

AGEISM AND RESOURCE ALLOCATION IN THE COVID-19 ERA: ETHICAL AND POLICY CONSIDERATIONS

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FEBRUARY 3, 2021



DISCLOSURES

 I have no financial conflicts of interest relevant to this presentation.



OBJECTIVES

- Introduce key events and concepts related to ageism and resource allocation in the COVID era
- Review the American Geriatrics Society position statement on resource allocation strategies
- Discuss the Utah and California Crisis Standards of Care
- Reflect on the role of geriatricians in advocacy work for older adults at the policy level



HYPOTHETICAL CASE SCENARIO

You are the triage officer for a hospital operating under your state's Crisis Standards of Care enacted by the governor. Your hospital's ICU COVID unit has been full all week. One ventilator becomes available when a patient is successfully extubated.

Later that day, you receive a call from the ED attending about 2 patients who both need a ventilator. **Patient A** is a 70 year old gentleman with a history of insulin-requiring diabetes mellitus, obesity, HFpEF, stage IV CKD, hypertension, and CVA who used a wheelchair prior to admission. Patient B is a 90 year old gentleman independent of all ADL and IADL who takes only a multivitamin and, before the pandemic hit, skied to celebrate becoming a nonagenarian.

In-hospital mortality risks for Patient A and Patient B are identical according to the Modified Sequential Organ Assessment (MSOFA).

You review your state's Crisis Standards of Care guidelines, which include a "tiebreaker" provision that would give the ventilator to Patient A based on age. Is this age-based "tiebreaker" provision ethical?



WHICH HEALTHCARE RESOURCES ARE SUBJECT TO REALLOCATION UNDER CONDITIONS OF RESOURCE SCARCITY?

- **Space** (e.g. hospital beds, ICU beds)
- **Staff** (e.g. intensivists, respiratory therapists)
- **Stuff** (e.g. ventilators, remdesivir, vaccines)





MARCH 2020: AGE-BASED RATIONING IN ITALY

The Atlantic

IDEAS

The Extraordinary Decisions Facing Italian Doctors

There are now simply too many patients for each one of them to receive adequate care.





https://www.theatlantic.com/ideas/archive/2020/03/who-gets-hospital-bed/607807/

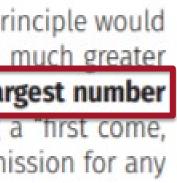
MARCH 2020: SIAARTI GUIDELINES



An age limit for the admission to the ICU may ultimately need to be set. The underlying principle would be to save limited resources which may become extremely scarce for those who have a much greater probability of survival and life expectancy, in order to maximize the benefits for the largest number of people. In the worst-case scenario of complete saturation of ICU resources, keeping a "first come, first served" criterion would ultimately result in withholding ICU care by limiting ICU admission for any subsequently presenting patient.

4. Together with age, the comorbidities and functional status of any critically ill patient presenting in these exceptional circumstances should carefully be evaluated. A longer and, hence, more "resourceconsuming" clinical course may be anticipated in frail elderly patients with severe comorbidities, as compared to a relatively shorter, and potentially more benign course in healthy young subjects.





PRIORITIZATION OF ETHICAL PRINCIPLES

- 4 widely accepted ethical principles in Western societies: autonomy, justice, beneficence, and nonmaleficence
- Usual care: **Autonomy** > justice and beneficence
- Rationing: Justice and beneficence > autonomy



MARCH 2020: AGEIST RHETORIC

POLITICS

AFTER GEORGE FLOYD

CORONAVTRUS

Texas Lt. Gov. Dan Patrick suggests he, other seniors willing to die to get economy going again

U.S. NEWS

BUSINESS

WORLD

BETTER

OPINION

"Those of us who are 70 plus, we'll take care of ourselves. But don't sacrifice the country," Patrick told Tucker Carlson.



