

THE COUNCIL OF THE CITY OF NEW YORK

Hon. Corey Johnson
Speaker of the Council

Hon. Margaret Chin
Chair, Committee on Aging



Report of the Finance Division on the
Fiscal 2020 Preliminary Plan and the
Fiscal 2019 Preliminary Mayor's Management Report for the

Department for the Aging

March 12, 2019

Finance Division

Daniel Kroop, Financial Analyst
Dohini Sompura, Unit Head

Latonia McKinney, Director
Regina Poreda Ryan, Deputy Director

Paul Scimone, Deputy Director
Nathan Toth, Deputy Director

Table of Contents

Department for the Aging Overview.....	1
Senior Population in New York City	1
Historical Spending Changes	3
Women and DFTA Programs	4
Fiscal 2020 Preliminary Budget Highlights.....	4
Financial Plan Summary	6
Budget Issues	8
Revenue	9
Fiscal 2020 State Executive Budget – Additional EISEP Funding	11
Headcount.....	14
Contract Budget.....	15
Council Initiatives.....	16
Program Areas	17
Administration & Contract Agency Support.....	17
Case Management.....	18
Homecare	19
Senior Centers and Meals.....	21
Key Issues.....	23
Senior Employment and Benefits	27
Senior Services.....	29
Capital Plan Overview	32
Preliminary Ten-Year Capital Strategy Fiscal 2020-2029	32
Strategy Guiding Principles	32
Fiscal 2019 Preliminary Capital Budget for Fiscal 2020-2023	34
Fiscal 2019 Preliminary Capital Commitment Plan for Fiscal 2019-2023	34
Fiscal 2019 Preliminary Capital Commitment Plan Highlights.....	37
Appendices.....	38
A. Budget Actions in the November and Preliminary Plans	38
B. Council-Funded DFTA Initiatives.....	38
C. DFTA Contract Budget	40
D. Program Areas.....	41
Administration and Contract Agency Support.....	41
Case Management	42
Homecare.....	42

Senior Centers and Meals	43
Senior Employment and Benefits	44
Senior Services	45
E. Additional Performance Measures	45

Department for the Aging Overview

The Department for the Aging (DFTA, or the Department) works for the empowerment, independence, dignity, and quality of life of New York City's older adults, as well as for the support of older adults' families through advocacy, education, and the delivery of services. DFTA's budget can be divided into six program areas, as displayed below.

1. Administration and Contract Agency Support

DFTA has 1,334 contracts with agency providers to deliver most of the following services:

2. Case Management

3. Homecare

4. Senior Centers and Meals

5. Senior Employment and Benefits

6. Senior Services

Senior Population in New York City

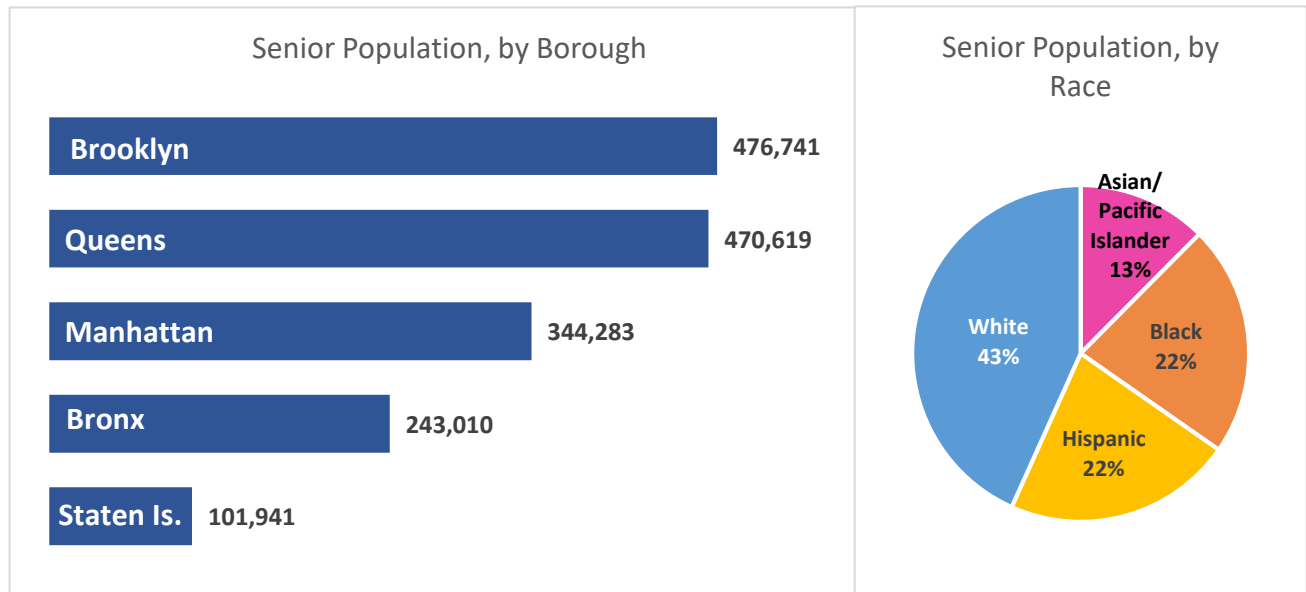
Seniors represent the fastest-growing age cohort in New York City. By 2040, more than one in every five New Yorkers will be 60 or older. The older adult population in the City is approximately 1.6 million, or 19.1 percent of the City's total population.¹ Brooklyn and Queens have the most seniors, with over 470,000 each, followed by Manhattan, the Bronx and Staten Island, as shown in the figure on the following page. All boroughs experienced increases in the older adult population between 2000 and 2015. As the following figure shows, New York's over-60 population is racially and ethnically diverse, with 13 percent Asian/Pacific Islander; 22 percent Hispanic; 22 percent Black; and 43 percent White.² Over a quarter of New York's seniors have mobility or self-care difficulties, and nearly a quarter received food stamps in the past twelve months. The table on the following page includes highlights from DFTA's Profile of Older New Yorkers, released in October 2017.

