

The evolving crisis in the funding of HIV/AIDS medical care and treatment services in Southern Wisconsin

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Introduction

The Wisconsin Department of Health Services AIDS/HIV Program is responsible for the oversight of HIV/AIDS prevention, care and treatment services funded by Federal Ryan White Part B, and Federal Centers for Disease Control Prevention grants as well as Wisconsin general purpose revenue and Mike Johnson Life Care Services and Early Intervention grant funds. Dr. James Vergeront is the Director of Wisconsin's AIDS/HIV Program.

When the epidemic first began the DHS envisioned AIDS Service Organizations (ASO's) in each of the five public health regions. Over the course of the past twenty years there has been a significant consolidation of AIDS Service Organizations. Today, there are two ASO's in the state: AIDS Network, which serves the 13 county southern region (Including Madison) and the AIDS Resource Center of Wisconsin (ARCW) which serves the remainder of the state. AIDS Network operates out of Madison with part time offices in Beloit and Janesville. ARCW's main office is in Milwaukee, with additional full time offices in Kenosha, LaCrosse, Green Bay, Wausau, Eau Claire, Superior and Madison (Madison for Housing counseling only).

The two ASO's are funded by Ryan White Part B and State Life Care Service Grant Funds. Additionally, ARCW is a recipient of Ryan White Part C funds and over a dozen direct federal grants. ARCW proactively seeks other grant resources and an analysis of the ARCW annual audit reveals that twenty four percent of their budget is funded by direct federal grants while none of AIDS Network's budget is funded by direct federal grants.

A review of the two ASO most recent independent financial audit and the 12/31/2009 Ryan White Program Data Reports provide a base of comparison of Wisconsin's two ASO's.

Analysis of annual audit and Ryan White Program Data Reports	AIDS Network	AIDS Resource Center of Wisconsin
2008 Total Revenue	\$1,963,113	\$11,786,777
State DHS grants as a percentage of budget	52.6 percent (\$1,038,038)	42.3 percent (\$4,993,218)

Analysis of annual audit and Ryan White Program Data Reports	AIDS Network	AIDS Resource Center of Wisconsin
Percent of budget spent on programs	75.8 percent (\$1,448,343)	91 percent (\$10,496,779)
Percent of budget comprised of direct federal grants	None	24.3 percent (\$2,869,130)
Percent of budget - Private donors & Philanthropic (does not include special events)	3.5 percent (\$67,813)	12 percent (\$1,407,264)
Months of operating reserves	1.9 months	4.4 months
Number of unduplicated clients	407	2523
Number of HIV Cases in designated region(s)	1296	5675
Percent of HIV cases in regions that are ASO clients	31.4	44.5
Number of medical patients	0	1026
Number of mental health patients	20	446
Number of oral health patients	157	1163
Referral to other providers	249	0
Food Bank	139	1366
Percent of budget spent on non-medical case management	See chart five	See chart five
Percent of total agency budget allocated to directly provided outpatient ambulatory medical care	none	20 percent (\$2,370,065)
Percent of total agency budget allocated to direct mental health and AODA services	(see note 2) 1.4 percent (\$27,194)	5.8 percent (\$675,100)

Analysis of annual audit and Ryan White Program Data Reports	AIDS Network	AIDS Resource Center of Wisconsin
Percent of agency budget allocated to oral health care (ARCW directly provided, AN referral)	(see note 2) 4 percent (\$78,425)	8.1 percent (\$958,427)

Note 1: The information provided in this chart was compiled from the 2008 independent financial audit of AIDS Network (period ending 12/31/2008) that was received from the Department of Health Services pursuant to Wisconsin's Open Records law. The ARCW information was compiled from their 2008-09 independent financial audit for the twelve month period ending 8/31/2009. The ARCW audit was provided by the Chief Financial Officer of ARCW upon my request. Information regarding client counts, number of patients, food bank usage, etc., was compiled from the 12/31/2009 Ryan White Program Data Reports that are submitted annually by all Ryan White grantees. The Program Data Reports were received from the Wisconsin Department of Health Services through a request made pursuant to Wisconsin's Open Records Law.

Note 2: The 2008 AIDS Network annual audit did not disclose the funding provide for oral health care, mental health or AODA services. The number presented is based on the last reported budgeted income of AIDS Network and the amounts reported on the current AIDS Network Life Care Services and Ryan White Part B budgets submitted to the Department of Health Services AIDS/HIV Program. These documents were received through a request made pursuant to Wisconsin's Open Records Law.

