

AAA Committee Recommendation Report

Report to the AAA Board

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Date: 5 June 2017

From: ☐ Access Committee ☒ Legislative/Advocacy Committee ☐ Nutrition/Wellness Committee

History/Related Actions

There are two open positions on the Legislative/Advocacy Committee. Emails were sent to the Focal Points and Elderly Advocacy Network to solicit volunteers to fill these positions. Lead Case Manager Julie Schubach is requesting to be appointed to a three-year term.

At the 4/24/17 Legislative/Advocacy Committee meeting, advocacy supporting federal, state, and county programs was discussed and resulted in three recommendations:

1. Advocacy Supporting Federal & State Programs

Batterman outlined areas of concern to senior adults in President Trump's Fiscal Year 2018 Budget Proposal, including a \$49 million cut (15 percent) to transportation funding and the elimination of the following: State Health Insurance Assistance Program, Senior Community Service Employment Program, Senior Corps Program, Community Services Block Grant, Social Services Block Grant, Low-Income Home Energy Assistance Program, and Prevention and Public Health Fund. In addition, deep cuts to the Supplemental Nutrition Assistance Program would increase the burden on the Senior Nutrition Program.

A motion was made by FRAZIER, seconded by KAUD, to recommend the AAA Board approve a letter to the state's congressional delegation stating that it is beyond comprehension that cuts are being considered to so many programs that are vital to helping seniors remain in their homes as long as possible. The motion carried by the following vote:

Ayes 8 BUNCK, DAVIS, FRAZIER, JOSEPHSON, KAUD, MCHONE, OLSON, SCHMIDLKOFER
Absent 1 STOCKER

2. 2018 AAA Budget Priorities

A motion was made by FRAZIER, seconded by KAUD, to recommend the AAA Board endorse a letter to Dane County Human Services Director Lynn Green and Dane County Executive Joe Parisi sharing the Focal Point Directors' consensus that a critical need exists for a Mental Health Services program that serves all senior adults with chronic mental health issues, not just those who qualify for Medicare. The motion carried by the following vote:

Ayes 8 BUNCK, DAVIS, FRAZIER, JOSEPHSON, KAUD, MCHONE, OLSON, SCHMIDLKOFER
Absent 1 STOCKER

Batterman stated Case Management Services replaced Specialized Transportation as the number two priority after Focal Point Directors changed the focus to seeking funds for an additional full-time case manager at South Madison Coalition of the Elderly to address a longstanding wait list.

The Specialized Transportation priority was modified to seek \$20,800 to fund ten additional hours per week of elderly group transportation outside of Senior Nutrition Program hours. The funding would be directed to Focal Points with high ridership and long wait times.

Velasquez stressed the need for additional Senior Nutrition Program catering funding to avoid institution of wait lists and reduction of frequency of meals. In 2017, a need for 13,700 more meals than currently budgeted is projected due to the major increase in utilization in rural areas, a trend projected to continue in 2018.

A motion was made by FRAZIER, seconded by SCHMIDLKOFER, to recommend the AAA Board adopt Draft 5f of the Dane County 2018 AAA Budget Priorities and add the funding request amount for Mental Health Services to the document. The motion carried by the following vote:

<i>Ayes</i>	<i>8</i>	<i>BUNCK, DAVIS, FRAZIER, JOSEPHSON, KAUD, MCHONE, OLSON, SCHMIDLKOFER</i>
<i>Absent</i>	<i>1</i>	<i>STOCKER</i>

Both letters were drafted and attached for your consideration/approval.

Financial/Budget/Other Resource Implications (if any)

Unknown

Recommendations

1. To appoint Julie Schubach to the Legislative/Advocacy Committee; term expires 4/14/20.
2. To approve the attached draft letter concerning Mental Health Services.
3. To approve the attached draft letter concerning the President's FY 2018 Budget.
4. To approve the attached 2018 AAA Budget Priorities.