This report provides a review of the Department for the Aging's Preliminary Budget for Fiscal 2020. The first section presents highlights of the \$355.6 million Fiscal 2020 Preliminary Budget, including initiatives funded by the Council and the impact of State budget actions. The second section presents the Department's budget by program area and provides analysis of significant issues, discusses new needs included in the November 2018 and Fiscal 2020 Preliminary Financial Plans, and reviews relevant sections of the Preliminary Mayor's Management Report (PMMR) for Fiscal 2019. The third

¹ U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

² U.S. Census Bureau, 2016 American Community Survey.

section reviews the proposed capital budget for the Department with a discussion of significant changes proposed to the \$48.9 million Preliminary Commitment Plan for Fiscal 2019-2023. Finally, appendices are included that list the Budget Actions in the November and Preliminary Plans.



Sources: Borough Population via U.S. Census Bureau, 2013-2017 American Community Survey (ACS) 5-Year Estimates; Racial Population via 2016 ACS.

New York City Senior Demographics, 2015 ³			
		Population	Percent
Population	Total Population	8,251,138	100%
	Persons 60+	1,469,522	17.8
	Persons 65+	1,027,792	12.5
Gender (Age 60+)	Men	613,264	41.7
	Women	856,258	58.3
Living Alone (Age 60+)	Living Alone	424,327	28.9
Race/Ethnicity (Age 60+)	Asian/Pacific	179,759	12.2
	Black	321,016	21.8
	Hispanic	317,819	21.6
	White	624,576	42.5
Federal Poverty Measure (FPL2015)	100% Poverty (FPL) 60+	239,955	16.3
	100% Poverty (FPL) 65+	173,392	16.9
100% CEO ⁴	100% Poverty (CEO) 60+	299,535	20.7
	100% Poverty (CEO) 65+	215,043	21.3

³ DFTA Profile of Older New Yorkers, October 2017, Available online at:

<http://www1.nyc.gov/assets/dfta/downloads/pdf/reports/ProfileOlderNYers10262017.pdf>. CEO Poverty Numbers and Percentage are generated by DFTA from CEO Poverty Research Data files for 2011-2014, NYC Center for Economic Opportunity. Data Source: U.S. Census Bureau - American Community Survey, 2011-15 5-Year PUMS.

⁴ The Center for Economic Opportunity, located within the Mayor's Office of Operations, developed the CEO poverty measure as an NYC-specific alternative poverty measure, in comparison to the official U.S. measure of poverty. It includes a threshold that accounts for the higher cost of housing in New York City. Additionally, it incorporates the value of programs intended to alleviate poverty by adjusting family incomes for benefits such as the Supplemental Nutritional Assistance Program (SNAP) and the Earned Income Tax Credit (EITC).

<i>Demographic Category</i>		<i>Population</i>	<i>Percent</i>
Employment Status (Age 60+)	Employed	398,717	27.1
	Unemployed	28,815	2.0
	Not in Labor Force	1,014,990	70.9
Immigrants (Age 60+)	Foreign Born	831,978	56.6
Top 7 non-English Primary Languages - Speak English Less Than Very Well (Age 60+)	Spanish	209,783	N/A
	Chinese	86,695	N/A
	Russian	54,263	N/A
	Italian	18,463	N/A
	French Creole	17,759	N/A
	French Creole	4,003	N/A
	Greek	8,334	N/A
Food Stamps (Age 60+)	Received Food Stamps in Past 12 Months	360,210	24.5
Mobility and Self Care Impaired (Age 60+)	Self-Care/Mobility Difficulties	373,163	25.4

