



## Adult Protective Services: Opportunities for Savings through Economies of Scale April, 2013

### Part I: Introduction and Background

Adult Protective Services (APS) programs are charged with protecting vulnerable adults. In some states, APS addresses abuse, neglect, and financial exploitation of the elderly regardless of residential setting. In Ohio, adults living within institutional settings are under the purview of the Long Term Care Ombudsman program, while those living within the community are served by the Adult Protective Services system. In Ohio, Adult Protective Services falls within the Ohio Department of Job and Family Services (ODJFS) and is administered at the county level according to the requirements of the Ohio Revised Code (Chapter 5101.60-72) and the Ohio Administrative Code (Chapter 5101:2-20). Ohio's APS legislation includes mandated reporting of elder abuse, neglect, and financial exploitation variety of medical, legal and other professionals and allows for APS workers to petition the court for emergency and involuntary service.

The APS program was designed to address a major societal problem—that of elder abuse, neglect, and exploitation. There were 15,475 allegations of elder abuse and neglect reported in Ohio during the 2011-2012 biennium.<sup>1</sup> Unfortunately, the actual incidence is likely much higher due to widespread underreporting. Nationally, it is estimated that as many as one in nine Americans experience elder abuse and neglect each year,<sup>2</sup> including between 90,000 and 115,000 Ohio seniors in the community who are abused, neglected, or financially exploited.<sup>3</sup> This does not include cases of self-neglect, which is also a serious issue among older adults. APS plays a vital role in addressing the needs of vulnerable seniors within the community.

Because APS programs are administered at the county level, they vary widely in their procedures. Typically, reports are made to the APS program, which are then investigated in a timely manner (within 24 hours in emergency situations, within three working days for non-emergencies). After an initial investigation occurs, the process varies based on both the details of the case and on the resources available within that county. In emergency cases, the APS program may petition the court for emergency provision of protective services.

Some cases of elder abuse might result in legal charges, in which case APS workers may play a role in the case. Different counties' Probate Courts play varying roles in regards to issuing protection orders. In cases where victims need further support, some counties have APS programs that include a variety of social services for older adults; others work to connect their

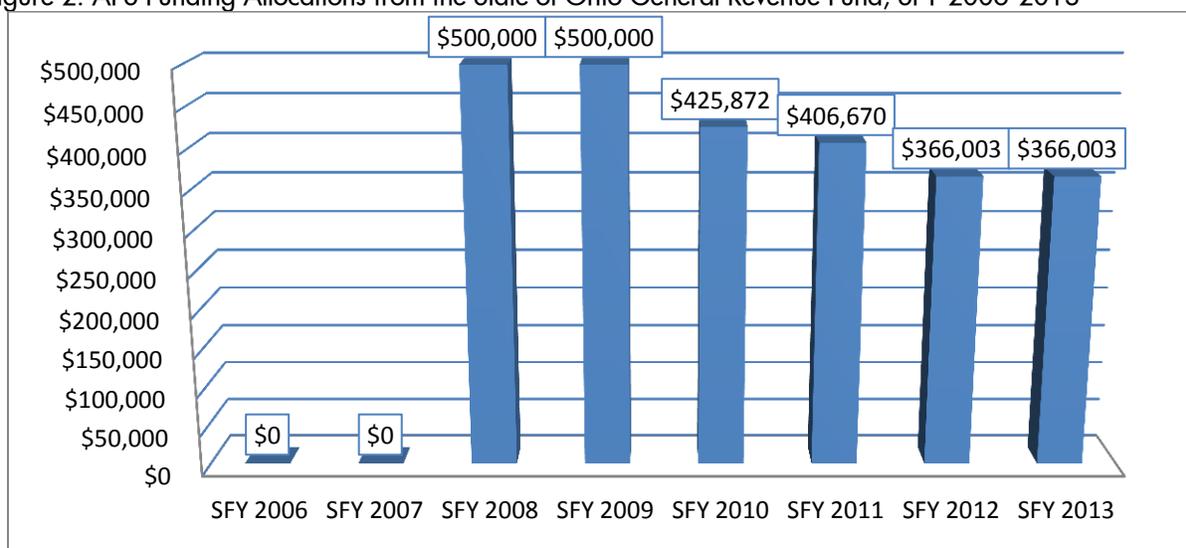
clients with programs available elsewhere within the community. Some counties, due to lack of resources, simply perform investigations as required by law. This lack of standardization is a common theme when it comes to APS programs in Ohio.

## Part II: Current Status and Its Cost

### *Funding of Ohio's APS System*

Because Ohio's APS program is implemented at the county level, a variety of funding sources are utilized. The only funding source used by all 88 counties is reimbursement from ODJFS to the counties. Figure 2 shows the past 8 years of state funding from the Ohio General Revenue Fund line item ODJFS: GRF 600534.