Attachments

Mental Health Services DRAFT Letter
President's FY 2018 Budget DRAFT Letter
2018 AAA Budget Priorities DRAFT #6

Proposed Mental Health Services Letter

To: Dane County Executive Joe Parisi and DCDHS Director Lynn Green:

The Board of the Area Agency on Aging of Dane County (AAA) decided to call your attention to a major critical and growing issue facing older adults in Dane County. During the process of developing priorities for the 2018 county budget, Focal Point Directors, Case Managers, AAA staff, and the AAA Legislative/Advocacy Committee identified mental problems as the Number One priority for older people in Dane County.

This growing problem was compounded by elimination of the Mobile Outreach for Seniors Team (MOST) program that was discontinued after 2015. We understand that this county-funded model program was no longer a priority for its provider, Journey Mental Health Center, and was discontinued with little input from the AAA and other agencies, such as the 15 Focal Points that serve older persons.

MOST was funded by the county at over \$372,000 so obviously it is not an average budget amount for the AAA. The program provided unique mental health services specifically targeted to the elderly. They included diagnosis, Rx drug management and treatment, home visits and consultation, and assistance to Case Managers providing services to older adults with mental health issues. In short, it was very effective in meeting specific needs of older persons, and, unfortunately eliminated at a time the need is growing dramatically.

We want to alert you to this important issue hoping we can work together to restore the MOST program, or come up with an alternative plan to meet the mental health needs of older adults who are not Medicaid-eligible. We understand this is a large issue unlikely to be solved in the next budget, but we would like the opportunity to meet with you to begin developing a long range strategy.

We appreciate all you do for seniors in Dane County and look forward to working with you to develop solutions to this concern.

Proposed President's FY 2018 Budget Letter

To: Senators Baldwin & Johnson and Representative Pocan

On behalf of the Area Agency on Aging of Dane County's Board of Directors, I have written to express serious concern regarding the President's Fiscal Year 2018 Budget Proposal. If approved, this budget will have devastating consequences on senior adults in numerous areas which are vital safety-nets for our frail, vulnerable population. The proposed cuts are appalling. The President's budget is an attack on seniors—and is beyond belief.

I ask you to stand up for older adults and reject the proposed funding cuts and program eliminations that will have serious consequences to the people of Wisconsin.

DANE COUNTY 2018 AAA BUDGET PRIORITIES: DRAFT #6 060517

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 and Legislative/ Advocacy Committee (5/24/17).

Basic Need:

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

History: Catering contracts went out to bid in 2016 for 2017, resulting in a 5% average increase in meal costs. Home-delivered meal utilization in the first three months of 2017 is 3,278 meals above the number of meals provided in the same time period during 2016. Congregate meals are up 609 meals over the same period last year. If this trend continues in 2017, this will create an estimated shortfall of approximately 13,721 meals, largely in the home delivered meal program. Without an additional \$68,605 in 2017, we will run out of home-delivered meals by November 22, 2017. If home-delivered meal utilization remains flat in 2018, this would result in the need for a waitlist for home-delivered meals unless there is a \$70,000 increase in catering funding for home-delivered meals. By using nutrition risk-based assessments of need for home-delivered meals, AAA has seen a decline in the total number and frequency of persons needing home-delivered meals over the past three years. Unfortunately, the home-bound, frail elder population at nutritional risk is growing thus increasing the need for home-delivered meal funding.

Justification: Providing meals for one home-bound older adult costs approximately \$3,800 per year compared with the average \$78,000/year cost 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 in costly nursing home long-term care. Ninety-six (96%) of Dane County seniors surveyed who receive home-delivered meals indicated these meals help them live in the community instead of a nursing home.

Outcome: Eliminate the need for a 2018 waitlist for home-delivered meals for frail, home-bound seniors.

1 MENTAL HEALTH SERVICES – Request contracting for a program similar to the Mobile Outreach for Seniors Team (MOST) program, which provided mental health treatment services and case management support to Medicaid older adults to improve their physical and mental health, thereby, enabling these seniors to continue living in their own homes. Dane County contracted with MOST for \$372,338 in 2015 of which \$51,492 had to be earned in Medicaid reimbursements. The MOST Program contract stipulated that 170 clients would receive prescriber services and 160 clients would receive case management services.