**Continued from previous page*

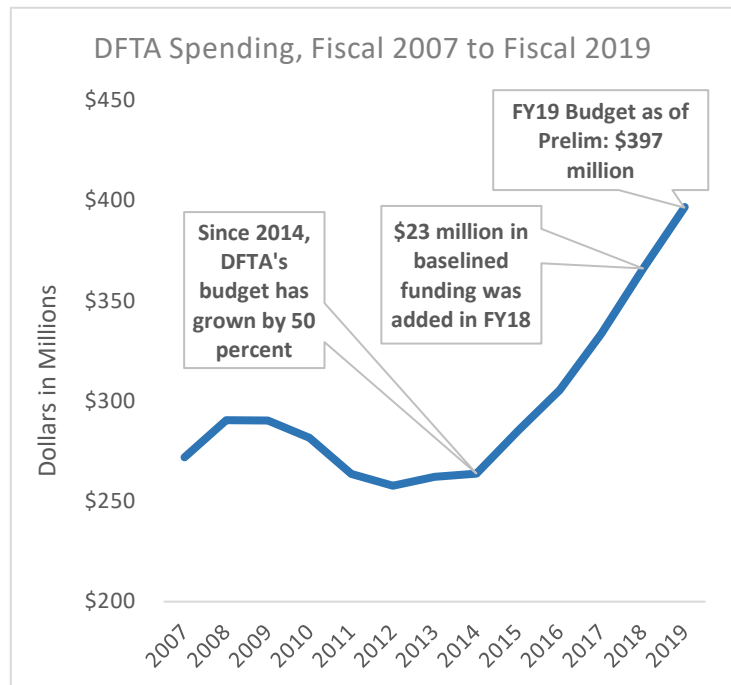
Historical Spending Changes

As the graph to the right shows, DFTA's spending has grown year-over-year since Fiscal 2012, and is now at the highest levels in the agency's history. Since Fiscal 2014, DFTA's budget has grown by 50 percent due to investments in model budgeting, homecare and caregivers enhancements, wage growth and more.

Over the past several years, the Council has negotiated substantial increases to DFTA's baselined budget. This was punctuated by the addition of nearly \$23 million to DFTA's baselined budget in Fiscal 2018.

Key new investments to DFTA's baselined budget since Fiscal 2014 include:

- **Senior Center Contracts:** \$10 million for senior center model budgets, baselined in Fiscal 2018;
- **Homecare Waitlist:** \$6.49 million to reduce the homecare waitlist of approximately 1,000 seniors in Fiscal 2018, rising to a baselined \$10.7 million beginning in Fiscal 2019;
- **Caregiver Program:** \$4 million to support caregivers, baselined in Fiscal 2018;
- **Elder Abuse Prevention:** \$3.5 million to prevent elder abuse, baselined in Fiscal 2017;
- **Meal Reimbursement:** \$3.3 million to increase the meal reimbursement rate, baselined in Fiscal 2015;
- **Innovative Senior Centers:** \$2.3 million for innovative senior centers, baselined in Fiscal 2015;
- **Senior Home Sharing Program:** \$1.4 million in Fiscal 2019 and \$1.1 million baselined in Fiscal



2020 to support and promote senior home sharing;

- **Case Management:** \$1.2 million to address the case management waitlist of approximately 1,800 seniors, baselined in Fiscal 2018; and
- **Weekend Meals:** \$1.2 million for weekend meals, including home-delivered meals and congregate meals, baselined in Fiscal 2018.

Women and DFTA Programs

A wide majority of DFTA program participants are women. According to the Department, women comprise a majority of all major program areas, and in some areas are eight-in-ten participants or greater. In this way, aging services may also be seen as a women's issue. According to DFTA:

- More than 60 percent of home delivered meal recipients are women;
- About 70 percent of senior center attendees, NORC participants, case management and assistance, caregiving, employment, and nutrition education clients are women;
- About 75 percent of Friendly Visiting clients are women;
- About 80 percent of home care and transportation clients are women; and
- About 85 percent of Grandparent Resource Center clients are women.

Fiscal 2020 Preliminary Budget Highlights

The City's Fiscal 2020 Preliminary Budget totals \$92.2 billion, \$3.1 billion more than the Fiscal 2019 Adopted Budget, and \$972 million more than the current Fiscal 2019 Budget. The Fiscal 2020 Preliminary Budget includes \$67.9 billion in City tax-levy funding and \$24.3 billion in non-City funds.

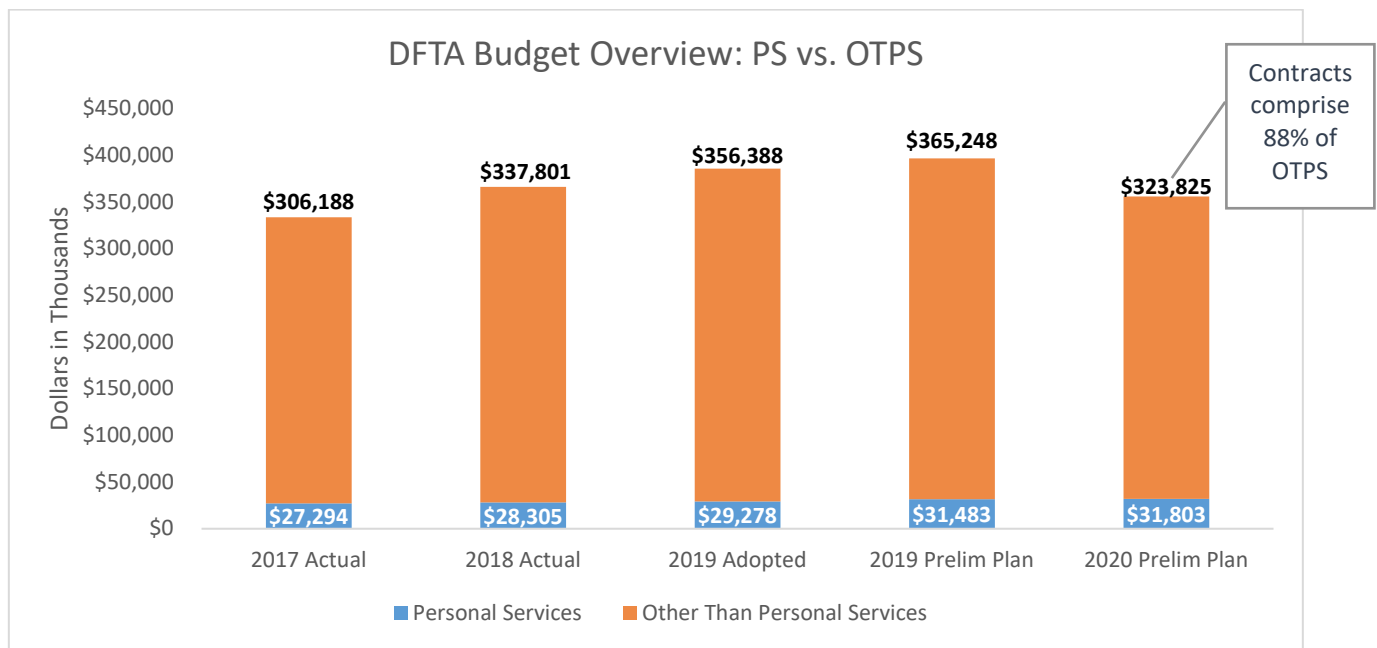
Although seniors are close to one-fifth of the total population and the fastest-growing age cohort in the City, DFTA's Fiscal 2020 Budget is less than one percent of the City's total budget. The Department for the Aging's Fiscal 2020 Preliminary Budget totals \$355.6 million, including \$31.8 million for personal services (PS) to support 330 full time employees and 375 full-time equivalent positions, and \$323.8 million for Other than Personal Services (OTPS), of which 88 percent supports contracted services.