The UW HIV/AIDS Comprehensive Care Clinic

The UW HIV Clinic has largely been ignored when it comes to the funding of HIV/AIDS medical care and treatment services. The clinic receives an annual \$96,000 Ryan White Part B grant (a significant portion going to prison work) as well as an annual part C grant of \$623,974.00.

The Department of Health Services has failed to work with the clinic to identify additional resources and AIDS Network has steadfastly failed to subcontract care and treatment dollars to the UW HIV Clinic. Instead, AIDS Network has used the Ryan White Part B and Mike Johnson Life Care Services grant dollars to fund unreasonably high levels of non-medical case management services and other well funded but grossly under utilized services. DHS's inaction and AIDS Networks refusal to work with the UW HIV clinic are significant contributing factors to the current crisis in funding of UW's HIV Clinic.

Additionally, the UW HIV Clinic and AIDS Network has a history of not proactively seeking other medical care and treatment grants. The lack of incoming grant dollars, combined with a non-existent fundraising/philanthropic effort on the part of the UW HIV Clinic and AIDS Network have also contributed to the current HIV medical funding crisis in southern Wisconsin.

Other funded agencies

There are currently 13 other Community Based Organizations (CBO's) that receive varying amounts of funding from the DHS controlled Ryan White Part B funding pool. The wide range of funding levels, especially when compared to the reported unduplicated client counts raise concerns regarding whether the limited dollars are being used for their highest and best use.

The numbers reported in this document were gathered through the making of open records requests of the State of Wisconsin HIV/AIDS Program. The University of Wisconsin Comprehensive HIV/AIDS Program staff and the Chief Financial Officer of the AIDS Resource Center of Wisconsin provided the documents directly to us.

What is the Ryan White Care Act?

The majority of Ryan White funds support primary medical care and essential support services. A smaller but equally critical portion funds technical assistance, clinical training, and research on innovative models of care.

The Ryan White legislation created a number of programs, called Parts, to meet needs for different communities and populations affected by HIV/AIDS. Each is described below.

Part A provides emergency assistance to Eligible Metropolitan Areas and Transitional Grant Areas that are most severely affected by the HIV/AIDS epidemic. (note: Wisconsin is not eligible for Part A funding)

Part B provides grants to all 50 States, the District of Columbia, Puerto Rico, Guam, the U.S. Virgin Islands, and 5 U.S. Pacific Territories or Associated Jurisdictions.

Part C provides comprehensive primary health care in an outpatient setting for people living with HIV disease. (UW HIV Clinic, ARCW and the Sixteenth Street Community Clinic receive Part C funding)

Part D provides family-centered care involving outpatient or ambulatory care for women, infants, children, and youth with HIV/AIDS.

PART F provides funds for a variety of programs:

The Special Projects of National Significance Program grants fund innovative models of care and supports the development of effective delivery systems for HIV care.

The AIDS Education and Training Centers Program supports a network of 11 regional centers and several National centers that conduct targeted, multidisciplinary education and training programs for health care providers treating people living with HIV/AIDS.

The Dental Programs provide additional funding for oral health care for people with HIV.

The Minority AIDS Initiative provides funding to evaluate and address the disproportionate impact of HIV/AIDS on African Americans and other minorities.

What is the Mike Johnson Life Care Services & Early Intervention Act?

State funds, known as general purpose revenue (GPR), address critical unmet needs in HIV prevention and care services in Wisconsin. GPR supports various prevention and care services, including Mike Johnson Life Care and Early Intervention Services, the Wisconsin AIDS/HIV Drug Assistance Program, and the Wisconsin HIV Health Insurance Premium Subsidy Program. GPR funding is awarded to local agencies on the State’s fiscal year, July through June.

The following chart shows the inequitable funding of Wisconsin’s two AIDS service organizations in the context of agency reported unduplicated client counts.

ASO’s funded by the Life Care Services and Early Intervention Act

AIDS Service Organization	12/31/2009 Unduplicated Clients	Mike Johnson LCS/EI FY 2010	Total LCS/EI per client
ARCW	2523	\$2,849,832	\$1,129.00
AIDS Network	407	\$677,188	\$1,663.00

Source: Publicly available budget documents and 12/31/2009 Ryan White Program Data Reports

The numbers tell the story

The following charts provide a concise overview of the state of HIV/AIDS funding in Wisconsin and confirm the crisis situation that has evolved in medical care and treatment funding in southern Wisconsin over the past several years:

Chart One

Chart one provides an overview of Ryan White Part B funding levels in Wisconsin (by region) compared to the 12/31/2009 Wisconsin Epidemiological data. The total does not include Minority AIDS Initiatives or Emerging Communities grant funds.