NEWS

https://www.nbcnews.com/news/us-news/texas-lt-gov-dan-patrick-suggests-he-other-seniors-willingn1167341



PODCASTS

MARCH 2020: SELF-REFLECTION

Feeling of powerlessness during COVID – what can I contribute?

Undergraduate exposure to medical ethics Tideswell leadership training Outstanding interprofessional colleagues

+ Support of AGS staff and CEO Motivation to push back on ageist sentiment during COVID



MARCH/APRIL 2020: LOCAL RESPONSE

The Salt Lake Tribune

Commentary: Family values are needed more than ever in the time of COVID-19

\triangleq DeservetNews

Update: Who decides who lives and dies during a crisis? Utah has new answers

Policymakers, health care providers and others rely on "crisis standards of care" to make those hard decisions fair and formulaic - but some worry that older adults and people with disabilities will bear the brunt.

> https://www.sltrib.com/opinion/commentary/2020/03/31/commentary-family-values/ https://www.deseret.com/indepth/2020/4/7/21206770/coronavirus-corona-covid-19-triage-icu-bedsventilators-standards-crisis-standards-of-care







Journal of the American Geriatrics Society



AGS Position Statement: Resource Allocation Strategies and Age-Related Considerations in the COVID-19 Era and Beyond

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Age per se should never be used as a means for a categorical exclusion from therapeutic interventions that represent the standard of care. Likewise, specific age-based cutoffs should not be used in resource allocation strategies.

- Section 1557 of the ACA prohibits age discrimination in health care programs receiving federal funding
- Age cutoffs ignore the heterogeneity of older adults
- Age is a poor proxy for projected outcomes



When assessing comorbidities, the disparate impact of social determinants of health including culture, ethnicity, socioeconomic status and other factors should be considered.

Rationale:

Inadequate access to primary care – and resulting chronic diseases – may lead to worse scores upon assessment of chronic comorbidities.



Multi-factor resource allocation strategies that equally weigh in-hospital survival and severe comorbidities contributing to short-term (<6 month) mortality should be the primary allocation method in emergency circumstances that require rationing due to a lack of resources.

- Age is less predictive of mortality than functional trajectory, multimorbidity, and frailty.
- Including chronic comorbidities that are unlikely to affect short-term mortality is ethically problematic.





In order to avoid biased resource allocation strategies, criteria such as "life-years saved" and "long-term predicted life expectancy" should not be used, as they disadvantage older adults.

- Concern for implicit bias these criteria may ignore the social determinants of health that have systematically disadvantaged underrepresented groups.
- Long-term predictions of life expectancy are notoriously unreliable.



Triage committees and triage officers who have no direct clinical role in the care of the patients being considered for allocation of limited resources should be familiar with resources available at their institution and also should be available to clinicians when decisions about allocating scare resources must be made.

- Concern for ad hoc approach
- Concern for moral distress among front-line clinicians
- Front-line clinicians should be applying not selecting emergency rationing criteria when resources are limited



Institutions should develop resource allocation strategies that are transparent, applied uniformly, and developed with forethought and input from multiple disciplines including ethics, medicine, law, and nursing. These strategies should be used consistently when making emergency decisions. Such strategies should be reviewed frequently to ensure inclusion of the latest science and to identify any evidence of disparate impact or bias.

- Accountability and transparent communication help build public trust in resource allocation frameworks.
- It is inadequate to develop a resource allocation framework that lacks regular and rigorous review.