DFTA's Fiscal 2020 Preliminary Budget is \$30 million less than its Fiscal 2019 Adopted Budget of \$385.7 million. The overall decrease in DFTA's budget is the net result of increases in salaries and wages, the new need for Thrive: Geriatric Mental Health, and the absence of one-time Council funding for senior services totaling \$33.2 million. For more information on Council-funded senior initiatives in Fiscal 2019, please refer to page 16 of this report.

When comparing the current Fiscal 2019 Budgets for DFTA and the Department of Youth and Community Development (DYCD), there is around \$2.25 spent at DYCD for every \$1 spent at DFTA.⁵ If funding were correlated to population, there would be much greater spending at DFTA – only \$1.50 would be spent at DYCD for every \$1 spent at DFTA.⁶

⁵ The current Fiscal 2019 Budget at DFTA is \$397 million, while at DYCD it is \$903 million.

⁶ According to the 2013-2017 American Community Survey (ACS) 5-Year Estimates, there are 1.5 times as many New Yorkers under the age of 25 (approximately 2.4 million), as there are adults over the age of 60 (1.6 million).



The Department for the Aging's Fiscal 2020 Preliminary Budget introduces changes totaling just \$2.5 million, increasing DFTA's Fiscal 2020 Budget by less than one percent.

- **New Needs.** DFTA has identified one new need, the Thrive: Geriatric Mental Health program, totaling \$1.7 million in Fiscal 2020 and in the outyears. This is an expansion of an existing program currently serving seniors in 25 DFTA senior centers. For more information on the additional funding for the Thrive: Geriatric Mental Health program, please refer to page 30 of this report.
- **Collective Bargaining and Minimum Wage Increases.** There is \$838,000 in Fiscal 2020 to provide salary and wage increases for staff throughout the agency, including managers, unionized staff, and workers at the minimum wage.
- **Savings.** DFTA will generate budget savings of \$281,000 in Fiscal 2020 and in the outyears as part of the Citywide Savings Program introduced since Adoption. Of the 28 City agencies included in the baselined reduction of a total of 1,000 civilian positions, only seven positions will be removed at DFTA, as it reduces its previous total of 337 budgeted positions at Fiscal 2018 Adoption to 330 positions as of the Fiscal 2020 Preliminary Budget. The Office of Management and Budget (OMB) has also required DFTA to identify \$2 million in Program to Eliminate the Gap (PEG) savings that will be included in the Fiscal 2020 Executive Budget.
- **Preliminary Mayor's Management Report Highlights.** Notable performance metrics reported by DFTA in the Fiscal 2019 PMMR, which compare data from the first four months of Fiscal 2018 to data from the first four months of Fiscal 2019, include the following:
 - An increase of 25 percent in the hours of home care services provided;
 - An increase of 19 percent in the total number of home care recipients;
 - A six percent increase in the number of caregiver clients;
 - A three percent increase in the number of case management clients; and
 - A three percent increase in the number of home delivered meals served, but a one percent decrease in the number of congregate meals served.

