



## STAFF REPORT

**Report To:** Board of Supervisors                      **Meeting Date:** March 7, 2019

**Staff Contact:** Nicki Aaker (naaker@carson.org); Mary Jane Ostrander (mostrander@carson.org)

**Agenda Title:** For Possible Action: Discussion and possible action regarding approval of the Indigent Tax Refund Strategic Plan that includes a spending plan for a refund from the FY 17 Indigent Accident Fund. (Nicki Aaker, naaker@carson.org; Mary Jane Ostrander, mostrander@carson.org)

Staff Summary: Carson City Health and Human Services (CCHHS) was notified on December 12, 2018 that the Application for Indigent Accident Funds for the County Medicaid Match Program for long term care expenditures during FY 17 was approved for a reimbursement of \$834,091.00, which is 84% of the total expenditure of \$992,965.00 that Carson City paid to the State for the Medicaid Match for Long Term Care. The Nevada Association of Counties (NACO) Indigent Accident Fund (IAF) Board approved the reimbursement and strongly directed that the funds be used to implement programs for indigent population that the county has not been able to implement due to lack of funding. The Strategic Plan is a proposal for collaborative programming across multiple City departments directed to the indigent population in Carson City.

**Agenda Action:** Formal Action / Motion                      **Time Requested:** 15 minutes

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### Proposed Motion

I move to approve the Indigent Tax Refund Strategic Plan as presented.

### Board's Strategic Goal

Quality of Life

### Previous Action

N/A

### Background/Issues & Analysis

On February 13, 2019, the Internal Finance Committee discussed the Strategic Plan and approved submitting it to the Board of Supervisors for final approval. IFC approved that any additional expenditures that exceed \$5,000 would need IFC approval.

Between 2011 and 2014, many changes were made legislatively that have impacted the Medical Indigent Fund and tax revenue. With the Affordable Care Act moving forward, the county emergency medical costs decreased as the indigent community became eligible for Medicaid. During this time, the Nevada Legislature dropped the term "medical" from the Medical Indigent Tax fund. This has allowed county Human Services agencies to develop programs for the indigent community outside of medical responsibilities. Also during this time period, the Indigent Accident Tax Fund was redeveloped since there was a decrease of need due to the Affordable Care Act. The Fund was federalized providing additional funding for Nevada Medicaid. During the federalization, the NACO Board agreed that \$2 million from the Indigent Accident Tax Fund would be set aside

for counties to apply for each year to assist in meeting the county's long term care obligations. But the guidelines for applying carried overly strict eligibility criteria and the \$2 million was not getting distributed so the application was revised with input from the Nevada Association of County Human Services Administrators and approved by the NACO IAF Board. The city applied for this funding for the fiscal year 16/17 and the funding awarded reflects 84% (\$834,090) of the costs Carson City reported for long term care amounting to \$992,965. Only 5 counties applied this year; all counties that applied were approved and the future reimbursement is unknown.

NACO has stated that this funding can be used within 2-3 years and Carson City will be able to apply for additional funding, if eligible.

**Applicable Statute, Code, Policy, Rule or Regulation**

NRS Chapter 428

**Financial Information**

**Is there a fiscal impact? Yes**

**If yes, account name/number:** 208-0000-444.10-XX - New Accounts will be created for tracking and reporting purposes

**Is it currently budgeted? Yes**

**Explanation of Fiscal Impact:** The reimbursement will be shown as a credit on the County Match and Match Waiver billing. Sustainability is unknown at this time, unless legislation changes, Carson City should be eligible for a refund each year; however, the amount will depend upon what is paid to County Match and how many counties apply. Due to this reimbursement of long-term care costs, Carson City will be able to use more of its indigent funds for actual programming and services to the indigent population.

**Alternatives**

Do not approve and provide direction to staff.

**Attachments:**

[Indigent Tax Strategic Plan with Attachments A and B.pdf](#)

**Board Action Taken:**

Motion: _____	1) _____	Aye/Nay
	2) _____	_____
		_____
		_____
		_____

\_\_\_\_\_  
(Vote Recorded By)

## CARSON CITY HUMAN SERVICES DIVISION OVERVIEW

### **VISION**

All residents are respected, valued, and have opportunities to obtain their potential. We envision a community that works together across class and race lines to transcend poverty and homelessness; a community that helps and encourages all of its citizens to realize their full potential without prejudice or class distinctions.