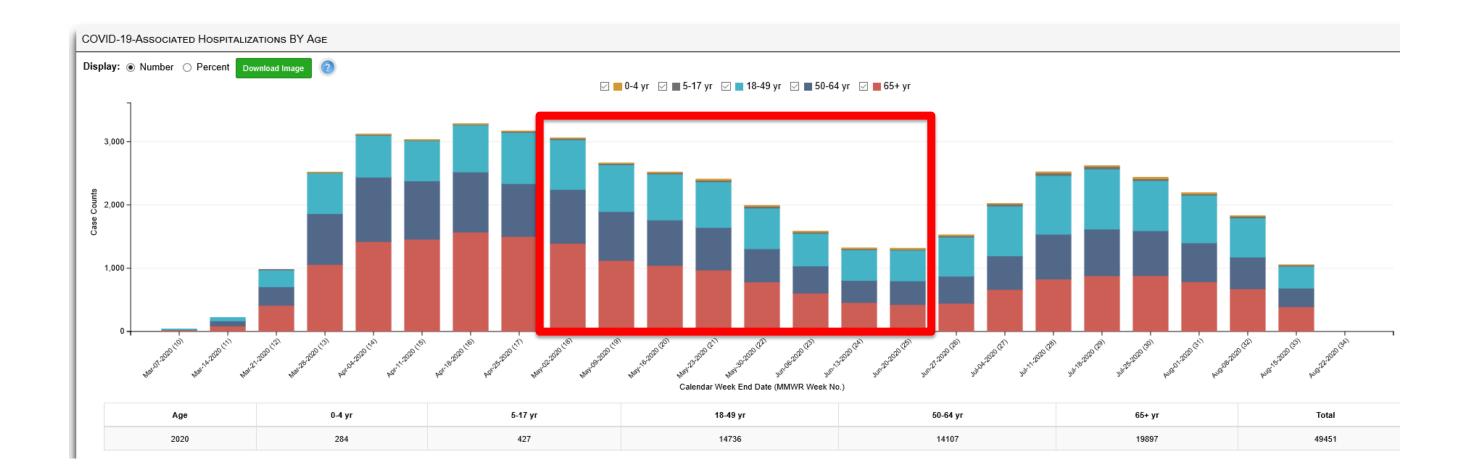


Widespread and carefully considered advance care planning discussions are of paramount importance in achieving ethical care decisions based on the individual's values, preferences and goals. These decisions should not be viewed as a form of rationing, and advance care planning should preferably be done well before a time of crisis. Efforts should be intensified to increase meaningful advance care planning across health systems.

- Advance care planning respects individual autonomy.
- While not a form of rationing, advance care planning will identify older adults who do not wish to receive intensive care.
- Patients should not be pressured, even subtly, to engage in advance care planning to conserve health care resources.



MAY - JUNE 2020: RATIONING FEARS SUBSIDE





https://gis.cdc.gov/grasp/COVIDNet/COVID19_5.html

JULY 2020: RATIONING FEARS REEMERGE



NEWS > PHOENIX METRO NEWS > CENTRAL PHOENIX NEWS

Banner memo: Arizona first to activate crisis care plan in the country

https://www.abc15.com/news/region-phoenix-metro/central-phoenix/banner-memo-arizona-first-toactivate-crisis-care-plan-in-the-country



JULY 2020: SPOTLIGHT ON INTERGENERATIONAL JUSTICE

The New Hork Times

THE NEW OLD AGE

Should Youth Come First in Coronavirus Care?

If medical rationing becomes necessary, some older adults are prepared to step aside. But many have the opposite concern: that they will be arbitrarily sent to the rear of the line.



https://www.nytimes.com/2020/07/31/health/coronavirus-ethics-rationing-elderly.html

CRISIS STANDARDS OF CARE (CSC)

- Resource allocation guidelines enacted by states for conditions of resource scarcity
- Many such crisis guidelines anticipated a pandemic influenza scenario
- Some crisis guidelines categorically exclude older adults from critical care resources



Patient prioritization tool

Utah crisis standards of care guidelines

	CATEGORY	1 POINT	2 POINTS	3 POINTS
	Age	Less than 30 years	30 to 60 years	Greater than 60 years
	Health score	Healthy	No functional impairment, mild systemic disease	Severe systemic disease with functional impairment
	Estimated survival	Likely to survive (>50% chance of survival)	Might survive (10-50% chance of survival)	Unlikely to survive (<10% chance of survival)

TOTAL the three categories:

Pregnancy adjustment:

Subtract one point if pregnant and less than 32 weeks. Subtract 2 if pregnant and 32 weeks or more.

