



March 4, 2014

To: The Honorable Shirley Weber, Chair  
Assembly Budget Subcommittee No. 1

Honorable Members, Assembly Budget Subcommittee No. 1

From: Frank J. Mecca, Executive Director, CWDA  
Sandi Fitzpatrick, Director, California Commission on Aging  
Lisa Nerenberg, California Elder Justice Coalition

**RE: Adult Protective Services: Training and Program Support**

The County Welfare Directors Association of California (CWDA), California Elder Justice Coalition and California Commission on Aging respectfully request your consideration of a budget item to increase statewide capacity in the Adult Protective Services (APS) program to protect and serve seniors and dependent adults who are victims of abuse and neglect. Specifically, we request your consideration to provide additional resources for a statewide training system for APS staff, and support for a staffing position in the California Department of Social Services (CDSS) to provide leadership and support to county APS programs.

California's APS programs provide 24/7 emergency response to reports of abuse and neglect of elders and dependent adults. Critical staff functions include conducting in-person investigations, coordinating with local law enforcement and other agencies for investigations and linkage to services, and individualized case management to enable elders and dependent adults to remain safely in their homes and communities. The APS program is pivotal to the elder and dependent adult justice network, which crosses multiple systems to protect and serve victims of abuse and neglect, including law enforcement, legal aid programs, the judiciary, long-term care services, and many others.

The APS program was primarily a state-funded program until 2011, when the program was realigned and counties now have the 100 percent fiscal responsibility for the program. However, CDSS retained program oversight and regulatory and policy making responsibilities for the program. This included responsibility for funding and supporting the statewide training of APS workers in order to ensure consistency. Unfortunately, the statewide training program is underfunded and woefully inadequate to meet the current and future needs of APS programs. Currently, only \$154,000 (General Fund) is allocated to CDSS to support statewide training. This funding has not been increased for the past nine years, despite the fact that APS cases statewide have risen by 35 percent between 2001 and 2013.

Nationally, the passage of the Elder Justice Act calls for the creation of a structure for administering national and state elder justice programs. In addition, California's population of seniors is expected to double between 1990 and 2020, and the oldest demographic, those 85 and older, will grow by 143 percent by 2020. State leadership, and partnership with the counties

and broader elder justice network, is needed to ensure that APS programs can rise to this challenge and effectively and consistently serve this population. To meet these increasing demands, there is a tremendous need for leadership within CDSS to work with federal, state and county agencies and other stakeholders to promote coordination, quality assurance, and best practices in APS. For this reason we request that the Legislature allocate funds for a staff person within CDSS and dedicated to the APS program. This position would engage with county APS and other elder and dependent adult justice stakeholders to develop policies and guidelines that support local APS programs in meeting existing mandates, respond to opportunities to build APS infrastructure and expand resources, and promote optimal outcomes for seniors and dependent adults.

We believe this proposal provides a modest yet critical investment to support the continued growth of the APS program. For these reasons, we support your efforts for additional funding to build a strong training infrastructure as well as state capacity within CDSS to work in partnership with elder justice stakeholders to promote an effective and responsive APS system.

We thank you for your consideration of this proposal to invest in the State's infrastructure to build capacity in the elder and dependent adult justice system.

Attachment: APS Fact Sheets: Training and State Staffing

cc: The Honorable Mariko Yamada, California State Assembly  
Gail Gronert, Office of the Assembly Speaker  
Chris Woods, Office of the Assembly Speaker  
Nicole Vazquez, Assembly Budget Subcommittee No. 1  
Julie Souliere, Assembly Republican Fiscal Consultant  
Michael Wilkening, Health and Human Services Agency  
Matt Paulin, Department of Finance  
Mark Newton, Legislative Analyst's Office  
Ginni Bella, Legislative Analyst's Office  
Will Lightbourne, Director, Department of Social Services  
Patricia Huston, Legislative Affairs, Department of Social Services  
Kelly Brooks Lindsey, California State Association of Counties  
County Caucus