Financial Plan Summary

DFTA Financial Summary						
<i>Dollars in Thousands</i>						
	FY17	FY18	FY19	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY19	FY20	FY19-FY20
Spending						
Personal Services	\$27,294	\$28,305	\$29,278	\$31,483	\$31,803	\$2,525
Other Than Personal Services	306,188	337,801	356,388	365,248	323,825	(32,563)
TOTAL	\$333,483	\$366,106	\$385,666	\$396,731	\$355,628	(\$30,038)
Personal Services						
Additional Gross Pay	\$571	\$691	\$290	\$290	\$288	(\$1)
Full-Time Salaried - Civilian	21,469	22,327	24,536	25,804	25,915	1,378
Full-Time Salaried - Uniformed	4	0	0	0	0	0
Unsalaries	5,237	5,267	4,452	5,372	5,600	1,148
Overtime - Civilian	14	21	0	17	0	0
P.S. Other	(0)	(1)	0	0	0	0
Subtotal	\$27,294	\$28,305	\$29,278	\$31,483	\$31,803	\$2,525
Other Than Personal Services						
Contractual Services	\$289,225	\$316,816	\$277,262	\$320,508	\$279,977	\$2,715
Contractual Services - Professional Services	5,326	6,877	4,142	6,148	4,141	(1)
Fixed & Misc. Charges	18	27	40	119	41	0
Other Services & Charges	11,124	13,217	74,381	37,529	39,108	(35,273)
Property & Equipment	256	559	178	502	178	0
Supplies & Materials	238	306	384	443	380	(5)
Subtotal	\$306,188	\$337,801	\$356,388	\$365,248	\$323,825	(\$32,563)
TOTAL	\$333,483	\$366,106	\$385,666	\$396,731	\$355,628	(\$30,038)
Funding						
City Funds	\$210,599	\$245,932	\$269,861	\$270,579	\$239,024	(\$30,837)
Other Categorical	170	250	0	417	0	0
State	43,681	41,269	42,926	43,294	42,822	(103)
Federal - Community Development	1,245	629	2,241	5,408	2,251	9
Federal - Other	75,070	74,860	70,115	74,653	71,016	901
Intra City	2,717	3,166	522	2,380	515	(7)
TOTAL	\$333,483	\$366,106	\$385,666	\$396,731	\$355,628	(\$30,038)
Budgeted Headcount						
Full-Time Positions	296	298	330	330	330	0
Full-Time Equivalent Positions	429	360	331	366	375	44
TOTAL	725	658	661	696	705	44

**The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

The Department for the Aging's Fiscal 2020 Preliminary Budget is \$355.6 million. New needs increase the budget by \$1.7 million in Fiscal 2020 and in the outyears. Other adjustments increase the budget by \$1.3 million in Fiscal 2019, \$838,000 in Fiscal 2020, and \$912,000 in Fiscal 2021 and in the outyears. The Citywide Savings Program includes \$281,000 in savings in Fiscal 2020 and in the outyears as a result of the reduction of seven vacancies.

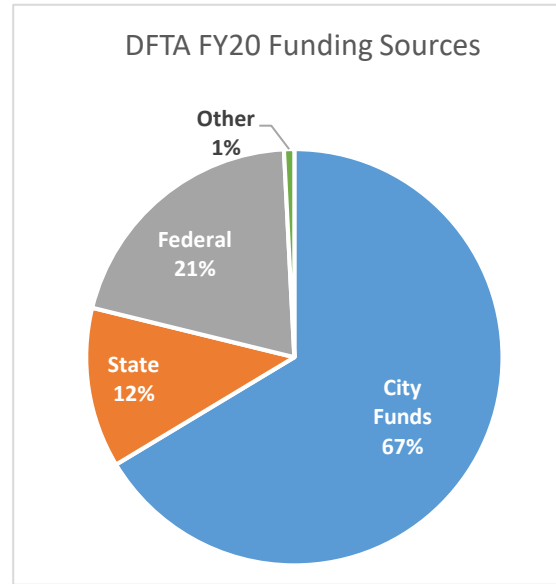
When compared to the Fiscal 2019 Adopted Budget, PS in the Fiscal 2019 Preliminary Budget increases by \$2.5 million, which primarily reflects wage and salary increases as part of collective bargaining agreements for staff throughout the agency, including managers, unionized staff, and workers at the minimum wage.

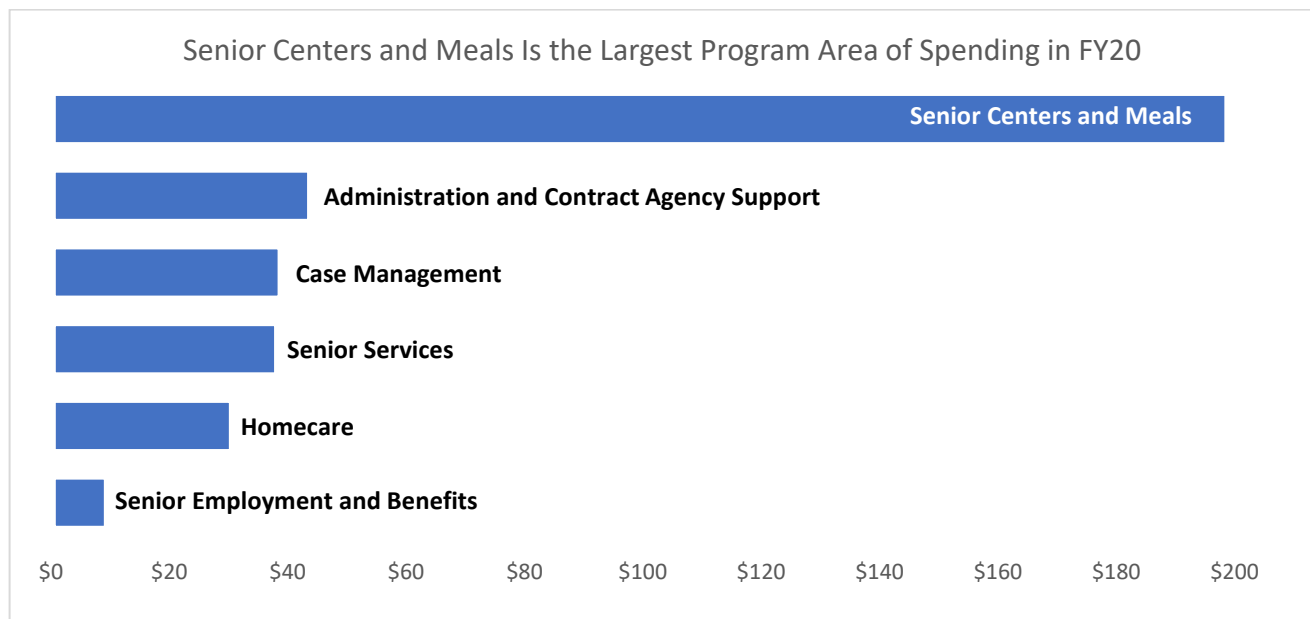
The \$32.6 million decrease in OTPS when comparing the Fiscal 2019 Adopted Budget to the Fiscal 2020 Preliminary Budget is primarily associated with the absence of one-time Council funding, as previously discussed. The OTPS increase of \$8.8 million between the Fiscal 2019 Adopted Budget and