FINAL SCORE:	1-5 POINTS	6-7 POINTS	8-9 POINTS
	Highest priority for treatment	Second priority for treatment, IF resources allow	If resources are inadequate, DO NOT TREAT

version 2, June 2018



2018 UTAH CRISIS STANDARDS OF CARE

Patients \geq 90 years old were excluded from this resource allocation strategy, meaning that they had **no claim on** critical care under conditions of resource scarcity.

https://www.deseret.com/indepth/2020/4/7/21206770/coronavirus-corona-covid-19-triage-icu-bedsventilators-standards-crisis-standards-of-care https://int.nyt.com/data/documenthelper/6852-utah-triagequidelines/02cb4c58460e57ea9f05/optimized/full.pdf

AUG. 2020: REVISIONS TO UTAH CSC

FOR IMMEDIATE RELEASE August 20, 2020 Contact: HHS Press Office 202-690-6343 media@hhs.gov

OCR Resolves Complaint with Utah After it Revised Crisis Standards of Care to Protect Against Age and Disability Discrimination



AUG. 2020: REVISED UTAH CRISIS STANDARDS

- Utah revised its standards in response to a complaint filed by Utah's Disability Law Center with the Office for Civil Rights at HHS.*
- Revised UT standards removed age as a categorical exclusion.
- Revised UT standards added age as a "tiebreaker."

*OCR resolved similar complaints with Tennessee, Pennsylvania, and Alabama.



AUG. 2020 UTAH CRISIS STANDARDS OF CARE: **EXCLUSION CRITERIA**

Non-ICU Care Criteria: Patients with the following conditions should be offered non-ICU care:

- a) DNR or similar POLST or advance directive.
- b) Cardiac arrest without easily identifiable AND reversible cause.

The following must be evaluated using reasonable modifications for individuals with underlying disabilities, where appropriate:

- (c) Severe acute trauma with a REVISED TRAUMA SCORE <2.</p>
- (d) Acute MSOFA greater than 11, as initial cutoff.
- (e) Acute MSOFA greater than the Crisis MSOFA Cutoff determined in Step 3.



(c), (d), and (e) incorporate the **Glasgow** Coma Scale

AUG. 2020 UTAH CSC: ADDITIONAL FEATURES

- Emphasis on shared-decision making, including review of patient preferences on POLST form
- Individualized patient assessment
- Crisis MSOFA cutoff score reassessed daily by the Crisis Triage Officer based on available resources
 - Promotes resource sharing and "load leveling" across Utah hospitals



MODIFIED SEQUENTIAL ORGAN FAILURE ASSESSMENT (MSOFA)

Variable	Score 0	Score 1	Score 2	Score 3	Score 4	Row Score
SpO ₂ /FIO ₂						
ratio* or nasa	>400 or room	316-400 or	231-315 or	151-230 or	≤150 or	
cannula or	air Spo2 >90%	Spo2 >90% at	Spo2 >90% at	Spo2 >90% at	SpO2 >90%	
mask 02		1-3 L/min	4-6 L/min	7-10 L/min	at >10	
required to					L/min	
keep Spo2						
>90%						
Jaundice	no scleral			jaundice/		
	icterus			scleral icterus		
Hypotension [†]	None	MABP <70	dop <5	dop 5-15 or	dop >15 or	
				epi <u><</u> 0.1 or	epi >0.1 or	
				norepi <u><</u> 0.1	norepi >0.1	
Glasgow Coma						
Score	15	13 -14	10 to 12	6 to 9	<6	
Creatinine	<1.2	1.2 - 1.9	2.0 - 3.4	3.5-4.9 or	>5 or urine	
level, mg/dl.				urine output	Output	
				<500 mL in 24	<200 mL in	
				hours	24 hours	

- 3-day mortality ~ 50% for MSOFA >11†
- with in-hospital mortality
- unlike other illness severity

†Grissom CK et al. Disaster Med Public Health Prep 2013 *Zhou F et al. Lancet 2020; 395 (10229): 1038. https://www.utahhospitals.org/images/pdfs-doc/Utah Crisis Standards of Care Guidelines v7 08182020.pdf



MSOFA scores are associated among patients with COVID*

MSOFA does not include age, scoring systems (e.g. APACHE)

THE REST OF THE STORY...