History: Mental health crosses all gender, racial, social-economic, and urban/rural indicators. The incidence of mental health issues among Dane County senior adults has increased dramatically in recent years. This increase can be attributed, in part, to the rapidly growing number of Baby Boomer seniors. In addition, the cultural norms of the Baby Boomer and Greatest Generation contribute to their reluctance to seek early diagnosis and/or treatment of mental health issues. As a result, Focal Point case managers have had to address more complicated mental health cases while receiving diminishing resources.

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 these

seniors may not have a mental health diagnosis or receive treatment. Without appropriate resources, Focal Point case managers are constantly required to react to the client's behavior rather than address proactive treatment. To effectively help senior adults with chronic mental health issues who do not qualify for Medicaid, Focal Point case managers need a program to refer these clients. A program like MOST is needed to conduct diagnostic assessments, determine treatment options, monitor medications, coordinate medications with the client's pharmacist, conduct short-term in-home therapy, provide support for families struggling with the client's mental health behaviors, advocate for appropriate and equitable client services, arrange for transportation to the doctor and see a physician for diagnosis. Even clients with mental health insurance coverage currently experience long waiting list times before a therapist is available. The MOST Program provided mental health support to seniors who were at Focal Points in rural areas, and helped prevent crises and the high costs associated with emergency care at Mendota and Winnebago.

Outcomes: Senior adults who experience symptoms of chronic mental illness that interfere with their functioning and/or ability to continue living independently will receive comprehensive, individualized mental health services, which is currently not available. This program will help these seniors function well enough to continue living independently, thus saving the high cost of emergency care. In addition, Focal Point case managers will have time to support more seniors in Dane County. It is estimated over 205 senior adults need this program in 2017.

2 CASE MANAGEMENT SERVICES – Provide an increase of \$50,000 to fund an additional full-time Case Manager at the South Madison Coalition for the Elderly (SMCE) in order to serve an additional 50-60 senior adults who currently are on a waitlist for case management services in the South Madison area of Dane County.

History: Dane County fulfills state-mandated requirements (through the Older Americans Act) to provide supportive services to assist older individuals to remain living in their own homes by funding Client-Centered Case Management Services through 15 Focal Points. Despite receiving a recent increase of \$43,477 over the past two budget cycles, this only restored a prior reduction in funding to slightly above 2008 funding levels. The current and future needs of this vital program far exceed available funding. Dane County provided \$819,701 in 2017 for this program, which only represents 39% of the total cost to operate the program. The remaining funding is provided by the local municipality and considerable fund raising activity conducted by the Focal Points each year.

Justification: By 2020, it is projected Dane County residents over age 60 will increase by 31.2% from the number of seniors in 2010. This rapid growth will continue. Both senior focal points and contracted agencies realize they need additional funding to meet the future need, estimated at 15 additional case managers costing approximately \$750,000. For the past two years, older adults residing in the SMCE Focal Point service area have and continue to experience a waiting list for services, with wait times ranging from six to 16 weeks. Factors causing the wait list include a high density of minority senior adults, living in the smallest geographic service area of Dane County, with a high rate of poverty, and limited community resources. Despite these challenges, SMCE serves the highest percentage of the total senior adult population in Dane County. Further, it consistently provides a significantly larger number of service hours than the other 14 Focal Points. For these reasons, seniors adults living in the SMCE service area are critically underserved.

Outcomes: 50-60 senior adults living in the SMCE service area will receive case management services vital to ensuring these seniors are able to remain living in their own homes through elimination of waitlists for services.

3 VOLUNTEER GUARDIANSHIP/REPRESENTATIVE 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, highly trained volunteers. This amount covers a part-time (0.5 FTE) contracted staff position.