### **MISSION**

The mission of the Carson City Human Services Division is to provide progressive leadership to enhance the well-being of individuals and families across the lifespan.

### **VALUES**

- Respect for Others: We treat everyone equally.
- Competence: We stay current with the latest resources available.
- Collaboration: We work together to meet the mission and move towards our vision.
- Ethical: We work professionally, respecting confidentiality and following laws and regulations.

To meet this responsibility, programs and services are designed to promote the economic independence and social well-being of individuals and families across the lifespan. Carson City Human Services (CCHS) currently provides programs for the unborn child and pregnant mother to long term care for seniors and burial services for indigent residents.

CCHS provides two categories of service: (1) those services mandated by the State of Nevada and funded by county tax rate and (2) those services funded through federal and state grants as preventative measures. The mandated services are defined under Nevada Revised Statutes 428, 439B, and 450. These statutes have been interpreted to direct the county to provide financial support for basic needs, emergency medical care, indigent burial assistance, victims of sexual assault, and long-term skilled nursing care to eligible residents.

The second category of services is provided through grant funding. The division staff research grant opportunities that fit within the mission of the division and will give individuals and families tools they need to move toward self-sufficiency.

### **HISTORY OF INDIGENT TAX**

Between 2011 and 2014, many changes were made legislatively that have impacted the Medical Indigent Fund and tax revenue. With the Affordable Care Act moving forward, the county emergency medical costs decrease as the indigent community became eligible for Medicaid. During this time, the Nevada Legislature dropped the term “medical” from the Medical Indigent Tax fund. This has allowed county Human Services agencies to develop programs for the indigent community outside of the medical responsibilities. Also, during this time period, the Indigent Accident Tax Fund was redeveloped since there was a decrease in need due to the Affordable Care Act. The Fund was federalized providing additional funding for Nevada Medicaid. During the federalization, it was agreed that \$2 million from the Indigent Accident Tax Fund would be set aside for the counties to apply for each year to assist in meeting the county’s long term care obligations. Since the guidelines carried overly strict eligibility criteria and the \$2

million was not getting distributed, the application was revised with input from the Nevada Association of County Human Services Administrators and approved by the Nevada Association of Counties (NACO) Indigent Accident Fund (IAF) Board. The city applied for this funding for the fiscal year 16/17 and the funding awarded reflects 84% of the costs Carson City reported for long term care amounting to \$992,965 or \$834,090. Only 5 counties applied this year; all counties that applied were approved and the future reimbursement is unknown.

The reimbursement will be shown as a credit on the County Match and Match Waiver billing. Sustainability is unknown at this time, unless legislation changes, Carson City should be eligible for a refund each year; however, the amount will depend upon what is paid to County Match and how many counties apply. Due to this reimbursement of long-term care costs, Carson City will be able to use more of its indigent funds for actual programming and services for the indigent population. The NACO IAF Board strongly directed that the funds be used to implement programs that the county has not been able to implement due to lack of funding that will benefit the indigent population.

**INTERNAL FINANCE COMMITTEE (IFC) APPROVAL: February 13, 2019**

IFC approved expenditures and the strategic plan on February 13, 2019. It was agreed upon that any future expenses under \$5,000 can be added to this plan without IFC approval. All expenditures exceeding \$5,000 will require IFC approval.

## **PRIMARY NEEDS: PERSONNEL**

***Full Time Human Services Case Manager*** Human Services Division is responsible for ensuring that the City meets its health, welfare, and community responsibilities as set forth in the Nevada Revised Statutes and City Ordinances. Carson City has a population of approximately 54,745 residents and 11% lives in poverty (2017 Small Area Income and Poverty Estimates). Currently, the case manager is 50% funded by the general fund and 50% funded by grants, which limits the job duties this position can perform. By using this funding to increase the position to 100% general funded, this will allow more time to dedicate to the indigent population needs. The grant funds will be used for contract employees to assist with database entry and administrative duties to support case management of the indigent population.