OCT. 2020: REQUEST FOR 2ND REVISION TO UTAH CRISIS OF CARE STANDARDS

- Aug. 2020 revision removed the age cutoff, but the "age as a tiebreaker" provision remained
- 2 geriatricians and a bioethicist/legal scholar argued against "age as a tiebreaker" before the Utah Hospital Association CSC Workgroup
- AGS position statement was essential in this effort



AUG. 2020 UTAH CRISIS STANDARDS OF CARE: **TIEBREAKER PROVISION**

Tiebreakers: Because younger persons generally have better short-term mortality outcomes than older persons with the same clinical condition, when after individualized assessments of short-term mortality risk, not all patients with similar MSOFAs can be given ICU/ventilator care, relative youth may be used as a tiebreaker.

https://coronavirus-download.utah.gov/Health/Utah-Crisis-Standards-of-Care-Guidelines-v7-08132020.pdf



DECOUPLING FRAILTY AND AGING

"Frail older adult"

"Older adult who may or may not be frail."

Consider including frailty assessment within crisis standards of care





CLINICAL	FRAILTY	SCALE
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ţ	1	VERY Fit	People who are robust, active, energetic and motivated. They tend to exercise regularly and are among the fittest for their age.
Ŷ	2	FIT	People who have no active disease symptoms but are less fit than category 1. Often, they exercise or are very active occasionally , e.g., seasonally.
t	3	MANAGING Well	People whose medical problems are well controlled , even if occasionally symptomatic, but often are not regularly active beyond routine walking.
1	4	LIVING With Very Mild Frailty	Previously "vulnerable," this category marks early transition from complete independence. While not dependent on others for daily help, often symptoms limit activities . A common complaint is being "slowed up" and/or being tired during the day.
	5	LIVING With Mild Frailty	People who often have more evident slowing, and need help with high order instrumental activities of daily living (finances, transportation, heavy housework). Typically, mild frailty progressively impairs shopping and walking outside alone, meal preparation, medications and begins to restrict light housework.



SCORING FRAILTY IN PEOPLE WITH DEMENTIA

The degree of frailty generally corresponds to the degree of dementia. Common symptoms in mild dementia include forgetting the details of a recent event, though still remembering the event itself, repeating the same question/story and social withdrawal.



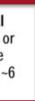
In moderate dementia, recent memory is very impaired, even though they seemingly can remember their past life events well. They can do personal care with prompting.

In severe dementia, they cannot do personal care without help.

In very severe dementia they are often bedfast. Many are virtually mute.

Clinical Frailty Scale @2005-2020 Rockwood, Version 2.0 (EN). All rights reserved. For permission: www.geriatricmedicineresearch.ca Rockwood K et al. A global clinical measure of fitness and frailty in elderly people. CMAJ 2005;173:489-495.







COVID-19 IN OLDER PEOPLE (COPE) STUDY

The effect of frailty on survival in patients with COVID-19 (COPE): a multicentre, European, observational cohort study

Jonathan Hewitt, Ben Carter, Arturo Vilches-Moraga, Terence J Quinn, Philip Braude, Alessia Verduri, Lyndsay Pearce, Michael Stechman, Roxanna Short, Angeline Price, Jemima T Collins, Eilidh Bruce, Alice Einarsson, Frances Rickard, Emma Mitchell, Mark Holloway, James Hesford, Fenella Barlow-Pay, Enrico Clini, Phyo K Myint, Susan J Mouq, Kathryn McCarthy, on behalf of the COPE Study Collaborators*