Allocations of Ryan White Funds (Part B) by region compared to 12/31/09 EPI data

Public Health Region	Total 2010 Ryan White Part B Funds allocated	12/31/2009 DHS EPI HIV Cases per region	Percent of HIV cases Per 12/31/09 DHS EPI Data	Percent of total 2010 Ryan White Part B allocations per public health region
Southeast	\$1,916,970*	4170	59.8	78.1
South	\$275,848	1296	18.6	11.2

Public Health Region	Total 2010 Ryan White Part B Funds allocated	12/31/2009 DHS EPI HIV Cases per region	Percent of HIV cases Per 12/31/09 DHS EPI Data	Percent of total 2010 Ryan White Part B allocations per public health region
Northeast	\$143,746	668	9.6	5.9
West	\$37,894	438	6.3	1.5
North	\$34,623	205	2.9	1.4
Others (Prisons)	\$46,152	194	2.8	1.9
Total	\$2,455,233	6971	100	100

Chart Two

This chart expands on chart one and includes additional funding provided to non-service providers that is charged against the Ryan White Grant funds. (i.e., University of Wisconsin Extension, Luther Consulting) Additionally, the dollars allocated for Minority AIDS Initiatives and Emerging Community Grants have been included in order to show total Ryan White Part B funding.

Wisconsin 2010-11 DHS AIDS/HIV Program care funding allocations by region

Agency	South	Southeast	North	Northeast	West	Statewide*	Total
AIDS Network	226,000						226,000
ARCW	17,329	782,511	34,623	103,693	37,894	15,100	991,150
Black Health Coalition		100,000					100,000
Health Care for homeless		107,050					107,050
Legal AID Milwaukee		30,100					30,100
Luther Consulting						20,000	20,000
Medical College of Wisconsin		167,350					167,350

Agency	South	Southeast	North	Northeast	West	Statewide*	Total
MCW-Pediatrics		210,600					210,600
Milwaukee City Health Dept.		80,000					80,000
Milwaukee Health Services		143,850					143,850
New Concepts		76,000					76,000
16th Street Clinic		269,149					269,149
UMOS		204,600					204,600
UW Planning						100,000	100,000
UW Clinic	49,848					46,152	96,000
Total	293,177	2,171,210	34,623	103,693	37,894	181,252	2,821,849
Percent of total	10.4	76.9	1.3	3.7	1.3	6.4	100
Percent of presumed alive HIV/AIDS Cases	1296 (19%)	4170 (60%)	205 (3%)	668 (10%)	438 (6%)	194 (3%)	6971

Source: Wisconsin Department of Health Services AIDS/HIV Program

Chart Three

This chart points to the magnitude of the crisis in funding of HIV/AIDS services that we are facing in southern Wisconsin. A listing of all funded agencies reveals some stunning facts. The numbers presented were gathered through an open records request of 12/31/2009 Ryan White Program Data Reports and a DHS provided synopsis of funding levels by agency.

The Ryan White Part B dollars allocated for care and treatment services are listed along with the number of agency reported “unduplicated clients”. As a basis for comparison we divided the total grant award by the number of unduplicated clients to arrive at the allocation per unduplicated HIV positive client.

**2010 Ryan White Part B Funding per HIV Case in Wisconsin
Ranked by agency allocation per unduplicated HIV positive client***

Agency	FY 2010 Ryan White Part B Allocation	12/31/2009 unduplicated HIV Positive clients*	Allocation per unduplicated HIV positive client
Black Health Coalition	\$100,000	16	\$6,250.00
UMOS	\$204,600	54	\$3,788.00
New Concepts	\$76,000	30	\$2,583.00
Health Care for the Homeless	\$107,050	56	\$1,912.00
Sixteenth Street Community Clinic	\$269,149	232	\$1,160.00
Milwaukee Health Services	\$143,850	156	\$922.00
Legal Aid Society	\$30,100	36	\$836.00
AIDS Network	\$226,000	407	\$555.00
ARCW**	\$1,031,203	2523	\$409.00
MCW ID Clinic	\$167,350	468	\$409.00
MCW Pediatrics	\$210,600	597	\$325.00
Milwaukee Public Health***	\$80,000		
UW Health****	49,848	830	\$60.05
UW Health Prison	46,152		
Total	\$2,741,902		

*Unduplicated client counts per the 2009 Ryan White HIV/AIDS Program Data Report Submitted to HRSA on 12/31/2009 by all funded agencies (OMB Form: 0915-0253)

Totals include Minority AIDS Initiative and Emerging Community Grants

**ARCW's total consists of:

Southeast: \$ 814,940

Northeast: \$ 143,746

North: \$ 34,623

West: \$ 37,894

***Milwaukee Public Health does not report unduplicated clients

****Portion of UW grant not allocated to Prisons

Chart Four

The UW HIV Clinic and ARCW both receive federally funded direct Ryan White Part C grants. Additionally, ARCW has historically recognized the need to expand their funding base and has applied for and received in excess of a dozen additional care and treatment grants directly from the Federal government.