**Requested Budget:** Approximately \$38,390

***Hourly Front Desk Person*** – The front receptionist desk at CCHHS has one full time Office Specialist and a second Office Specialist that assists the front desk is part-time and part time in Human Services; however, is fully compensated by Human Services. Human Services does not have a full-time Office Specialist exclusive to Human Services due to the need of coverage at the front desk. In the last 12 months, 1,264 applicants have applied to Human Services for assistance. An hourly front desk person will relieve the Human Services Office Specialist to support the needs of the Human Services Division in file maintenance, scheduling, answering telephones, data collection and reporting for the indigent clients applying and receiving services. Since this funding is not guaranteed, this employee will be hired through a temporary employment agency. This position will be hired for 30 hours per week at \$13.00/hour equating to an approximate salary of \$25,570, which includes the temporary employment service fee.

**Requested Budget:** Approximately \$25,570

***Full-time Community Health Worker*** – The Community Health Worker (CHW) is a resource liaison to assist residents in overcoming barriers that prevent access to services. Currently, the Human Service Workforce Case Manager is acting as the CHW and Workforce Case Manager and is not available for many CHW calls. The role of the CHW will be to assist the Sheriff's Office MOST team by accepting referrals after a crisis is handled for follow up care for indigent residents; accept referrals from BHS and the hospital for discharge planning; act as a resource for Emergency Management Services for follow up care and connecting indigent residents to resources; and participate with the discharge planning for inmates in the CC Jail. Since the funding is not guaranteed, this position will be hired through a temporary employment agency. This position will be hired for 40 hours/week at \$14.00 hour equating to approximately \$38,150, which includes the temporary service fees.

**Requested Budget:** \$38,150

***Part-time Hourly Account Tech*** – This position will be hired to assist the CCHHS Business Manager with the fiscal needs of the Human Services Division since providing additional programs for the indigent population will create more work. This position will be responsible for fiscal reporting, payroll preparations, requesting funds, and managing accounts. A part time city employee will be hired at \$20/hour and approximately \$.63/hour fringe for a total per hour wage of \$20.63 for 1039 hours equating to \$21,434.57. If the decision is made to go through an

employment agency, the wage to the employee will be \$19/hour, plus the temporary employment fee of 31% equating to \$25,860 for 1039 hours.

**Requested Budget:** \$25,860

**Personnel Development** – CCHS would like to set aside \$5,000 for capacity building and staff development opportunities. If opportunities exceed \$5,000 an additional request will be brought to Carson City’s IFC.

**Requested Budget:** \$5,000

**Total Requested Budget - Primary Needs - Personnel, One Year: \$132,970**

PERSONNEL GOALS			
Strategies	Outcomes	Outcome Indicators	Documentation
<b>Full Time Human Services Case Manager</b> – to fill the human services needs and mandated services of our community outside the perimeters of a housing grant and HUD regulations	<p>The community’s indigent population receives case management and coordinated supportive services to reach self-sufficiency.</p> <p>The mandated requirements of NRS 428 are met.</p>	<p>3/20 families increase their household income by 20% or more from all income sources</p> <p>5/20 families obtain safe, affordable rental housing</p> <p>5/20 families continue to receive case management services but achievement of goals on case management plan is limited</p>	<p>Individual Action Plans, CMIS database, Elogic database</p>
<b>Hourly Front Desk Office Specialist</b>  Human Services Office Specialist to provide support to the Human Services Division limiting time at the front desk reception	<p>Improve outcome tracking</p> <p>Improve data quality</p>	<p>20/20 case files will show outcome progress</p> <p>20/20 data reports will be accurate</p>	<p>CMIS database</p> <p>Elogic database</p>
<b>Full time Community Health Worker</b>  Acts as a resource liaison overcoming barriers for mental health treatment, substance abuse treatment, and medical treatment	<p>Improve physical health outcomes</p> <p>Improve mental health outcomes</p>	<p>18/20 individuals are connected to a primary care physician</p> <p>5/20 individuals are active in treatment</p>	<p>Individual Action Plans, CMIS database, Elogic database</p>
	<p>Reduction in frequency of emergency calls for Emergent Management Services</p>	<p>5/15 high utilizers will reduce number of calls to 911</p>	<p>CMIS database</p> <p>Elogic database</p>
<b>Part-time Account Tech</b>  Balance grant accountability on payroll requests, request for funds preparation	<p>Timely requests for funds are submitted for payment</p>	<p>12/12 months are requested by grant deadline</p>	<p>Account balances, Program Reviews</p>