Figure 2: APS Funding Allocations from the State of Ohio General Revenue Fund, SFY 2006-2013<sup>4</sup>



Source: Ohio Department of Job and Family Services

The highest GRF funding level ever allocated for APS was \$2.8 million in SFY 1988-1989. Since then, this source of funding has dropped dramatically. Although a mandated service, state GRF funding dedicated to APS has fallen by 26.8 percent since 2009, to \$366,003 statewide in SFY 2012. The funding appropriated for SFY 2013 is the same as 2012, amounting to an estimated \$23.65 per APS allegation.<sup>5</sup> In SFY 2012, funding for each county ranged from \$522 for Noble County to \$50,283 for Cuyahoga County.<sup>6</sup>

Another major funding source for Adult Protective Services in Ohio are Social Services Block Grant (SSBG) funds available through Title XX of the Social Security Act. Title XX dollars can be used for a wide variety of social services, and in Ohio, how the funds are allocated among social services programs is determined by each county. Across Ohio, more than \$14 million of Title XX funds were utilized to pay for APS investigations and programming in FFY2012, equaling nearly one-quarter of the state's total Title XX allocation.<sup>7</sup> Ohio devotes more of its Title XX

resources to APS than a number of neighboring states, and in so doing has made APS a de facto priority of that program in Ohio.

Finally, many counties in Ohio have levies that support senior services within their communities. In many cases, the funds raised by the levy are discretionary, and could be used for Adult Protective services; despite this, only a few counties currently use senior levy funding for APS. The total amount of money from senior levies that is spent on APS is unknown. Appendix A includes data on APS funding throughout the state.

Table 1: Title XX APS Expenditures 2009, Selected States

State	2009 SSBG Spending Protective Services— Adult <sup>8</sup>	APS as a Percentage of All SSBG Funds	SSBG Allocation per Senior (age 65+)	Total Non-SSBG Funding for APS	Total APS Funding
Ohio	\$10,350,363	16.1%	\$6.46	\$8,408,378	\$18.7 Million
Pennsylvania	\$6,487,720	10.0%	\$3.34	\$4,587,834	\$11.1 Million
Michigan	\$1,805,836	3.8%	\$1.35	\$54,902,329	\$56.7 Million
Wisconsin	\$1,163,360	4.2%	\$1.53	N/A	\$1.2 Million
Minnesota	\$329,759	1.2%	\$0.49	\$20,534,410	\$2.1 Million
Illinois	\$0	0.0%	\$0.00	\$48,692,153	\$48 Million

Sources: US Department of Health and Human Services, US Census Bureau

**Current Status of Ohio's APS System**

In order to evaluate the current landscape of APS in Ohio, a brief phone survey of county APS workers or supervisors across the state was conducted that covered how their county APS program was staffed and funded. All 88 counties were contacted, and 48 responses were collected. Respondents represented a mix of urban, suburban, and rural and were located throughout the state. A table summarizing the results of the survey can be found in Appendix A. The following map shows the counties that responded to the survey.

Figure 1: APS Survey- Responding Counties



Surveyed counties were asked where within the county structure the APS program fell. Seventeen (35 percent) of the counties housed their APS program simply under the County Department of Job and Family Services (CDJFS) general umbrella, sixteen (33 percent) were part of Children's Services, eight (17 percent) were housed within a human or social services unit or division, five were housed within various other divisions or units of CDJFS, and two were housed elsewhere within the county structure.

The survey also asked each county for the number of full-time staff whose only duties were the APS program. Slightly more than half (25) of the counties surveyed did not have any full-time staff that exclusively worked with APS. Eleven counties had one full-time APS worker. Nine counties had between two and six APS workers. The three remaining counties had nine, twenty, and forty APS workers, respectively. Generally, large urban counties had the most APS workers, while rural counties had few, if any, APS workers. In many counties that lacked devoted APS staff, APS cases were handled by Child Protective Services workers. This is undesirable because the two types of protective services require very different resources, skill sets, legal knowledge, and expertise.

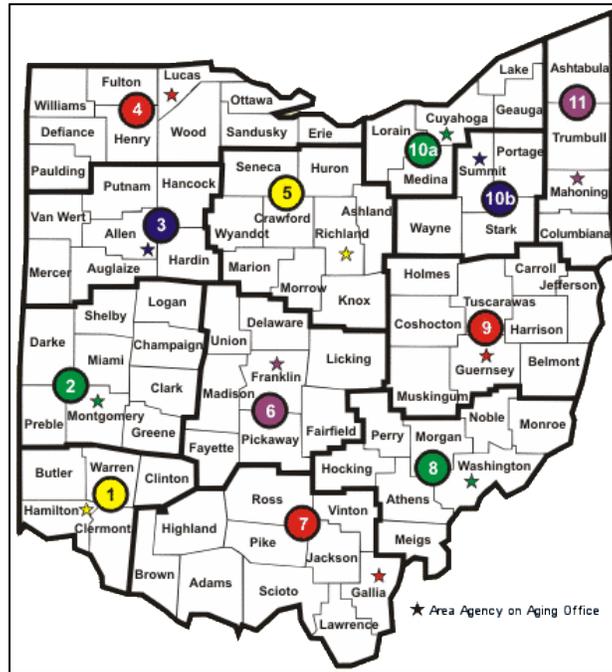
The survey shows that many Ohio counties do not have any staff that work exclusively with APS. This confirms what many senior service leaders and professionals have long argued – that Ohio's APS system is inconsistently supported and understaffed in many counties.

