

**RESOLUTION
ROCK COUNTY BOARD OF SUPERVISORS**

Randy Terronez, Asst. to the County
Administrator
INITIATED BY



Randy Terronez, Asst. to the
County Administrator
DRAFTED BY

Education, Veterans and Aging
Services Committee & Human
Services Board
SUBMITTED BY

December 2, 2020
DATE DRAFTED

Approval of ADRC-COA Integration Recommendation

1 **WHEREAS**, in early 2019, the retirement of the director of the Council on Aging provided the
2 opportunity to study the feasibility of combining the senior services of the Council on Aging with the
3 Aging and Disability Resource Center; and,
4

5 **WHEREAS**, in a separate but related event, the decision to move Human Services programs to 1717
6 Center Avenue led to the decision for the Council on Aging to be co-located with the future office
7 space of the ADRC as both programs' clients were similar; and,
8

9 **WHEREAS**, in May 2019, the County Board established an Aging Services Integration Review
10 Advisory Committee to study the integration of the Council on Aging and the ADRC. The Study
11 Committee consisted of ten members: half representing the Council on Aging Advisory Board and half
12 representing the ADRC Advisory Committee; and
13

14 **WHEREAS**, a consultant was hired utilizing state funds to assist the Advisory Committee with its
15 charge. The purpose of this project was to gather and analyze information, gather input, and discuss the
16 opportunities and concerns with regard to integration; and,
17

18 **WHEREAS**, the Advisory Committee after several meetings recommended integration of the Council
19 on Aging with the ADRC as the best available course of action; and,
20

21 **WHEREAS**, a memo dated October 9, 2020 from County Administrator Josh Smith recommended
22 integrating the Council on Aging with the ADRC/Adult Protective Services under the Human Services
23 Department, effective January 1, 2022 as the best way forward for the following reasons:
24

- 25 A. Share one database of clients. Both programs utilize the State-required SAMS software to track
26 client data but are unable to share client data under the existing organizational set-up. Shared
27 client data would greatly enhance client outcomes.
- 28 B. Additional funding would be generated that can be used to expand Elder Benefit Specialist
29 services. Specifically, integration would allow the current Elderly Benefits Specialist function in
30 the COA to capture Medicaid (MA) reimbursement. The COA Elder Benefit Specialist position is
31 currently funded by state monies in the amount of \$53,000. In a merged environment, the position
32 would be able to bill the MA program for MA clients it serves, which would free up the state
33 aging grant funds for other needed areas, including additional Elder Benefit Specialist staff.
34 Currently, this additional revenue cannot be realized as the COA does not have the capability to
35 bill for MA clients.
- 36 C. Utilize the existing fiscal and administrative support staff in HSD, particularly as it relates to
37 additional MA revenue. This will keep administrative costs lower by not having to hire additional
38 accounting staff and allow COA and ADRC staff to spend more time on programming,
39 communication, marketing, and other strengths
40

41 **WHEREAS**, the integration would result in three separate units (ADRC, Council on Aging, and Adult
42 Protective Services) whereby each unit would maintain a distinct focus on service delivery and
43 identity.

Approval of Council on Aging and ADRC Integration Recommendation

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44 NOW, THEREFORE, BE IT RESOLVED by the Rock County Board of Supervisors duly assembled
45 this 17th day of December, 2020, does hereby approve the ADRC-COA Integration
46 recommendation that places the Council on Aging under the Human Services Department ADRC/APS
47 division, effective January 1, 2022, per County Administrator Josh Smith memo dated October 8, 2020.

48
49 BE IT FURTHER RESOLVED, the following activities would occur:

- 51 1. The COA and ADRC prepare for the move to 1717 Center Avenue and develop an integration
52 plan. This would include working with Eau Claire and Sheboygan counties, as identified in the
53 Advisory Committee's report, to learn about their processes used for integration and
54 developing a communication strategy for clients. Any further organizational structure changes
55 would be submitted as part of the 2022 budget request.
- 56 2. Part of the integration plan would also include a recommendation for advisory committee
57 oversight that meets state statutory requirements and the needs of the represented
58 constituencies.
- 59 3. Following the move, finalize plans to begin operation as a joint entity as of January 1, 2022.

