into costly, nursing home long-term care. Ninety-six (96%) of Dane County seniors receiving home-delivered meals surveyed indicated these meals help them to live in the community instead of a nursing home.

Outcome: Waitlists for home-delivered meals to frail, home-bound seniors in 2018 without additional catering funding.

Requested by Access Committee

SPECIAL PROJECT FUND – Increase funding to the original recommendation of 5% of Focal Point case management funds or \$27,178.

History: Introduced by the Access Committee, the Special Project Fund was endorsed by the AAA Board and ultimately received approval in the 2015 budget. The purpose was to “meet the need of new funding for Focal Point initiatives or special one-time costs.” Although not the total amount requested (5% of Focal Point case management funds or \$36,450), the County did include \$13,807 for a one-time Special Project Fund in 2015, 2016, and 2017. The AAA Board ultimately agreed with an AAA staff recommendation to add this funding to the 2015 Leck and Mally Grants to contract for a Mental Health Consultant who will provide resources, opportunities, and strategies for Senior Focal Point Case Managers dealing with senior adult clients with complex mental illness challenges. In 2016, this funding was used to fund the collaborative program *Culturally Inclusive Case Management Services for African American Senior Adults*. The 2017 grant has not been awarded as yet.

Justification: The Special Project Fund was established to address unmet needs not covered by the Case Management Funding Formula. Its rationale: “The formula has an over-all static quality that cannot take into account innovative case management services provided by Focal Points. It cannot allow funding of any Focal Point initiative. It cannot allow for one-time costs such as for unanticipated equipment needs, start-up costs for special projects, continuing education opportunities, limited staff time to meet emergency situations, unanticipated costs for specialized equipment or services, and increased costs for supplies, postage, equipment repairs, and services.” (NOTE: Dane County’s funding for the Case Management Program in 2017 is \$819,701; 5% is \$40,985; subtracting current funding of \$13,807 brings this requested amount to \$27,178.)

Outcomes: Adequate funding will ensure Case Management initiatives and unmet needs are addressed.

Also considered by Focal Point Directors but ultimately removed from the list

CASE MANAGEMENT SERVICES – Provide an increase of \$50,000 for Case Management Services to meet the increasing demand and eliminate waiting lists by offering a County-wide graduate and post-graduate social work student internship program.

History: Dane County fulfills state-mandated requirements (through the Older Americans Act) to provide supportive services to help older individuals age in place by funding Client-Centered Case Management Services through 15 Focal Points. Despite receiving a recent increase of \$43,477 from Dane County, the needs of this vital program far exceed available funding. Dane County provided \$819,701 in 2017 for this program, which represents 39% of the total program funding. Some Focal Points have used student interns to cover their service area, but most are unable to train and mentor student interns due to their limited resources and the requirement for MSW supervision.

Justification: By 2020, it is projected Dane County residents over age 60 will increase by 31.2% over the number of seniors in 2010. Four Focal Points currently have waiting lists with wait times of seven days to three months. This rapid growth will continue and funding to support the number of case managers needed to provide service will be unavailable and unsustainable in the future. Other means for leveraging services without adding 15 case managers, at a cost of more than \$750,000 over the next several years, must be secured. Using unpaid student interns to address these needs will have immediate results. Partnering with local colleges that require each student to earn 448 – 576 hours in one academic year will provide valuable hands-on experience for the student while helping Focal Points meet initial and annual program assessment requirements (Volunteer Home Chore, Home-Delivered Meals, and Medicare Part D Enrollments). The requested funding will pay for a full-time contracted MSW staff position (hired through an RFP) to supervise, train, and mentor the student interns.

Outcomes: Senior adults will receive case management services in a more timely manner by providing a collaborative student internship program to eliminate waiting lists.

Summary

Priority	Program	Requested
1	Mental Health Services	\$156,000
2	Specialized Transportation	\$124,800
3	Volunteer Guardianship/Rep Payee	\$25,000
4	Cultural Diversity	\$40,000
5	Catering: Nutrition Meals	\$70,000
N/A	Special Projects Fund	\$27,178
N/A	Case Management	\$50,000
	TOTAL	\$492,978