#### ***Current Status of Ohio's Aging Network- Department of Aging, Area Agencies on Aging, and Long-term Care Ombudsman Program***

APS is not the only entity that works to protect and enrich the lives of older adults within Ohio. Within the County Departments of Job and Family Services there are a wide range of community resources, including ones specifically designed for seniors. It is also important to note that abuse and neglect of Ohio residents are also concerns of the Ohio Department of Health and the Attorney General's Office. In addition, the Ohio Department of Aging (ODA) serves a variety of functions to assist the elderly, most prominently advocacy for issues facing older adults, education and support for caregivers, care during transitions from institutions to home settings, case management and connection with community resources, Meals on Wheels, and the Medicaid Pre-Admission Screening System Providing Options and Resources Today (PASSPORT) program. Unlike ODJFS, the ODA's local presence is managed through regional Area Agencies on Aging (AAAs) and regional Long-term Care Ombudsman Programs (LTCOPs).

There are currently 12 AAAs across Ohio. They were established by federal mandate under the Older Americans Act in 1973. In Ohio, these organizations are designated by the ODA and serve a variety of functions. In six of the twelve regions, the Area Agency on Aging also houses the Long Term Care Ombudsman Program. In the remaining six regions, the regional boundaries are the same, but the LTCOP is part of an organization other than the AAA. Figure 3 shows a map of the regions for both the AAAs and the LTCOPs.

Figure 3: Area Agency on Aging Regions



Source: Ohio Association of Area Agencies on Aging

### *The Cost of Inaction: The Impact of Elder Abuse*

The societal costs of elder abuse and neglect have not been comprehensively assessed, but examples are illustrative of the variety of its costs. These include:

- increased hospitalization, and following hospitalization, more moves to nursing homes;<sup>9</sup>
- a higher rate of health problems, a high mortality rate and reduced longevity;<sup>10</sup>
- financial burden on society through an increased need for social services and legal services;
- personal suffering of the victims of elder abuse and neglect and of their loved ones;
- significantly decreased quality of life for as many as 11 percent of the elderly in our country.<sup>11</sup>

Limited research on the cost of the problem has been conducted. For the most part, studies focus on financial exploitation, only one aspect of elder abuse. The MetLife Mature Market Institute estimated that financial abuse of the elderly costs American seniors more than \$2.9 billion dollars per year.<sup>12</sup> A more extensive report by the Utah Division of Aging and Adult Services, estimated that Utah seniors, business, and government could have lost as much as \$51.5 million in 2009 alone due to elder financial abuse.<sup>13</sup> If similar patterns are present in Ohio, which has about six times the number of older adults, annual costs could exceed \$300 million.<sup>14</sup>

### **Part III - The Absence of a Coordinated APS System in Ohio**

APS in Ohio varies so significantly in quality and scope that it might be best characterized as unsystematic. Like most of Ohio's social service programs, APS is state supervised and county administered in Ohio; while this model has the potential to be effective, state government's role in monitoring and supervising APS programs is not strong. For example,

- Staffing levels vary greatly, and no plan exists for establishing minimal levels of support. Many counties lack even a single dedicated APS worker, and even in counties that have apparently adequate staffing levels, training and quality controls are not standardized.
- The APS process is vastly different from county to county.
- The role that APS plays in the larger context of services for older adults varies from county to county.
- Funding sources and levels differ throughout the state, and funding levels vary greatly as well. Furthermore, there is no regular compilation of how much is actually spent on APS in Ohio.
- Because the definition of what APS entails varies by county, the funds reported as being used for APS may be in fact being used for a wide variety of services for older adults. Costs for APS programs may include some or all of the following: staff salaries and fringe for investigators and supervisors; equipment and facilities; transportation costs for APS workers; coordination of care with other agencies or entities; court costs; or other health and social services such as in-home care, meal provision, transportation, cleaning services, etc. Therefore, funding varies, and the way funding is utilized varies as well.
- Ohio's allowance for counties to designate agencies outside of the DJFS to fulfill APS mandates provides a means for collaboration and achieving economies of scale, but the limited and ad hoc nature of existing relationships detracts from their potential impact.