History: The Volunteer Guardianship Program was initiated over 15 years ago at the request of Dane County to address the shortage of qualified Guardians for lower income senior adults who were deemed “incompetent” (unable to make safe, ethical life decisions for themselves) through legal proceedings. It was modeled after similar programs from other parts of the country and was the first and largest program of its kind in Wisconsin. This program was unique not only to Dane County, but to the state, and has become a model for other counties. The Guardianship program recruits and vets community adult volunteers and provides them with training, on-going support, and consultation from an experienced staff member of South Madison Coalition of the Elderly (SMCE). Since 2002, this program 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. The Representative Payee Program was added to assist seniors no longer able to manage their finances, specifically their Social Security income (which is the only source of income for most low-income seniors.) This program helps seniors manage their money, ensuring enough is allocated for basic needs like housing, food, medications and clothing, thereby reducing their risk of losing their housing or need for more costly community services. The program recruits volunteers, provides training, and requires quarterly meetings for continuing education. One-on-one consultation with volunteers is offered also. During 2016, 84 clients were served in the Volunteer Guardianship/Representative Payee Program. Each volunteer donates an average of 3 hours/month per senior served. In 2016, these volunteers provided a total of 2,905 service hours. The average fee charged by corporate/paid guardians is \$150/hour. Multiplying this fee by the total number of service hours provided by volunteers yields a total cost of \$435,750. By investing \$25,000 Dane County has the ability to save over \$400,000. The Volunteer Guardianship/Representative Payee Program has saved Dane County over \$4 million since its inception.

Justification: Funding for this program had been provided by United Way of Dane County since its inception. As United Way’s funding foci have narrowed, SMCE received a significant decrease in funding (from \$30,000 in 2010 to \$11,500 in 2016). In 2017, United Way eliminated its funding for this program. The City of Madison and Dane County provided funding for the program in 2017, but this was a one-year commitment. For a relatively small investment, Dane County can save almost more than \$450,000 annually and support the needs of an increasing and vulnerable senior population.

Outcomes: 100 senior adults in need of support will receive vetted, trained Volunteer Guardians and Representative Payees. These volunteers will meet the legal requirements of providing responsible decision-making and financial management to keep seniors safe, secure, and free from exploitation and abuse. Dane County will save over \$400,000 in privately provided guardianship fees.

#4 SPECIALIZED TRANSPORTATION – Provide an increase of \$20,800 for Specialized Transportation to fund ten additional hours of elderly group bus service per week during 2018. Approximate cost per hour is \$40. This increase would allow more seniors to participate in social opportunities or programs that fall outside of the normal hours contracted for senior transportation. These additional transportation dollars will be allocated to Focal Points with high ridership and long ride times.

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. Priority is given to transportation to the Focal Points' nutrition sites between 10 am and 2 pm. Seniors going to meal sites can be picked up as early as 10 am and returned home as late as 2 pm. The more seniors on a transportation route or the longer the distance covered in a route, the more time seniors spend on the transportation van and the less time they have at the Senior Center.

Justification: Hours for Specialized Transportation through the County contract have not increased for over 10 years; during this time the number of seniors in the County has increased as Baby Boomers age. Ten of the 15 Focal Points **DO NOT** have Metro/Paratransit services. Transportation to and from the nutrition program is the priority of the County's Specialized Transportation funding for seniors. Seniors who depend on this county transportation are often unable to attend programs or special events that occur before or after lunch because these seniors can spend up to an hour on the transportation van going to and from the senior center. Socialization is a key factor to healthy aging. If the program is before or after the 11 am and 1 pm timeframe, Specialized Transportation is typically not available for senior programs. In the past, RSVP volunteers were able to transport seniors on rides to social and entertainment programs, personal appointments, or visits to see loved ones in the hospital or nursing home. Due to the huge demand for RSVP medical appointment rides (14,615 rides were provided in 2016), the RSVP program now only reimburses volunteers for mileage for rides taking seniors to medical appointments for medical needs. Thus, it is difficult to find volunteer drivers for non-medical needs. For communities that do not have other transportation options, like Metro/Paratransit, social isolation is a problem for seniors. Even in communities that have Metro/Paratransit, this is not an option for seniors who cannot walk to a bus stop or who are not eligible for paratransit. Although each of the 15 Focal Points need five additional transportation hours per week, this would result in an unrealistic request of \$156,000 ($15 \times 5 \text{ hrs/week} \times 52 \text{ wks/year} = 3,900 \text{ hours} \times \$40/\text{hour} = \$156,000$), and therefore we are seeking to begin the process of increasing transportation funding for senior adults by making 520 additional transportation hours available in 2018.