- Observational study of 1564 patients hospitalized with COVID-19 (10 out of 11 hospitals from the UK, 1 in Italy) between 2/27/20 - 4/28/20
- CFS was assessed in all patients
- Primary outcome was 7-day in-hospital mortality



<u>COPE STUDY</u>: FRAILTY PREDICTS COVID OUTCOMES BETTER THAN AGE

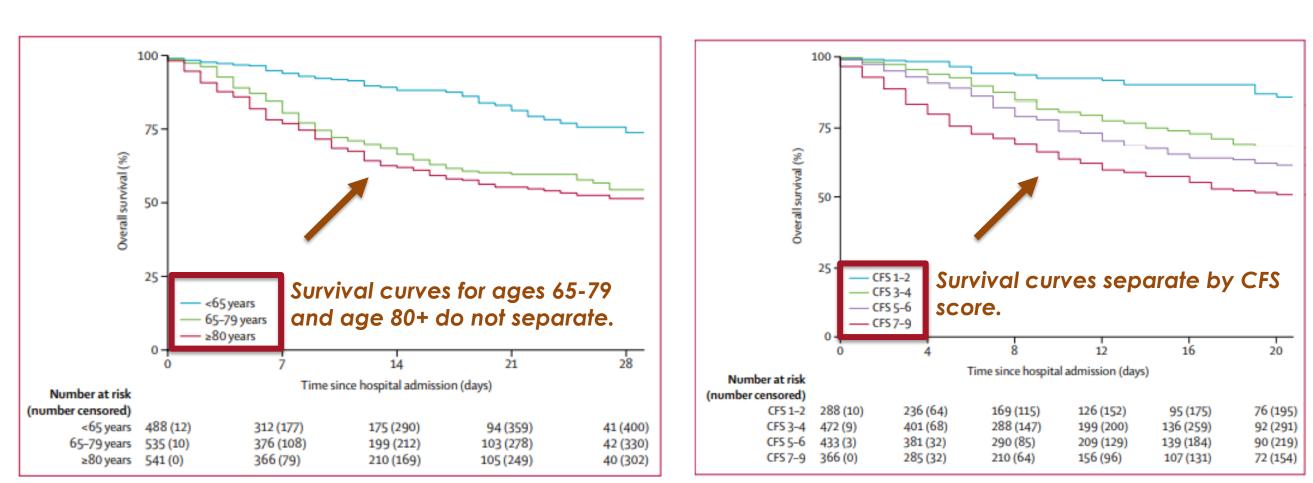


Figure 1: Overall survival by CFS category CFS=clinical frailty score.