These inconsistencies all highlight the greatest issue facing the APS program in Ohio—the fact that our state lacks a genuine *system* for addressing the problems of elder abuse and neglect. The piecemeal, county-by-county approach has led to a completely unstandardized and disorganized program.

### **Part IV – Opportunities and Challenges**

There are several alternative approaches to systematizing APS to improve effectiveness and assure that we are getting fair return for public investment. Details regarding how these cost estimates were calculated are available in Appendix C.

#### ***Staffing Cost Estimates***

- One way to address the staffing needs of the APS system would be to have at least one APS employee per recommended caseload per county calculated based on current

reported APS cases. Having an adequate number of appropriately trained social workers to address APS allegations and investigations is frequently cited as a challenge both by advocates and APS workers. Under this scenario, 115 county employees would be needed statewide at an estimated salary and fringe costs ranging from **\$4.4 million to \$5.4 million**. It is important to note that these cost estimates do not include the salary and fringe costs associated with supervisors, nor other non-salary costs such as workspace, transportation costs, materials, the cost of social services beyond investigations, legal costs, etc. They are simply estimates of the salary and fringe of the recommended number of employees.

- Taking a regional, rather than county-based, approach to this same method would achieve significant economies of scale. The state of Ohio is already divided into twelve regions based on Area Agencies on Aging (AAAs). Because most AAA service areas group smaller counties together, this solution would require only 56 employees, at an estimated cost of salary and fringe of between **\$2.1 million and \$2.6 million** – or about half of the county-based solution option noted above. In considering this option, it should be noted that in some instances, individual counties have contracted with Area Agencies on Aging as their designated APS provider. However, these attempts were on a contract basis at the individual county levels, rather than a systematic and consistent shift.
- Another method to calculate potential staffing needs was performed based on the senior population of each county, rather than the previous reported cases. By determining the average number of reported cases per thousand seniors statewide, it was calculated that 107 employees would be needed to have one APS employee per recommended caseload per county. The estimated salary and fringe costs for this solution would range from **\$4.1 million to \$5 million**.
- Applying the senior population methodology at a regional level to achieve economies of scale would produce significant savings on salary and fringe. By having one caseworker per recommended caseload per AAA service area, 50 employees would be needed statewide, at a cost ranging from **\$1.9 million to \$2.3 million**.

**Each of the cost estimates in the above four examples suggest that the salary and fringe costs to adequately staff the APS program in each of Ohio's counties is far less than the current Title XX spending on Adult Protective Services throughout the state.** Even if we were to double the estimates to account for other costs such as as workspace, transportation costs, materials, the cost of social services beyond investigations, and legal costs, estimates for staff investment are still lower than current Title XX spending on APS. **This suggests that restructuring APS in Ohio could be sufficient to cover consistent basic staffing levels statewide, while allowing reallocation of up to several million dollars to related senior**

**services.** The federal Title XX funds currently used for APS could be re-allocated to other purposes, or reinvested into providing a more systematic and comprehensive continuum of senior services.

### ***Legislative Option***

House Bill 49 introduced in the Ohio General Assembly seeks to improve APS within its current ODFJS/CDJFS framework. It was written based both on recommendations from the Ohio Elder Abuse Task Force Report published in 2005 and on recommendations from the Attorney General's Elder Abuse Commission. The legislation seeks to increase responsibility and leadership at the state level, improve and standardize reporting, and clarify the role or roles that APS is to perform within each county.<sup>15</sup> Specific provisions of the bill include the creation of a registry of all reports of abuse and neglect, to be maintained by the state; the creation of memorandums of understanding that clearly outline the procedures for the investigation of reports of abuse and neglect; allows for adults in need of protective services to file complaints if they feel their case has not been adequately addressed; outlines and clarifies the procedure for obtaining emergency protective services orders; require standardized training for all APS employees; requires the creation of interdisciplinary teams (I-Teams) made up experts on health issues, legal issues, and aging issues to address complicated APS cases; and other changes. The fiscal notes provided by the Ohio Legislative Service Commission, however, fails to give specific numbers regarding the potential costs and fiscal impact of this bill, but the proposed changes would be a strong step towards the standardization necessary to make the APS program more systematic and effective.<sup>16</sup>