current modified Fiscal 2019 Budget is a result of the addition of Council discretionary funding, in-year budget modifications, technical adjustments and the receipt of federal and State grant reimbursements. In the OTPS budget, contractual services increases by \$2.7 million in the Fiscal 2020 Preliminary Budget to reflect increases in payments to delegate agencies, although the total number of contracts decreased by one, to 1,393. The current fiscal year budget includes one more cleaning services contract and office equipment maintenance contract than the Fiscal 2020 Preliminary Plan; all other categories have an equal number of contracts in each budget.

As shown in DFTA's Financial Summary, 67 percent or \$239 million of the agency's Fiscal 2020 Preliminary Budget comes from City funding, with State sources contributing 12 percent or \$42.8 million and federal sources contributing another 21 percent or \$73.3 million. Since Fiscal 2014, City funding for DFTA has increased by over 10 percent, while State and federal grants have decreased by almost three and eight percent, respectively. This is due to the substantial increase in City funds and flat State and federal revenues.

In comparing the Fiscal 2020 Preliminary Budget to the Fiscal 2019 Adopted Budget, the number of budgeted full-time positions remains the same, while full-time equivalent positions (FTE) increases by 44. This adjustment reflects a budgeted increase in the number of community service aides who will be hired through the Senior Community Service Employment Program (SCSEP) program for subsidized senior employment, due to a \$900,000 increase in federal Title V National Council on Aging (NCOA) funding, which supports additional subsidized employment slots. SCSEP participants gain work experience in a variety of community service activities at non-profit and public facilities, including schools, hospitals, day-care centers, and senior centers.





(Dollars in Millions)

As can be seen in the chart above, the largest area of spending for the agency supports senior centers and meals. There are 230 Neighborhood Senior Centers, 16 Innovative Senior Centers and 29 affiliated program sites; all of these programs are operated through contracts. Approximately 56 percent, or \$198.1 million of DFTA's \$355.6 million budget for Fiscal 2020, supports senior centers and meals. The senior centers and meals program area is seven percent smaller than the current modified Fiscal 2019 Budget due to the absence of one-time Council discretionary funding to contracted providers of approximately \$18.9 million. The gap remains despite a \$10 million increase in baselined funding that was added in the Fiscal 2018 Adopted Budget through the first phase of model budgeting, as well as increases in full-time salary costs, contractual services, and other services and charges. DFTA serves approximately 11.7 million meals annually, including home delivered and congregate meals. The average daily attendance at senior centers is approximately 29,000.

The next largest program area is the administration and contract agency support budget, which comprises 12 percent of DFTA's budget, or \$43.1 million, and supports the management of 1,393 contracts totaling \$284.1 million. The remaining program areas are largely unchanged from Fiscal 2019. The case management budget is 11 percent of DFTA's Fiscal 2020 budget or \$38.1 million, and serves nearly 34,000 seniors annually. The senior services budget is 11 percent of DFTA's budget or \$37.5 million. The homecare budget is eight percent of DFTA's budget or \$29.9 million, and serves over 10,000 seniors annually. Finally, the smallest program area is the senior employment and benefits budget, which is two percent of DFTA's budget or \$8.8 million.