## **SECONDARY NEED: TRANSITIONAL HOUSING**

### **Human Services General Assistance Supplemental Program**

CCHS receives requests for rental and utility assistance from indigent applicants. General Assistance guidelines only allow a maximum of \$275 assistance one time per year. Housing grants managed by CCHS must meet HUD regulations including the total rent to be under the Fair Market Rent amounts and units must have separate kitchens. This has prevented CCHS from being able to prevent evictions. CCHS requests an amount be set aside for general assistance requests above the one time of \$275 and the ability to assist with rent for up to 3 months to assist the applicant in managing expenses thereafter.

**Requested Budget:** \$6,000

### **Carson City Sober Housing Assistance Reinforces Everyone's Safety (CCSHARES)**

Safe and secure housing for indigent participants is a request for the Carson City Specialty Court Criminal Programs. The number one barrier for a successful discharge is safe and secure housing. The availability rate for housing in Carson City is under 1%. Permanent housing assistance programs must follow HUD guidelines. HUD guidelines do not allow for housing placements in motels, or treatment programs in group living models. National Adult Drug Court Best Practice Standards<sup>1</sup> confirms that without safe and secure housing health related outcome indicators cannot improve.

**Requested Budget:** \$97,500

### **Random Drug and Alcohol Testing**

Department of Alternative Sentencing (DAS) conducts random drug and alcohol testing at a minimum of two to three times per week, depending on the phase of the Specialty Court Program. All tests are analyzed at the onsite testing lab at the Carson City Courthouse by certified DAS staff which reduces the cost of each test. When an individual is enrolled in an Alternative Sentencing program, often they are not employed and have difficulty obtaining employment for a period of time due to the requirements of the program therefore remains indigent. One additional test each month will be performed when DAS Officers conduct home visits at the transitional housing location with the exception of the Felony Drug Court. State Parole and Probation maintain jurisdiction of the participants in this program. This funding ties in with the transitional housing program and ensures a sober living environment. This proposal is to increase the frequency of testing individuals and provides the ability to test at the individual's home which will be the transitional housing site (see above). Currently, this indigent population has proven to be challenging to conduct "at home" testing since they are very transient due to no transitional housing available.

Due to limited testing conducted by State Parole and Probation for the Felony Drug Court and to meet national best practices, Community Counseling Center in Carson City, conducts random drug and alcohol testing at their facility for participants in the Felony Drug Court. DAS does not have jurisdiction over the Felony Drug Court participants. CCC uses an outside lab to analyze the tests which increases the cost per test. Funding is to increase the frequency of testing individuals. Research shows that utilization of frequency and random testing results in individuals succeeding and refraining from drug and alcohol use<sup>1</sup>.