### ***System-wide Change Option***

Finally, it has also been posited that rather than simply regionalize the APS system under the Department of Job and Family Services, an opportunity exists to shift the APS system to the purview of the Ohio Department of Aging (ODA). There are a number of potential benefits for such a move. It is worth noting that when the legislation to address elder abuse was first written, it was originally conceptualized as being a part of the Ohio Commission on Aging, the precursor to ODA. Most services relating to seniors fall under the purview of ODA, including the Long-term Care Ombudsman program that provides protective services for seniors living in institutional settings. Moving APS to ODA would mean that all protective services for seniors would be within the same department, possibly allowing for streamlining of resources, a more integrated approach to providing services for the older adults within Ohio, and could be a step toward a "continuum-of-care" model for senior services because APS would be housed in the same place as programs such as PASSPORT and other social services. If AAAs, within the ODA, were to have responsibility for APS investigation and services, it could reduce fragmentation in the senior services system. This could result in additional system improvements and a reduction in duplication of efforts which could free resources to expand services. The financial benefits of moving to a regional model for social services has been well demonstrated. One example of a successful program that could be used as a model is the Play and Language for Autistic Youngsters (PLAY) Project that has been implemented throughout

Ohio.<sup>17</sup> This program involves a variety of counties sharing the cost of an in-home autism specialist for autistic youth. By sharing the program across many counties, cost savings are realized while still providing social services that were not available before the program was initiated. Much like the PLAY project, the sharing of APS resources among counties could lead to significant cost savings while preventing expensive redundancies throughout the system. A shift from the DJFS to the ODA would also create an APS system that is entirely focused on the needs of adults, in contrast to the current system where many APS programs are combined with or performed by Child Protective Services programs. There is a concern that such a shift could be a step backward in some counties, particularly larger ones with well-established APS programs. Concerns about staffing issues, such as what would happen to current CDJFS employees that do APS work, and how or where to find suitably experienced workers, need to be addressed. In addition, measures to separate APS and Long Term Care Ombudsman Program would need to be created if both were being housed within the ODA due to conflicts of interest inherent in these two programs.<sup>18</sup>

### *Challenges*

- One of the most difficult challenges facing those attempting to understand the APS program in Ohio is the lack of available, standardized data. Any attempts to estimate current or potential future costs of Ohio's APS program are severely hampered by a lack of compiled county-level data. A full understanding of how much counties spend on APS, the funding sources they use, and what that money pays for is not possible at this time.
- The above options discussed do little to address the problem of underreporting of elder abuse. The Ohio Family Violence Prevention Project estimates that statewide, 90,000-115,000 seniors in the community are abused, neglected, or financially exploited, but the vast majority of these incidents are not reported.<sup>19</sup> As Ohio's APS program becomes stronger and more visible, it is possible that reporting rates will increase, leading for the need for more staff and more resources. Therefore, the cost estimates within this report do not account for any possible "woodwork effect" increasing the reporting of elder abuse, neglect, and financial exploitation, nor does it consider Ohio's aging population.

Because of the importance of APS, the currently unsystematic approach to them in Ohio, and the absence of a strong system of collecting and monitoring financial, service delivery and quality data, pursuit of any of these opportunities should be preceded by further analysis.

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<http://jfs.ohio.gov/county/cntypro/index.stm>
- <sup>2</sup> National Council on Aging. *Elder Abuse Fact Sheet*. Accessed February 20, 2013.  
<http://elderjusticenow.org/wp-content/uploads/2010/04/Elder-Abuse-Fact-Sheet.pdf>
- <sup>3</sup> Health Policy Institute of Ohio. *Family Violence in Ohio*. Columbus, OH: Health Policy Institute of Ohio; 2010.
- <sup>4</sup> Funding as a separate line item for APS ended temporarily in 2004 and didn't resume until SFY 2008-2009. State funding for these services was allocated with other ODJFS services
- <sup>5</sup> This was calculated by dividing the number of APS allegations in Ohio in 2012 by the GRF allocation in SFY 2012. This is only an estimate, as it is resulting from a comparison between a calendar year and a state fiscal year.
- <sup>6</sup> The allocation is determined an ODJFS rule that takes into account percent of the county's population at or below 150% of the federal poverty level and the percent of the county's population above the age of 55 that live at or below 200 percent of the federal poverty level. Source: ODJFS
- <sup>7</sup> Source: Ohio Office of Budget and Management
- <sup>8</sup> HHS Administration for Children and Families. "Social Services Block Grant Program Annual Report 2009." <http://archive.acf.hhs.gov/programs/ocs/ssbg/reports/2009/index.html>
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- <sup>17</sup> Grieshop, Shelley. "Autism Program grabs state's attention." *The Daily Standard* August 30, 2012.
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## Appendix A: Additional Data