Budget Issues

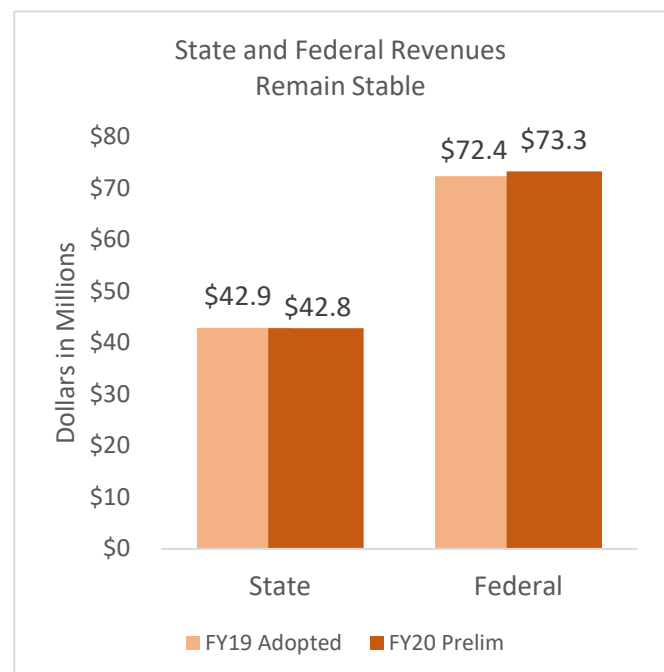
- Model Budget for Staff and Programming.** In the first phase of the "Model Budget" process, DFTA committed to baselined enhancements for staffing and programming costs in senior center budgets. Model budget funding was first included at \$10 million in Fiscal 2018, with a commitment to double the increase to \$20 million by Fiscal 2021. However, the Department's Fiscal 2020 Preliminary Plan did not add the second tranche of \$10 million to any year in the plan. The Council expects the Administration to honor its \$10 million commitment in the forthcoming Executive Budget.

- **Home-Delivered and Congregate Meal Funding.** In addition, DFTA announced in 2018 that a second phase of model budgeting would address insufficient meal reimbursements for providers and make overall food system improvements (e.g., quality, culturally competent food, new technology for collecting contributions from seniors, and improving overall system efficiencies). Despite the addition of \$2.84 million at Fiscal 2019 Budget Adoption for home-delivered meals, there remains a serious financial gap for kitchen staff and meals providers.
- **Homecare and Case Management Wait Lists and RFP.** In January 2019, DFTA reported that its waitlist for homecare services was around 100 clients, while the waitlist for case management was approximately 1,000 clients. DFTA also announced that the State Executive Budget proposes \$15 million for the New York State Office for the Aging, of which DFTA will receive around \$3.9 million to assist with eliminating waitlists. In addition, a Request for Proposals (RFP) for caregiving services was recently issued with an anticipated contract term of Fiscal 2020-2022, with the Department reserving the right to renew the contract for an additional three years. The Council added \$1 million in discretionary funding in Fiscal 2019 to support reducing the case management waitlist. In light of these changes, funding should be monitored to determine if it is sufficient to meet growing demand for services.

Revenue

City funds comprise the largest share of DFTA's budget, at 67 percent or approximately \$239 million. State revenue comprises 12 percent, or \$42.8 million, while federal revenues account for 21 percent, or approximately \$73.3 million.

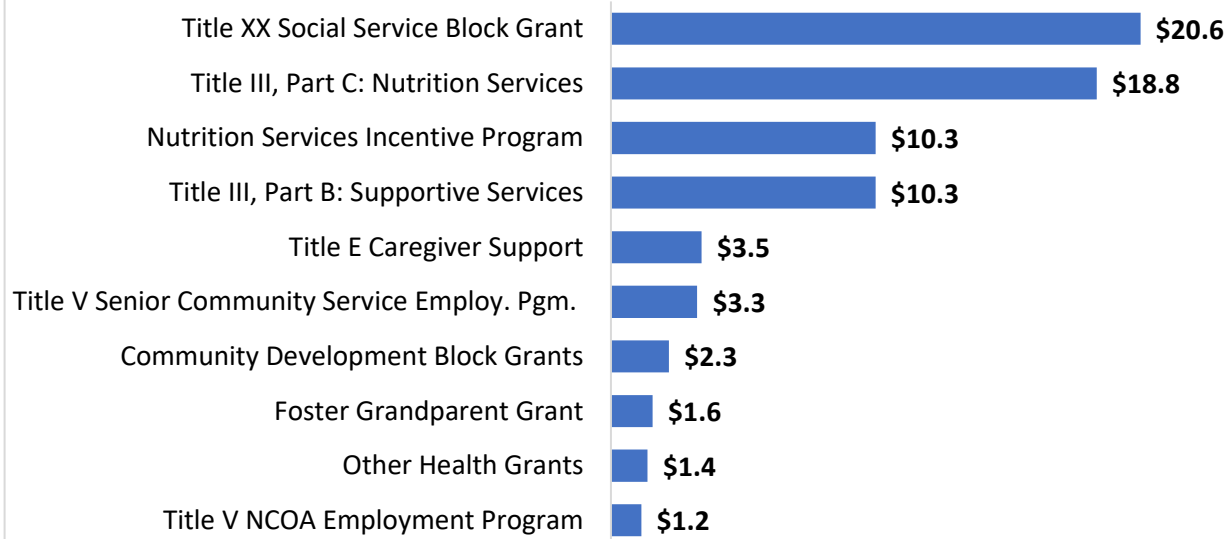
Federal and State revenue sources have different rules regarding how DFTA can use them. A portion of unspent federal funding can be rolled over and used in program areas for the following fiscal year, while the State must approve the Department's spending prior to disbursing reimbursement. The latter measure leads to a predictable lag in the reflection of State funding in DFTA's budget. The table at the end of this section provides detail on how key revenue sources may be applied to a range of programs.