Respectfully submitted,

HUMAN SERVICES BOARD

/s/ Brian Knudson
Brian Knudson, Chair

/s/ Sally Jean Weaver-Landers
Sally Jean Weaver-Landers, Vice Chair

Dissent
Pam Bostwick

/s/ Kaelyb Lokrantz
Kaelyb Lokrantz

/s/ J. Russell Podzilni
J. Russell Podzilni

Dissent
Kathy Schulz

/s/ Ashley Hoffman
Ashley Hoffman

Dissent
Angelina Reyes

Dissent
Shirley Williams

FISCAL NOTE:

The ADRC-COA integration is expected to open up new funding sources as well as administrative efficiencies. Total fiscal impact is undetermined at this time.

/s/ Sherry Oja

Sherry Oja
Finance Director

EDUCATION, VETERANS AND AGING SERVICES COMMITTEE

/s/ Yuri Rashkin
Yuri Rashkin, Chair

/s/ Doug Wilde
Doug Wilde, Vice Chair

Dissent
Pam Bostwick

/s/ Louis Peer
Louis Peer

/s/ Jacob Taylor
Jacob Taylor

LEGAL NOTE:

The County Board is authorized to take this action pursuant to secs. 55.043, 59.01, 59.03(01) & 59.53(11), Wis. Stats.

/s/ Richard Greenlee

Richard Greenlee
Corporation Counsel

ADMINISTRATIVE NOTE:

Recommended.

/s/ Josh Smith

Josh Smith
County Administrator

Executive Summary

A memo dated October 8, 2020 by County Administrator Josh Smith outlined the process, options and benefits regarding moving forward with integrating the Council on Aging with ADRC and is attached.

The study began in early 2019 with the retirement of the director of the Council on Aging which provided the opportunity to study the feasibility of combining the senior services of the Council on Aging with the Aging and Disability Resource Center.

Separate but related, the decision to move Human Services programs to 1717 Center Avenue led to the decision for the Council on Aging to be co-located with the future office space of the ADRC as both programs' clients were similar.

An Aging Services Integration Review Advisory Committee was established by County Board resolution to investigate the integration of the Council on Aging and the ADRC. The Study Committee consisted of ten members: 1.) half representing the Council on Aging (three citizens and two County Board members serving on the Council on Aging and/or Education, Veterans and Aging Services Committee); and 2.) half representing the ADRC Advisory Committee (four citizens and one County Board member serving on the ADRC Advisory Committee and/or Human Services Board).

A consultant was hired utilizing state funds to assist the Advisory Committee with its charge. The purpose of this project was to gather and analyze information, gather input, and discuss the opportunities and concerns with regard to integration. After several meetings, the Advisory Committee recommended integration of the Council on Aging with the ADRC in late 2019. The final report was presented and reviewed at the January 21, 2020 EVAS Committee and the January 22, 2020 Human Services Board meetings.

The October 9, 2020 memo from County Administrator Josh Smith recommended integrating the Council on Aging with the ADRC/Adult Protective Services under the Human Services Department, effective January 1, 2022 as the best way forward for the following reasons:

- A. Share one database of clients. Both programs utilize the State-required SAMS software to track client data but are unable to share client data under the existing organizational set-up. Shared client data would greatly enhance client outcomes.
- B. Additional funding would be generated that can be used to expand Elder Benefit Specialist services. Specifically, integration would allow the current Elderly Benefits Specialist function in the COA to capture Medicaid (MA) reimbursement. The COA Elder Benefit Specialist position is currently funded by state monies in the amount of \$53,000. In a merged environment, the position would be able to bill the MA program for MA clients it serves, which would free up the state aging grant funds for other needed areas, including additional Elder Benefit Specialist staff. Currently, this additional revenue cannot be realized as the COA does not have the capability to bill for MA clients.
- C. Utilize the already existing fiscal and administrative support staff in HSD, particularly as it relates to additional MA revenue. This will keep administrative costs lower by not having to hire additional accounting staff and allow COA and ADRC staff to spend more time on programming, communication, marketing, and other strengths

The integration would result in three separate units (ADRC, Council on Aging, and Adult Protective Services) whereby each unit would maintain a distinct focus on service delivery and identity.

Subject to approval of the resolution, the following activities would occur:

1. The COA and ADRC prepare for the move to 1717 Center Avenue and develop an integration plan. This would include working with Eau Claire and Sheboygan counties, as identified in the Advisory Committee's report, to learn about their processes used for integration and developing a communication strategy for clients. Any further organizational structure changes would be submitted as part of the 2022 budget request.
2. Part of the integration plan would also include a recommendation for advisory committee oversight that meets state statutory requirements and the needs of the represented constituencies. At present, the following bodies are established as advisory to their respective programs: 1.) Council on Aging Advisory Council; 2.) members of the Council on Aging Advisory Council also serve as the Council on Aging Nutrition Advisory Board; 3.) Transportation Coordinating Committee; and 4.) the ADRC Advisory Committee.
3. Following the move, finalize plans to begin operation as a joint entity as of January 1, 2022.