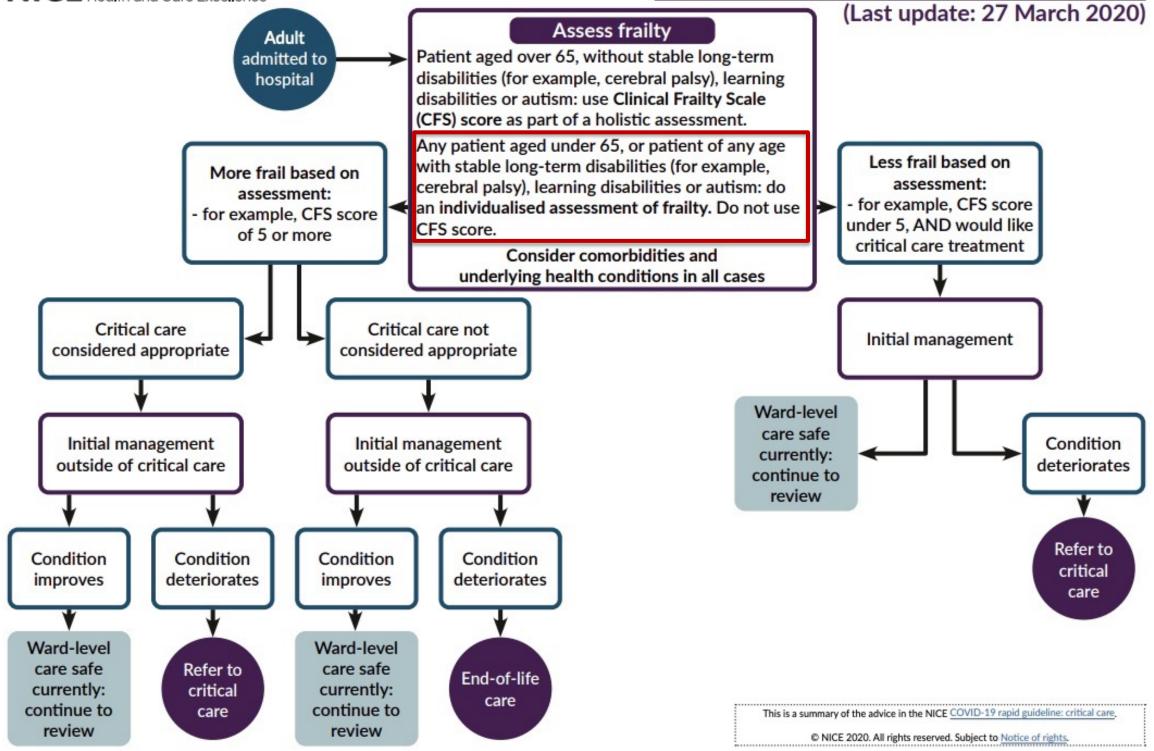
Hewitt et al. The effect of frailty on survival in patients with COVID-19 (COPE): a multicenter, European, observational cohort study. Lancet Public Health 2020; 5: e444-451.

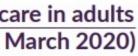


Figure 2: Overall survival by age

NICE National Institute for Health and Care Excellence

COVID-19 rapid guideline: critical care in adults





id guideline: critical care.	
otice of rights.	

NOV. 2020: 3RD REVISION TO UTAH CRISIS STANDARDS OF CARE **Utah Crisis Standards of Care** Guidelines

- Removed "age as a tiebreaker"
- Added a 3-part tiebreaker based on: (1) Clinical trajectory

(2) Reassessment of prospect of short-term survival based on relevant tools such as CFS or the 4C mortality score

(3) Randomization to lottery (using a random number generator and not a game of chance)



Nov 12, 2020



Produced in cooperation with





NOV. 2020: ACKNOWLEDGEMENT OF UTAH HOSPITAL ASSOCIATION CSC WORKGROUP

SEARCH

The Salt Lake Tribune

Commentary: Utah health care standards protect the elderly

By Timothy W. Farrell, Leslie Francis and Mark A. Supiano | Special to The Tribune | Nov. 27, 2020, 12:19 p.m. | Updated: 5:28 p.m.



https://www.sltrib.com/opinion/commentary/2020/11/27/commentary-utah-health/

HYPOTHETICAL CASE SCENARIO REVISITED

You are the triage officer for a hospital operating under your state's Crisis Standards of Care enacted by the governor. Your hospital's ICU COVID unit has been full all week. One ventilator becomes available when a patient is successfully extubated.

Later that day, you receive a call from the ED attending about 2 patients who both need a ventilator. **Patient A** is a 70 year old gentleman with a history of insulin-requiring diabetes mellitus, obesity, HFpEF, stage IV CKD, hypertension, and CVA who used a wheelchair prior to admission. **Patient B** is a 90 year old gentleman independent of all ADL and IADL who takes only a multivitamin and, before the pandemic hit, skied to celebrate becoming a nonagenarian.

In-hospital mortality risks for Patient A and Patient B are identical according to the Modified Sequential Organ Assessment (MSOFA).

You review your state's Crisis Standards of Care guidelines, which include a "tiebreaker" provision that would give the ventilator to Patient A based on age. Is this age-based "tiebreaker" provision ethical?