**Requested Budget:** - \$1,860

**Total Requested Budget – Secondary Need – Transitional Housing: \$105,360**

<b>SECONDARY NEED – TRANSITIONAL HOUSING GOALS</b>			
<b>Strategies</b>	<b>Outcomes</b>	<b>Outcome Indicators</b>	<b>Documentation</b>
<p><b>Transitional Housing Program</b>-provide a structured housing program for participants with the Specialty Courts, FASTT, MOST, and Human Services</p> <p>Housing will be at different sites within the community</p>	<p>Applicants of Human Services who do not meet the guidelines of housing grant programs or Fair Market Rent requirements are prevented housing</p>	<p>10/20 participants increase their household income</p> <p>18/20 participants connect to non-income resources</p> <p>10/20 participants move to permanent housing</p>	<p>Action Plans, CMIS database, Elogic database</p>
<p>Housing will be primarily with property managers willing to charge a set amount of rent and will work with the Specialty Court programs for three to six months</p>	<p>Participants of Misdemeanor Treatment Court program are in stable, safe housing during the duration of a treatment plan</p>	<p>17/20 participants will complete 1 quarter of Misdemeanor Court program</p> <p>14/20 participants will complete 2<sup>nd</sup> quarter of Misdemeanor Court program</p> <p>10/20 participants will complete 1 year of Misdemeanor Court program</p> <p>10/20 participants will move to permanent housing</p>	<p>Action Plans, CMIS database, Elogic database</p>
<p>Housing will be primarily with property managers willing to charge a set amount of rent and will work with the Specialty Court programs for three to six months</p>	<p>Participants of Mental Health Court program are in stable, safe housing during the duration of a treatment plan</p>	<p>10/20 participants increase their household income</p> <p>18/20 participants connect to non-income resources</p> <p>10/20 participants move to permanent housing</p>	<p>Action Plans, CMIS database, Elogic database</p>
<p>Housing will be primarily with property managers willing to charge a set amount of rent and will work with the Specialty Court programs for three to six months</p>	<p>Participants of Felony DUI Court program are in stable, safe housing during the duration of a treatment plan</p>	<p>10/20 participants increase their household income</p> <p>18/20 participants connect to non-income resources</p> <p>10/20 participants move to permanent housing</p>	<p>Action Plans, CMIS database, Elogic database</p>
<p>Housing will be primarily with property managers willing to charge a set amount of rent and will work with the Specialty Court programs for three to six months</p>	<p>Participants of Felony Drug Court program are in stable, safe housing during the duration of a treatment</p>	<p>10/20 participants increase their household income</p> <p>18/20 participants connect to non-income resources</p> <p>10/20 participants move to permanent housing</p>	<p>Action Plans, CMIS database, Elogic database</p>
<p>Housing will be primarily with property managers willing to charge a set amount of rent and will work with the Specialty Court programs for three to six months</p>	<p>Clients identified by FASTT, MOST, and Human Services are in stable, safe housing during the duration of a treatment</p>	<p>10/20 participants increase their household income</p> <p>18/20 participants connect to non-income resources</p> <p>10/20 participants move to permanent housing</p>	<p>Action Plans, CMIS database, Elogic database</p>

SECONDARY NEED – TRANSITIONAL HOUSING GOALS			
Strategies	Outcomes	Outcome Indicators	Documentation
Drug and alcohol test kits are available	Specialty Court Participants will be deterred from using illegal substances and alcohol	90% of Specialty Court Participants will test negative for use of illegal substances and alcohol	DAS monthly testing results
Drug and alcohol test kits are available	Felony Drug Court Participants will be deterred from using illegal substances and alcohol	85% of Specialty Court Participants will test negative for use of illegal substances and alcohol	Community Counseling Center monthly testing results

### **ONE TIME NEEDS**

1. Members of the Nevada Association of County Human Services Administrators have worked closely with the Regional Behavioral Health Coordinators in removing barriers for access to health services. This has included mental health training for first responders and front-line staff of providers and human services agencies. This partnership with Crisis Intervention Training (CIT) trainers and Human Services was developed to give providers of the indigent populations the opportunity to experience the simulation of a mental health crisis. Since the establishment of this partnership, CIT has provided this training to approximately 200 providers in Northern Nevada who are working with the indigent population throughout Northern Nevada. CIT training program needs to expand and has partnered with the University of Nevada, Reno to develop simulations for mental health crisis, dementia interaction, first episode psychosis, and a Veteran in crisis. There is a lack of funding available for innovative training technology.

**Requested Budget:** \$5,000

2. Carson City Human Services Division works closely with Mobile Outreach Safety Team (MOST) to identify indigent high utilizers, persons in crisis, and the homeless population. MOST responds to a crisis and refers to the CCHHS staff to follow up and provide resources. MOST is planning to conduct outreach to the homeless population and have found that when using a Sheriff's Office patrol vehicle, the homeless scatter as they pull up. Conducting the outreach by bicycle is less threatening to the individuals increasing interaction between the homeless person and MOST. As these relationships build, MOST will provide information and resources to the individuals resulting in a reduction of crisis intervention with the homeless. This supports the Human Services housing programs because it provides outreach activities and educates the homeless on housing resources at CCHHS.