ROCK COUNTY, WISCONSIN



County Administrator's Office
 51 South Main Street
 Janesville, Wisconsin 53545
 Phone: 608/757-5510
www.co.rock.wi.us

DATE: October 8, 2020

TO: Education, Veterans, and Aging Services Committee
 Human Services Board
 Council on Aging
 ADRC Advisory Committee

FROM: Josh Smith
 County Administrator

RE: ADRC -- Council on Aging Integration Recommendation

Background

In early 2019, the retirement of the director of the Council on Aging provided the opportunity to study the feasibility of combining the senior services of the Council on Aging with the Aging and Disability Resource Center.

Separate but related, the decision to move Human Services programs to 1717 Center Avenue led to the decision for the Council on Aging to be co-located with the future office space of the ADRC as both programs' clients were similar.

In May 2019, the County Board established an Aging Services Integration Review Advisory Committee to look into whether to integrate the Council on Aging and the ADRC. The Study Committee consisted of ten members:

- half representing the Council on Aging (three citizens and two County Board members serving on the Council on Aging and/or Education, Veterans and Aging Services Committee); and
- half representing the ADRC Advisory Committee (four citizens and one County Board member serving on the ADRC Advisory Committee and/or Human Services Board).

The Advisory Committee was chaired by then County Board member Phil Owens who also represented the Council on Aging and Education, Veterans and Aging Services Committee.

A consultant was hired utilizing state funds to assist the Advisory Committee with its charge. The purpose of this project was to gather and analyze information, gather input, and discuss the opportunities and concerns with regard to integration.

Meetings were held in 2019 with a final report in early fall of that year. The report's recommendations (page 15 of the report) called for:

1. The Rock County COA and ADRC to integrate into one entity:
 - a. This effort's main focus must be on the customer.
 - b. Set aside personal agendas.
 - c. Multiple staff trainings needed monthly. Utilizing experiences from other benchmark counties to establish a training process for moving forward. No need to re-invent the wheel.
2. Develop a marketing strategy for all aging programs and services in the newly integrated entity:
 - a. One brochure, one website, one social media point, one phone number, and advertising that promotes all aging programs and services as one.
 - b. Identification of the potential for additional marketing dollars through ADRC.
 - c. Solicit Donations from health care organizations for additional promotion.

3. Establish an integrated SAMS (software application used by Council on Aging and ADRC) database for tracking purposes.
 - a. Staff need to understand and review customer contacts within the software application.
 - b. Establish contact goals on an annual basis and include them in County budget documents.
4. Establish customer service metrics
 - a. What does excellent customer service mean?
 - b. Define what excellent customer service means and use this as a tool to develop a customer service survey. Review survey metrics with staff every 6 weeks.
5. Strategize on how integration with ADRC can grow state funding for positions.
 - a. Initially, growing the Elder Benefits Specialist FTE, prevention funding, and caregiver support for people with disabilities.
 - b. Implementing a billable hours model across the integrated organization.
6. Identify how the integration will affect advisory boards and oversight committee.
 - a. Identify the structure of advisory boards and what County Board committee will provide oversight.
 - b. Work with Eau Claire and Sheboygan counties to learn about their processes with regard to structure and how their corporation counsels engaged with this effort.
7. Secure additional funding for transportation services.
 - a. Is it possible to expand transportation rides from Beloit to Rockford and Janesville to Madison?
 - b. Determine what funding sources could be secured to expand transportation and write proposals to obtain this funding.

In late 2019 and into early 2020, the report's findings were presented to the respective governing committees and subsidiary committees. At that time, no decision was made as to the preferred organizational structure for integration. Due to COVID-19, progress to recommend an implementation strategy was placed on hold.

Options for Integration

The report clearly outlines the benefits of a combined department, such as being able to share one database of clients. Another important benefit is that a combined department could generate more funding that could be used to expand Elder Benefit Specialist services. Specifically, integration would allow the current Elderly Benefits Specialist function in the COA to capture Medicaid (MA) reimbursement. The COA Elder Benefit Specialist position is currently funded by state monies in the amount of \$53,000. In a merged environment, the position would be able to bill the MA program for MA clients it serves, which would free up the state aging grant funds for other needed areas, including additional Elder Benefit Specialist staff. Currently, this additional revenue cannot be realized as the COA does not have the capability to bill for MA clients.

There are a number of options to consider.