CWDA

**BUDGET FACT SHEET**  
**Adult Protective Services – Training Funds**

Prepared by the County Welfare Directors Association of California (CWDA)

**A joint proposal by Assemblymember Mariko Yamada, the  
California Commission on Aging, California Elder Justice Coalition and  
County Welfare Directors Association**

**Purpose:**

Counties operate the Adult Protective Services Program (APS), which provides 24 hour/7 day response to reports of abuse and neglect of persons over age 65 and dependent adults. The California Department of Social Services (CDSS) provides support to county APS agencies through its statewide training program. The current level of training is insufficient to enable counties to meet local needs to protect and serve this vulnerable elderly and dependent adult population.

**Background:**

The APS program was primarily a state-funded program until recently when, in 2011, state funding for APS was “realigned” and funding responsibility was given to the counties. However, the responsibility of funding and providing statewide training to APS workers remains a state function to promote consistency and coordination of training curricula. CDSS currently contracts with local universities to deliver this training. Unfortunately, training for county APS workers has not kept up with caseload and demand, and as a result, training for APS workers and their partner agencies is woefully underfunded. Currently only \$154,000 State General Fund is allocated to CDSS for statewide APS training. These funds have not been increased for the past 9 years, despite the fact that APS cases rose by 35 percent between 2001 and 2013 throughout California.

The population of seniors is expected to dramatically increase by 2020. California Department of Aging statistics show that between 1990 and 2020, California’s aging population (those 60 and older) will double, and the oldest demographic, those 85 and older, will grow by 143 percent by 2020<sup>i</sup>. County APS must increase its capacity to meet the expected corresponding increase in elder abuse and neglect cases. Training for APS workers is critical to meet our statutory statewide mandates to respond to reports of abuse and neglect and to protect vulnerable seniors and dependent adults.

The current funding level is insufficient to meet the needs of all 58 counties for training new social work staff, advanced training for seasoned workers, specialized training for APS Supervisors, and new curricula to address emerging trends and legislative mandates. This funding level equates to less than \$350 per worker, per year (based on an estimated 550 APS workers in the state today) and only 5 days of training per region (targeted for 30 participants per day). At this funding level, it is not possible to provide the full core training series to new APS workers – leaving new workers often under-prepared as they go into the field to protect vulnerable seniors and dependent adults.

In addition, statewide training of mandated reporters is lacking. County APS is mandated under WIC 15655.5 to provide mandated reporter training. Unfortunately, counties struggle to meet this mandate in light of increasing local workloads. County APS relies on timely reports by mandated reporters to protect victims from further harm, so training of mandated reporters is critical.

### **CPS vs. APS Training Support**

Counties administer both the Child Protective Services (CPS) and APS programs and CDSS funds training for both. Yet the training supports are vastly different, despite the fact that both programs have acute training needs to serve abuse and neglect victims.

#### **CPS:**

Receives \$22 million in total training funds  
(\$8.9 million State GF)  
Responds to 500,000 reports per year  
Serves over 85,000 children (2012 data)  
Served by 3,000 social workers statewide  
Equates to \$7,333 training per worker/per year

#### **APS:**

Receives \$154,000 in State General Funds  
Responds to 125,000 reports per year  
Serves nearly 25,000 cases (2013 data)  
Served by 550 social workers statewide  
Equates to less than \$350 per worker, per year

*Although APS and CWS workers provide similar services in similar situations, APS workers receive less than 1 cent for every dollar of state and federally-funded training that is provided to CWS workers.*

### **Proposed Solution:**

Increase state funding support for statewide APS training at a total cost of \$1.25 million State General Funds.

This will increase training days from 5 days to 12 days per new worker, which will ensure new workers can complete their induction training. These funds also support curriculum development and training for supervisors and advanced training for APS staff that reflects emerging issues and new policy. Additionally, this level of funding would ensure access to mandated training for mandated reporters.