The following chart shows the total care and treatment grants received by ARCW and the combined total of care and treatment grants received by UW's HIV Clinic combined with the amount allocated for care and treatment services by AIDS Network in the southern region:

Medical Care Investment per patient **(based on clinic census and total grant funds)**

Agency/ Region	Medical Grant Funds	Less Medicare/ Medicaid	Total	Patient census	Per Patient
ARCW (all areas except southern region)	2,370,065	234,636	2,135,429	1177	1,814
AN/UW HIV (southern region)	624,731*		624,731	889	702

Mental Health/AODA investment per patient **(based on clinic census and total grant funds)**

Agency/ Region	Mental Health Grant Funds	Less Medicare/ Medicaid	Total	Patient census	Per Patient
ARCW (all areas except southern region)	675,000**	66,825	608,175	1177	517
AN/UW HIV (southern region)	95,402 75,000***		170,042	889	191

Oral Health care investment per patient
(based on clinic census and total grant funds)

Agency/ Region	Oral Health Grant Funds	Less Medicare/ Medicaid	Total	Patient census	Per Patient
ARCW (all areas except southern region)	958,427	94,884	863,543	1235	699
AN/UW HIV (southern region)	85,538		85,538	889	96

*This number was arrived at by taking the total UW HIV Clinic Part C budget, subtracting costs associated with Mental Health Services and adding the treatment adherence budget of AIDS Network and adding the Ryan White Part B grant portion allocated to treatment adherence and case management. Prison funding in the amount of \$49,848.00 has been excluded.

**This number equals the costs of mental health services provided by the UW HIV clinic (salary and benefits) plus AIDS Network budgeted Ryan White and LCS dollars that are allocated to mental health and AODA services

***Due to documented need the DHS AIDS/HIV Program is allocating an additional \$75,000 for mental health services

Chart five

This chart provides a significant part of the answer to the question of where the dollars are spent by this regions AIDS service organization. Comparing the case management costs as a percentage of state and federal HIV/AIDS grant funds we learn that UW's HIV clinic spends 17.6 percent, ARCW spends 19.7 percent and AIDS Network spends 65.3 percent of their federal and state HIV grant funds on non-medical (formerly called psychosocial case management.)

Case management costs as a percentage of total State and Federal HIV/AIDS Grant Funds

Agency/Region	State and Fed. HIV Grants*	Case Management Costs	Percentage of State and Federal Grants
ARCW	9,281,843	1,824,457 **	19.7
AIDS Network	903,188	589,965	65.3
UW HIV Clinic***	662,634	116,620	17.6

*Includes all grants (Federal Ryan White, HRSA, SAMHSA, State Life Care Services, etc.)

**combined psychosocial and medical case management

***Ryan White Part C grant and medical case management and treatment adherence portion of Part B grant

Conclusion: The numbers don't lie.

There is an unfolding crisis in medical care and treatment services in the southern region of Wisconsin that is compromising the quality of HIV medical care and treatment services provided to the 1296 residents of southern Wisconsin who are living with HIV/AIDS.

The confluence of the Department of Health Services indifference to the status of HIV/AIDS medical care and treatment in the southern region along with the well documented failures of this region's AIDS Service Organization (AIDS Network) have created a crisis in medical care that is unique to the thirteen county southern region of Wisconsin.

Immediate and decisive action must be taken by Dr. James Vergeront and the Department of Health Services AIDS/HIV Program to address this crisis and to guarantee access to medical care and treatment services commensurate to those provided in other areas of the state of Wisconsin.

Sources:

Information presented in this report was gathered through requests of funded agency's for the following documents: Most recent Ryan White Program Data Report, current Ryan White and Life Care Services budgets and program narratives. Lists of funded agencies was provided by the DHS AIDS/HIV Program. All other data was received through the making of official open records requests of the Department of Health Services AIDS/HIV Program. Unduplicated client counts are agency reported in the annual Ryan White Program Data Report.

The UW HIV Clinic provided all information requested, as did the AIDS Resource Center of Wisconsin. Additionally, ARCW provided a copy of their current independent audit which allowed us to determine the total grant funds received (other than Ryan White and State Life Care Services. The AIDS Network Annual Audit was received by making an open records request of the Department of Health Services AIDS/HIV Program.

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