CALIFORNIA CRISIS STANDARDS OF CARE

California SARS-CoV-2 Pandemic Crisis Care Guidelines

CONCEPT OF OPERATIONS HEALTH CARE FACILITY SURGE OPERATIONS AND CRISIS CARE 06/2020





CALIFORNIA CRISIS STANDARDS OF CARE

- Assigns priority groups based on mSOFA score
- Does not allow categorical exclusions based on age
- Resolves ties according to "severe medical comorbidities and advanced chronic conditions that limit near-term duration of benefit and survival."
- Uses randomization to lottery as a last resort to break ties





EXAMPLES OF LIFE-LIMITING COMORBIDITIES IN THE CALIFORNIA CRISIS STANDARDS OF CARE

- Minimally conscious or unresponsive wakeful state from prior neurologic injury ٠
- American College of Cardiology/American Heart Association Stage D heart failure
- World Health Organization Class 4 pulmonary hypertension ٠
- Severe chronic lung disease with FEV1<20% predicted, FVC<35% predicted •
- Cirrhosis with a model for end-stage liver disease score >20
- Metastatic Cancer with expected survival ≤ 6 months despite treatment •
- Refractory hematologic malignancy (resistant or progressive despite ٠ conventional initial therapy)



DEC. 2020/JAN. 2021: RESTRICTIONS ON EMS SERVICES AND OXYGEN USE IN LOS ANGELES

- Restrictions on EMS services reflect resource allocation occurring in the field
 - CSC guidelines generally focus on hospital care
- Introduces potential for ad hoc approaches and "soft rationing" involving older adults



RECENT EXAMPLES OF AGS ADVOCACY **REGARDING RESOURCE ALLOCATION**



Leading Change. Improving Care for Older Adults.

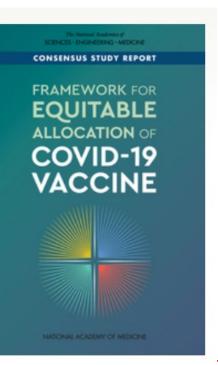




SEPT. 2020: NATIONAL ACADEMIES DRAFT FRAMEWORK FOR VACCINE ALLOCATION

- AGS provided oral and written testimony opposing NASEM's "life-years saved" argument
- NASEM softened "life-years saved" language in their final vaccine allocation framework





DEC. 2020: ACIP TIERED ALLOCATION SYSTEM FOR COVID VACCINES

- ACIP* considered multiple ethical factors in generating a tiered system including maximizing benefits/minimizing harms, promoting justice, and mitigating health inequities
- AGS was represented in ACIP deliberations about this tiered approach

*ACIP: Advisory Committee for Immunization Practices





JAN. 2021: CDC LISTENING SESSION ON COVID VACCINE AND COGNITIVELY IMPAIRED OLDER ADULTS

- AGS recommended that the CDC consider:
 - Homebound older adults
 - Role of family caregivers in vaccination
 - "Unbefriended" or "unrepresented" older adults who lack decision-making capacity and also lack surrogate decision makers





AGS POSITION STATEMENT: **POST-PANDEMIC RECOMMENDATIONS**

	Recommendation	Rationale
1	Review outcomes of resource allocation strategies that were actually implemented.	Unjust resourd strategies co beyond COV
2	Review resource allocation strategies for discriminatory provisions.	Age-based c exacerbate e
3	Implement ethical resource allocation strategies in health care facilities and systems where none exist.	Ad hoc approunjust, and w front-line clin





rce allocation ould persist VID.

cutoffs could extant ageism.

roaches will be vill burden nicians.

LESSONS LEARNED

"The only thing worse than having a resource allocation framework is not having one." -Doug White, MD, MAS



LESSONS LEARNED

- Ageism is pervasive but can be opposed
- The AGS is highly respected by local and national policymakers
- Geriatricians even those without prior policy experience - are well positioned to advocate for older adults outside the walls of the health system



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THANK YOU!

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