1. Option 1
Status Quo. As co-location has been incorporated into the 1717 Center Avenue project, clients will already see a benefit from services located on the same site.
2. Option 2
Integrate COA with ADRC/Adult Protective Services (APS) under the Human Services Department.

This option would utilize the HSD Administrative Services Division for financial/grant administration support. This would likely result in three separate units (ADRC, COA, and APS). Utilizing existing HSD fiscal and administrative support would free up time of COA staff to focus on providing services.
3. Option 3
Merge the ADRC and the Council on Aging as a separate department outside of the Human Services Department.

This option would require separate fiscal staff for the integrated and larger department to oversee budget, grant reporting, billing, and accounting functions. We would suggest creating a 1.0 FTE Account Clerk position at a cost of \$59,414. Additionally, the APS unit would be transferred to another HSD division. Further Human Resources involvement would be needed to further analyze position and pay grade changes for a stand-alone department.

4. Option 4

Take a more targeted approach by transferring the Elderly Benefit Specialist position from COA to ADRC in order to maximize MA client reimbursement. Leave all else as status quo.

Future of Advisory Bodies

Presently, state and/or federal regulations require the County to have several advisory committees composed of predominantly citizen volunteers. These include:

4. **Council on Aging Advisory Council** consisting of 15 members representing a cross-section of seniors and/or service providers for the senior population. The Rock County Council on Aging Advisory Board's main objectives are to advise and assist the staff of the County Aging Unit and the Education, Veterans & Aging Services Committee (policy body), and to advocate on behalf of the older population living in Rock County. In doing so, members provide information to the public about the aging experience and about resources for, and within, the aging population. Members assist in representing needs, views and concerns of older individuals in local decision-making and assist older individuals in expressing their views to elected officials and providers of services. Terms are 3 years, with the option of serving two consecutive terms.
5. Members of the Council on Aging Advisory Council also serve as the **Council on Aging Nutrition Advisory Board**. Over 50% of the membership is composed of individuals over age 60. Other members are advocates for older adults and their family members. Terms are 3 years, with the option of serving two consecutive terms.
6. Per the Council on Aging Mobility Management program, the **Transportation Coordinating Committee** was established in 2013. This advisory body develops and administers the Public Transit-Human Services Coordination Plan, advocates on behalf of transportation-disadvantaged populations, reviews and comments on federal and state human service transportation capital assistance applications, and reviews passenger transportation plans for Rock County. Membership consists of up to 16 members with representation from the County Board; County Aging Unit; County Department of Human Services; public, proprietary and non-profit transportation providers; County Mobility Manager; area planning organizations; elderly and disabled citizen advocates and consumer and agency advocates; and health care, medical or medically related organizations/individuals. Members serve 3-year terms.
7. The **ADRC Advisory Committee** meets quarterly and provides strategic direction to ensure fidelity to the ADRC mission. This committee advocates for older adults and adults with physical or intellectual/developmental disabilities as well as represents and promotes the ADRC and the services it provides to the community. An ADRC is required to have a governing board that reflects the ethnic and economic diversity of the geographic area served by the ADRC and at least 1/4 of the members of the governing board shall be individuals who belong to a client group served by the resource center or their family members, guardians, or other advocates. The proportion of these board members who belong to each client group, or their family members, guardians, or advocates, shall be the same, respectively, as the proportion of individuals in this state who receive services under s.46.2805 to 46.2895 and belong to each client group,

Recommendation

It is my recommendation that the County implement Option 2, integrating the COA and ADRC under the Human Services Department. I believe this is the best option not only because it maximizes MA reimbursement, which could lead to expanded Elder Benefit Specialist services, but also because it utilizes the already existing fiscal and administrative support staff in HSD. This will keep administrative costs lower by not having to hire additional accounting staff and allow COA and ADRC staff to spend more time on programming, communication, marketing, and other strengths.

Timeline

I would suggest the following timeline:

October 2020—The two advisory committees and two governing committees discuss the recommendation.

November 2020-January 2021—The two governing committees and the County Board consider a resolution to integrate,

January 2021-August 2021—The COA and ADRC prepare for the move to 1717 Center Avenue and develop an integration plan. This would include working with Eau Claire and Sheboygan counties, as identified in the Advisory Committee's report, to learn about their processes used for integration and developing a communication strategy for clients. Any further organizational structure changes would be submitted as part of the 2022 budget request. Part of the integration plan would also include a recommendation for advisory committee oversight that meets state statutory requirements and the needs of the represented constituencies.

September 2021-December 2021—Following the move, finalize plans to begin operation as a joint entity as of January 1, 2022.