#### **For More Information:**

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<sup>1</sup> Based on data from the California Department of Aging, accessed at [http://www.aginq.ca.gov/Data\\_and\\_Statistics/Facts\\_About\\_Elderly/](http://www.aginq.ca.gov/Data_and_Statistics/Facts_About_Elderly/), updated March 10, 2012.



**Adult Protective Services (APS) Budget Proposal:  
APS Full-Time Position at CDSS**

**Assemblymember Mariko Yamada, California Commission on Aging, California  
Elder Justice Coalition and County Welfare Directors Association**

California's Adult Protective Services (APS) programs are administered through the counties to protect persons over age 65 and dependent adults from abuse and neglect. California's APS programs are pivotal to the broader elder justice network, which includes law enforcement, legal aid programs, the judiciary, the Long-Term Care Ombudsmen, consumer advocates, providers of long-term support services, as well as many others. These entities rely upon APS to perform such critical front line functions as providing emergency services on a 24-hour basis, investigating reports in collaboration with local law enforcement, assessing risk of very vulnerable older adults and dependent adults and connecting these individuals to essential support services that help them to maintain their independence. The effectiveness of the entire elder and dependent adult justice system relies on APS.

California's APS program needs a robust statewide infrastructure and leadership that will ensure consistency of casework practices while supporting local innovation and recognizing local needs. This is critical as California's population of seniors will double over the next twenty years from 4.3 million in 2010 to 8.4 million in 2030. The California Department of Social Services (CDSS) has regulatory and oversight responsibility for the APS program. However, APS is such a small program that when it was realigned there were no contingency plans for how to manage the program operationally at the state level.

There is broad based support from multiple components of the elder justice network for the recommendation of having an APS point person at the state level to coordinate efforts with other state agencies that have a role in elder abuse prevention. This position would serve as liaison with the federal government and take a leadership role with the anticipated Elder Justice Act funding and implementation to build operational capacity locally to enable California to meet the growing demand. The following are the tasks and goals that Assemblymember Mariko Yamada, the California Commission on Aging, the California Elder Justice Coalition, and County Welfare Directors Association (CWDA) believe are most vital to ensure that California's vulnerable adults receive consistent protective services regardless of where they reside.

- I. Request for a full-time dedicated APS position (masters level) at CDSS who would report to the Department Director, to accomplish the following, in collaboration with county APS agencies and elder and dependent adult program stakeholders:**
- A. Review and update state policies and procedures for county APS programs to ensure consistency with current laws, support local program operations and promote best casework practices throughout the state.
  - B. Develop program goals, performance measures, and desired outcomes for APS, and a strategic plan to assist county programs to accomplish these.
  - C. Collaborate with other state departments, county agencies and other stakeholders that provide or oversee elder justice services to improve policies, practices and services for elders and dependent adults.
  - D. Oversee the development of a state data collection system in order to track services and performance of APS programs. Ensure data collection tools are revised and consistent with current law and regulations, and that information collected supports the statewide data collection system.
  - E. Serve as a point person to respond to requests from federal agencies and national organizations and to seek out opportunities that will better prepare the state to manage federal initiatives and mandates in the APS program.
  - F. Engage county APS agencies and other stakeholders in the development of state policy related to APS that responds to new and emergent needs.
  - G. Provide technical assistance to local programs to promote adherence to state APS policy and state-regulated casework practices.
  - H. Develop a regionally based, statewide APS training program that promotes consistent casework practices across the state, ensures comprehensive training for new APS workers, and provides on-going training that responds to new and emerging trends for all APS workers.
  - I. In collaboration with county APS agencies and experts in the field, develop guidelines for consideration by local APS programs that will address the following areas:
    - 1) Workload standards for APS workers
    - 2) Availability and utilization of tangible services for local programs
    - 3) Educational and professional development of APS workers
    - 4) Structure for 24 hour APS response