Table 1: APS Funding and Reported Allegations by County

<u>County</u>	<u>SFY 2012 State GRF Allocation</u>	<u>Title XX Funds Used for APS FFY 2012</u>	<u>County Senior Levy that could be used to support APS</u>	<u># of Reported Allegations CY 2012</u>
Adams	\$1,602	\$40,879		75
Allen	\$3,700	\$26,827	X	70
Ashland	\$1,810	\$0	X	3
Ashtabula	\$4,204	\$141,691	X	264
Athens	\$2,642	\$107,233	X	49
Auglaize	\$1,109	\$1,351	X	19
Belmont	\$3,199	\$164,928	X	170
Brown	\$1,499	\$16,949	X	206
Butler	\$8,735	\$770,191	X	401
Carroll	\$1,177	\$18,938	X	46
Champaign	\$1,197	\$40,477	X	38
Clark	\$4,950	\$83,886	X	47
Clermont	\$4,264	\$21,993	X	286
Clinton	\$1,305	\$0.00	X	26
Columbiana	\$4,606	\$149,228		262
Coshocton	\$1,530	\$19,089	X	1
Crawford	\$1,680	\$33,062	X	182
Cuyahoga	\$50,283	\$4,836,703	X*	2703
Darke	\$1,830	\$1,175		8
Defiance	\$1,105	\$2,948	X	18
Delaware	\$1,673	\$3,204	X	39
Erie	\$2,338	\$640	X	22
Fairfield	\$3,156	\$0	X	194
Fayette	\$1,158	\$18,933		27
Franklin	\$31,386	\$1,094,162	X	1220
Fulton	\$1,089	\$15,598	X	26
Gallia	\$1,616	\$1,196	X	62
Geauga	\$1,980	\$150,192	X	69
Greene	\$3,549	\$114,150	X	388
Guernsey	\$1,921	\$168,559		125

<u>County</u>	<u>SFY 2012 State GRF Allocation</u>	<u>Title XX Funds Used for APS FFY 2012</u>	<u>County Senior Levy that could be used to support APS</u>	<u># of Reported Allegations CY 2012</u>
Hamilton	\$26,173	\$780,233	X	522
Hancock	\$1,945	\$12,795	X	19
Hardin	\$1,133	\$731	X	16
Harrison	\$713	\$2,253	X	25
Henry	\$740	\$8,344	X	25
Highland	\$1,809	\$61,244		133
Hocking	\$1,238	\$18,750		17
Holmes	\$1,213	\$1,159		Not Available
Huron	\$1,861	\$21,872	X	62
Jackson	\$1,713	\$11,736	X	19
Jefferson	\$3,297	\$32,092	X	56
Knox	\$1,831	\$35,540		74
Lake	\$5,195	\$31,397	X	166
Lawrence	\$3,249	\$7,682	X	60
Licking	\$4,171	\$107,999	X	153
Logan	\$1,508	\$11,848		21
Lorain	\$8,185	\$408,360		582
Lucas	\$16,563	\$733,539	X	676
Madison	\$994	\$47,768		58
Mahoning	\$10,602	\$229,290		338
Marion	\$2,378	\$34,347	X	135
Medina	\$2,740	\$133,492		67
Meigs	\$1,251	\$8,686	X	19
Mercer	\$1,106	\$49	X	6
Miami	\$2,667	\$31,389		128
Monroe	\$765	\$2,427	X	18
Montgomery	\$18,071	\$1,500,830	X*	1264
Morgan	\$864	\$10,245	X	5
Morrow	\$937	\$391	X	25
Muskingum	\$3,451	\$47,287		162
Noble	\$522	\$1,427	X	2
Ottawa	\$1,103	\$45,373	X	29

<u>County</u>	<u>SFY 2012 State GRF Allocation</u>	<u>Title XX Funds Used for APS FFY 2012</u>	<u>County Senior Levy that could be used to support APS</u>	<u># of Reported Allegations CY 2012</u>
Paulding	\$585	\$287		3
Perry	\$1,411	\$79,673	X	35
Pickaway	\$1,440	\$45,341		88
Pike	\$1,408	\$51,853	X	87
Portage	\$3,959	\$110,933		155
Preble	\$1,213	\$11,544	X	35
Putnam	\$900	\$10,211	X	22
Richland	\$4,483	\$140,365		223
Ross	\$2,709	\$60,429	X	80
Sandusky	\$1,906	\$6,553	X	9
Scioto	\$4,105	\$51,310	X	155
Seneca	\$1,921	\$3,322	X	32
Shelby	\$1,330	\$10,346		42
Stark	\$12,502	\$129,187		312
Summit	\$16,719	\$517,725		725
Trumbull	\$7,949	\$469,305	X	518
Tuscarawas	\$3,512	\$1	X	123
Union	\$782	\$226		27
Van Wert	\$840	\$3,097		6
Vinton	\$665	\$0	X	13
Warren	\$2,803	\$0	X	268
Washington	\$2,460	\$30,896	X	190
Wayne	\$3,298	\$47		137
Williams	\$1,183	\$9,972	X	10
Wood	\$2,989	\$1,981	X	251
Wyandot	\$650	\$7,798	X	1
<b>Statewide:</b>	<b>\$366,003</b>	<b>\$14,177,062</b>	<b>61 counties</b>	<b>15475</b>

Sources: ODJFS; Ohio Secretary of State Election Results

Notes:

- Sixty-one counties have a senior levy that is not designated for a specific set of services. However, few counties actually devote levy dollars to APS.
- Cuyahoga County's levy is not specifically a senior levy—it is a general Health and Human Services levy, but some funds are used for senior services.
- Counties can use other resources besides the GRF line item and Title XX to cover APS costs.