**Requested Budget:** \$3,154

3. The Carson City Senior Center is requesting financial assistance with the Meals on Wheels program. The Meals on Wheels program has a shortfall of funding this year. This is in addition to the \$13,000 Community Support Services Grant they receive from Carson City. In 2018, the Meals on Wheels program served 163 individuals that self-declared they fall below the Federal Poverty Guidelines. Participant demand has increased and funding has not increased.

**Requested Budget:** not to exceed \$30,000

**Total Requested Budget: \$38,154**

<b>ONE TIME NEEDS GOALS</b>			
<b>Strategies</b>	<b>Outcomes</b>	<b>Outcome Indicators</b>	<b>Documentation</b>
Update virtual simulation system	First responders and front-line staff experience a virtual experience of mental health, dementia, and first episode psychosis	90/100 first responders experiencing the simulation are confident in his/her ability to interact with a mental health crisis call	CIT registration
MOST will interact with homeless/behavioral health populations as an outreach team	MOST will be equipped with bicycles and gear to have the ability to interact with the homeless/behavioral health issues population in a non-threatening/non-intimidating mobile unit	Increase in quality of life among the homeless population and behavioral health population	MOST daily stats
Meals on Wheels to provide meals to indigent seniors	To fill the shortfall of funding for the Meals on Wheels program	All seniors in need receive Meals on Wheels service	Monthly reports

**<sup>1</sup>Adult Drug Court Best Practice Standards Volume I (2013) NADCP National Association of Drug Court Professionals, Alexandria, Virginia**

**\*See Attachment A for Indigent Participants in Carson City Specialty Courts for Transitional Housing with Mandatory Testing**

**\*\*See Attachment B for Summary of Proposed Expenditures**

**ATTACHMENT A**  
**INDIGENT PARTICIPANTS IN CARSON CITY SPECIALTY COURTS**  
**FOR TRANSITIONAL HOUSING WITH MANDATORY TESTING**

Program	Number of Participants	Number of Months for Housing	Cost Per Month	Total
Mental Health Court	20	3	\$650.00	\$39,000.00
Misdemeanor Treatment Court	10	3	\$650.00	\$19,500.00
Felony DUI Court	10	3	\$650.00	\$19,500.00
Felony Drug Court	10	3	\$650.00	\$19,500.00
<b>Total</b>				<b>\$97,500.00</b>
Program	Number of Participants	Mandatory Drug Testing (1) time per month for (3) months	Cost Per Test	Total
DAS In-house Testing Costs	40	120	\$10.00	\$1,200.00
CCC Outside Lab Testing Costs	10	30	\$12.00	\$360.00
Program	Number of Participants	Mandatory Alcohol Testing (1) time per month for (3) months	Cost Per Test (EtG/Straws)	Total
DAS Testing	40	120	\$2.00	\$240.00
CCC Testing	10	30	\$2.00	\$60.00
<b>Total</b>				<b>\$1,860.00</b>
<b>Grand Total Housing-Mandatory Testing</b>				<b>\$99,360.00</b>

## **ATTACHMENT B - BUDGET**

<b>Personnel or Activity</b>	<b>Dollar Amount</b>
<b>Primary Needs:</b>	
Full Time Human Services Case Manager - Existing Employee	\$ 38,390
Hourly Front Desk Person - Temporary Employee	\$ 25,570
Full-time Hourly Community Health Worker - Temporary Employee	\$ 38,150
Part-time Hourly Account Tech - City Employee and Temp Staff proposed	\$ 25,860
Personnel Development	\$ 5,000
Primary Needs Total (yearly)	<b>\$ 132,970</b>
<b>Secondary Needs:</b>	
Human Services General Assistance Supplemental Program	\$ 6,000
Carson City Sober Housing Assistance Reinforces Everyone's Safety (CCSHARES)	\$ 97,500
Increased frequency of Drug/Alcohol Testing - DAS and P&P	\$ 1,860
Secondary Needs Total (yearly)	<b>\$ 105,360</b>
<b>One Time Expenditure Needs:</b>	
Innovative training technology - CIT	\$ 5,000
MOST - Bicycle Program	\$ 3,154
Meals on Wheels Supplemental - not to exceed	\$ 30,000
One Time Expenditure Needs Total	<b>\$ 38,154</b>
<b>TOTAL OF ALL PROJECTS - 1st year</b>	<b>\$ 276,484</b>