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 at least two Focal Points with critical need, as determined by ridership, older adults that no longer drive will have shorter bus rides and the opportunity to enjoy programs or events offered before or after the nutrition program.

#5 CULTURAL DIVERSITY PROGRAM –Increase funding by a total of \$40,000 to meet the increased need for programming in the African American elder population, to include: (1) \$24,500 to hire a part-time (0.5 FTE) 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 for the Cultural Diversity Program currently comes from Older Americans Act (OAA) monies. However the program budgeted for Dane County's Senior Cultural Diversity Program remained relatively flat from \$31,400 in 2003 to \$37,126 in 2014. In 2015, the budget increased to \$43,471 and then to \$74,708 in 2017. This money has paid for a contract with the North/Eastside Senior Coalition and allowed the Cultural Diversity program specialist position to increase from 0.63 FTE to 1 FTE. The African American and Latinx Cultural Diversity Programs provide monthly health education discussion and diabetes support presentations. The Latinx Cultural Diversity Program also offers a Grandparents Raising their Grandchildren Caregiver Support Group.

Justification: Dane County continues to experience a growth in racial-minority seniors (over 13% according to the 2010 Census Data). The three minorities with the largest populations ages 65+ in Dane County continue to be African American, Latinx, and Asian/Hmong. Currently, over

400 African American and Latinx senior adults in Dane County receive health and wellness education and are connected with Focal Point case managers for additional services as needed. This represents less than 10% of all seniors of color in Dane County.

In 2016, NESCO and South Madison Coalition of the Aging were awarded a \$10,950 Special Projects Fund grant from the Area Agency on Aging to provide culturally-inclusive case management training for two Focal Point service areas (Colonial Club Senior Activity Center and the West Madison Senior Coalition). The percentage of African American senior adults receiving case management services in these areas were disproportionately low as compared to the number of African American senior adults living in each area. The project focus was to build relationships and trust between African American seniors and case management staff by connecting these senior adults to programs and services at these two Focal Points. In 2017, a culturally-targeted program will continue to be offered for senior adults in the Colonial Club and West Madison areas to continue the work started last year.

The 2018 funding request will expand the Culturally-Inclusive Case Management training to case managers in two additional Focal Points, at least one urban and one rural. The Focal Points will be determined based on interest and the percentage of African American senior adults served in proportion to the number living in that service area. \$24,500 of this 2018 request would be used to hire a part-time (0.5 FTE) African American program specialist for the Cultural Diversity Program at the hourly rate of \$17/hour.

Unfortunately, there is limited transportation to the culturally specific programs offered by the Cultural Diversity Program as a whole unless they coincide with nutrition program hours. \$10,000 of this 2018 request would fund transportation for seniors of color to attend programs at several Dane County Focal Points.

Due to the limited number of staff members and volunteers who speak Spanish, Colonial Club needs assistance translating brochures and other informational materials into Spanish to promote their services for Spanish speaking seniors. Colonial Club currently offers regular social opportunities for Latinx senior adults and is working with the Dane County Cultural Diversity Latinx program specialist to increase participation. \$5,500 of this 2018 request would be used to translate brochures and other materials into Spanish for Colonial Club.

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.

#6 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 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 provided 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 yet been awarded.

Justification: The Special Project Fund was established to address unmet needs not covered by the Case Management Funding Formula. Its rationale is as follows: “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.

Summary

Priority	Program	Requested
Basic Need	Catering: Nutrition Meals	\$70,000
1	Mental Health Services	\$372,338
2	Case Management	\$50,000
3	Volunteer Guardianship/Rep Payee	\$25,000
4	Specialized Transportation	\$20,800
5	Cultural Diversity	\$40,000
6	Special Projects Fund	\$27,178
	TOTAL	\$605,316