- The definition of APS services varies from county to county, so Title XX county figures may include other services such as home-based services and legal services.
- The Title XX county-by-county was compiled from data supplied by ODJFS

Table 2: Selected Survey Results

<u>County</u>	<u>Number of Exclusively APS Workers</u>	<u>Where APS Falls Within County Structure</u>
Adams	0	CDJFS Division of Social Services
Allen	0	CDJFS
Ashtabula	2	CDJFS Division of Social Services
Athens	1	CDJFS
Belmont	2	CDJFS
Brown	0	CDJFS
Butler	5	CDJFS and Children's Services Merger
Carroll	0	Children's Services
Clark	1	CDJFS Division of Family and Children's Services
Columbiana	1	Children's Services
Coshocton	0	CDJFS Children's Services
Cuyahoga	40	County Department of Senior and Adult Services
Franklin	20	County Office on Aging
Fulton	0	Children's Services
Geauga	2	CDJFS
Greene	1	CDJFS Division of Social Services
Hamilton	5	CDJFS
Hancock	1	Children's Services
Harrison	0	Children's Services
Henry	0	CDJFS
Jefferson	0	CDJFS Division of Social Services
Knox	0	CDJFS Children's Services Unit
Lake	0	CDJFS Division of Children and Adult Services
Lawrence	0	CDJFS Social Services Unit
Logan	0	CDJFS
Lorain	6	CDJFS
Madison	0	CDJFS
Mahoning	0	CDJFS Human Services Division
Marion	1	CDJFS
Medina	1	CDJFS
Mercer	0	CDJFS Children's Services Unit
Miami	0	CDJFS Adult Services Unit

<u>County</u>	<u>Number of Exclusively APS Workers</u>	<u>Where APS Falls Within County Structure</u>
Monroe	0	Children's Services
Montgomery	9	CDJFS Senior Services Division
Morrow	1	Children's Services
Muskingum	3	Children's Services
Perry	0	CDJFS Department of Social Services
Pike	0	CDJFS Social Services Unit
Richland	1	CDJFS
Sandusky	0	CDJFS
Seneca	0	Children's Services
Shelby	0	Children's Services
Summit	5	CDJFS
Trumbull	4	CDJFS
Tuscarawas	1	CDJFS Children's Services Unit
Wayne	1	CDJFS
Wood	0	CDJFS Adult Services
Wyandot	0	CDJFS

## Appendix B: Roundtable Discussion

A roundtable discussion was held on March 6, 2013 at the Idea Center in Cleveland, Ohio.

Participants included:

Georgia Anetzberger	Cleveland State University
Sementhie Brooks	The Benjamin Rose Institute
Rich Browdie	The Benjamin Rose Institute
Emily Campbell	The Center for Community Solutions
Andrew Capehart	The National Adult Protective Services Association
Kendra Daniel	Cleveland State University
Carol Dayton	Aging Consultant
Ron Hill	Western Reserve Area Agency on Aging
Belle Likover	Aging Advocate and Community Volunteer
Ursel McElroy	Attorney General's Elder Abuse Commission
Larke Recchie	Ohio Association of Area Agencies on Aging
Susan Sigmon	Area Agency on Aging 10b
Lori Sommerfelt	The Center for Community Solutions
Thomas Swift	Trumbull County Probate Court

The discussion was led by Emily Campbell and Lori Sommerfelt of The Center for Community Solutions. Below are the discussion questions that were distributed before the roundtable and were discussed during the meeting.

- What challenges (other than funding) are faced by the APS system in Ohio?
- What improvements could be made to the APS system?
- What innovations are being suggested or implemented?
- What are the potential costs, benefits, and roadblocks associated with various potential changes in APS policy?

While a great deal was discussed at the roundtable, some general themes about the problems facing the APS system emerged. Some of the discussion focused on the roles that state and county government entities play in the APS system. There was a general consensus that strong leadership from the state could vastly improve the APS systems. The lack of consistency in how APS duties are performed throughout the state is coupled with a lack of resources, exacerbating the problem. This inconsistency problem is wide-ranging; employee and supervisor training, how cases are substantiated, how cases are investigated, the amount of services and resources available for victims all vary from county to county. Further inconsistency results from an aspect of APS law that is unique to Ohio—CDJFS's may designate an agency to perform the mandated APS duties. Thus, while most county APS programs are within the CDJFS, some exist in other county agencies, and others are handled by nonprofit organizations.

The other main challenge discussed was the necessity to define the role of APS in the context of the wide range of services available throughout the state for older adults. The current APS legislation mandates only that allegations of abuse be investigated. There is little guidance as far

as how the investigation must occur, and whether the county (or designated agency) provides further assistance or connection to resources beyond investigation is up to the county's discretion. The roundtable group expressed that an ideal APS system would be just one component of a wide continuum of care and resources for seniors in Ohio. Some participants noted that in cases where APS is provided by a county agency dedicated to aging, APS is only one of a great deal of resources available for seniors, and that this arrangement has worked well. The participants of the roundtable identified two options for APS's role within the aging services spectrum: either the APS system should expand include other supportive services, or improvement of coordination between the APS system and other systems serving seniors must be made.

One piece of legislation was brought up during the roundtable on numerous occasions. House Bill 49, currently introduced in the 130<sup>th</sup> Ohio General Assembly, is a bill that would make changes to the current legislation regarding Ohio's APS system. According to roundtable participants familiar with the legislation, HB 49 seeks to require standardized APS training for all APS employees within the state and to place more responsibility for the APS system on the state DJFS. Unfortunately, at the time of this report, the Ohio Legislative Services Commission has not performed a fiscal analysis of the bill, so it is not clear the financial impact that the bill would have. Despite this, HB 49 should be considered a potential starting point for any improvements and standardization of the APS system through policy.

## Appendix C: Cost Estimate Methodology

Data for the number of allegations per county of elder abuse and neglect received in 2012 was obtained from the Ohio Department of Job and Family Services. Each county's number was divided by 12 to estimate an average monthly caseload.

While studies suggest that APS caseloads should be based on a wide variety of factors, a much-cited report out of Texas suggested that a caseload of 25 is acceptable.<sup>1</sup> Thus, the number of employees necessary to have an average monthly caseload of 25 or less was computed. In counties where less than 25 cases per month existed, one employee was assigned. This resulted in a total of 115 employees necessary to adequately staff the APS system at the county level.

To estimate salary, data from the US Bureau of Labor Statistics' Occupational Employment Statistics State Occupational Profiles from May 2011 were utilized. The 25<sup>th</sup> percentile and median income for a Child, Family and School Social Worker in Ohio were \$30,640 and \$37,590, respectively. These salaries were each multiplied by 1.25 to account for fringe and produced a cost estimate range of \$38,300-\$46,987 per employee. These cost estimates were then multiplied by the 115 employees necessary to yield a range of \$4,404,500 to \$5,403,562.

To perform the cost estimates for the Area Agency on Aging regions, county allegations data was combined into the 12 regions, then each region's number was divided by 12 to estimate an average monthly caseload. The number of employees necessary to have an average monthly caseload of 25 or less per region was computed. This resulted in a total of 56 employees necessary to adequately staff the APS system at the regional level. The same salary data that was used for the county-level estimate was used for the regional estimate. The cost estimate range of \$38,300 to \$46,987.50 per employee was multiplied by the necessary 56 employees to yield a range of \$2,144,800-\$2,631,300.

The methodology for the senior-population-based estimates was very similar to the methodology used above. Instead of utilizing reported cases and dividing by twelve however, the following steps were taken. First, the average number of reported cases per 1000 senior population were calculated; the mean was six cases per thousand senior population. Then, a monthly caseload per employee of 25, resulting in a yearly caseload of 300, was assumed. Then, the number of employees necessary to have an average yearly caseload of 300 or less was computed. In counties where less than 300 cases per year existed, one employee was assigned. This resulted in a total of 107 employees necessary to adequately staff the APS system at the county level. The same salary information was used as above. The cost estimate range for this scenario was \$4,098,100 to \$5,027,609.

To perform the cost estimates for the Area Agency on Aging regions, the individual county's rates based on the estimate of six reports per thousand population were combined into the 12 regions. Then, the number of employees necessary to have an average yearly caseload of 300 or

less per region was computed. This resulted in a total of 50 employees necessary to adequately staff the APS system at the regional level. The same salary data that was used for the other estimates was used, resulting in a cost estimate range of \$1,915,000 to \$2,349,350.

It is important to note that these cost estimates do not include workspace, transportation costs, materials, the cost of social services beyond investigations, legal costs, etc. It is simply an estimate of the salary and fringe of the necessary amount of employees.

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<sup>1</sup> Texas Health and Human Services Commission. "Adult Protective Services Caseload Reduction Plan." December, 2006. [http://www.dfps.state.tx.us/Documents/about/Presentations/2006-12-31\\_APScaseloadreduction.pdf](http://www.dfps.state.tx.us/Documents/about/Presentations/2006-12-31_APScaseloadreduction.pdf)