Federal Revenue

DFTA anticipates receiving \$73.3 million in federal revenue next year through a variety of grant programs (see chart below). Federal grants that support the Senior Centers and Meals program area include: Title XX Social Service Block Grant at \$20.6 million; Title III, Part C: Nutrition Services program at \$18.8 million; Nutrition Services Incentive Program at \$10.3 million; and Title III, Part B: Supportive Services at \$10.3 million. This funding may be applied to an array of activities and supports at senior centers as well as home-delivered and congregate meals.

Federal Revenues by Source - \$73.3 Million Total



(Dollars in Millions)

Federal aids used for the Senior Services program area include Title-E Caregiver Support at \$3.5 million, which aims to maximize informal supports such as in-home services and transportation services that enable seniors to remain in their homes and communities.

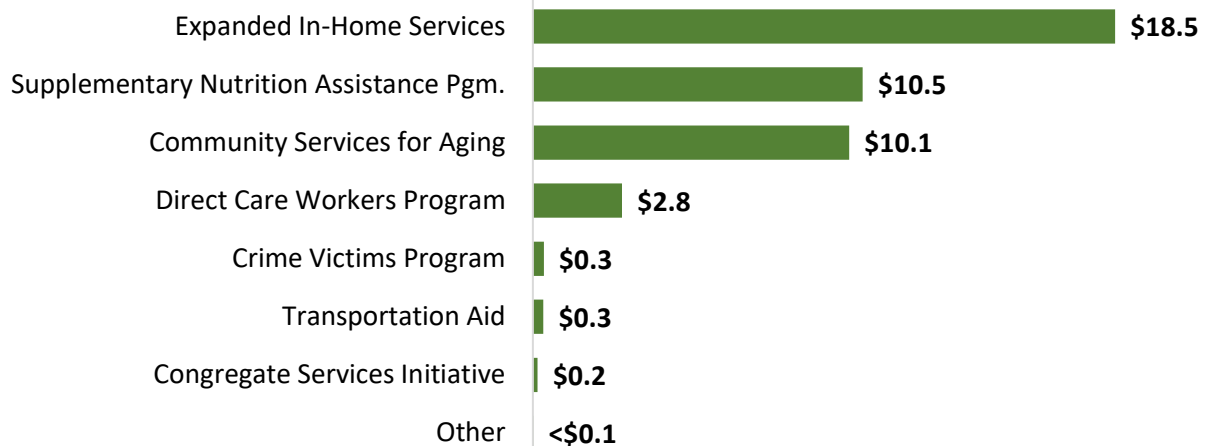
DFTA's Senior Employments & Benefits program area includes Title V Senior Community Service Employment Program (SCSEP) grants at \$3.3 million, which enable thousands of low-income seniors each year to earn and learn while working in local programs serving their community. Title V NCOA (National Council on Aging) Employment Program funding is the only federal revenue source that has grown by more than \$10,000 when comparing the Fiscal 2020 Preliminary Budget to the Fiscal 2019 Adopted Budget. The NCOA revenue has grown from \$275,000 in Fiscal 2018 to \$1.2 million for Fiscal 2019 and Fiscal 2020 as of this Plan, also to support senior training and employment.

Federal Community Development Block Grant (CDBG) funding totals \$2.3 million and is divided between the Senior Centers and Meals, Administration and Contract Agency Support, and Senior Services program areas. CDBG is one of the longest-running programs of the U.S. Department of Housing and Urban Development and funds local community development activities. For seniors this includes meals, minor home repair programs, and senior centers.

State Revenue

State revenue sources totaling \$42.8 million are shown in the chart below. Approximately \$10.5 million supports nutrition programs for seniors. DFTA applies Expanded In-Homes Services (EISEP) funding of \$18.5 million across all nearly all of its program areas to assist with case management and home care for seniors who need help with everyday activities and want to remain at home, but are not eligible for Medicaid.

State Revenues by Source - \$42.8 Million Total



(Dollars in Millions)

EISEP is 43 percent of DFTA's total State revenue. Programs eligible for funding under EISEP are Housekeeping/Chore Personal Care Level I, Homemaking/Personal Care Level II, Consumer-Directed In-Home Services, Home Delivered Meals, Adult Day Services, Case Management, Congregate Meals, Nutrition Counseling, Assisted Transportation/Escort, Transportation, In-Home Contract and Supervision, Health Promotion, and Personal Emergency Response System.

In addition, \$10.1 million from the Community Services for the Aging program serves a similar purpose of keeping seniors aging in place and outside of institutional settings where possible. Program participants receive a variety of different supports and non-medical care specifically selected to meet their needs, which may include personal care at home and in adult day care, transportation assistance, and home-delivered meals.

Fiscal 2020 State Executive Budget – Additional EISEP Funding

In the State Fiscal Year 2019-2020 Executive Budget, the Governor proposed increasing SOFA's EISEP funding by \$15 million statewide to expand community-based services and supports to help older adults stay in their communities and support caregivers. The Governor's overall aging focus centers around healthy aging and maintaining independence through the expansion and better coordination of community-based services. Increases in EISEP will help serve additional older adults and delay future Medicaid costs by intervening with less intensive services earlier.

The enhancement for caregiving services drives the overall 6.3 percent budget increase in the State Executive Budget for SOFA, from \$236 million in SFY 2018-19 to \$251 million in SFY 2019-20.

The State Executive Budget Financial Plan estimates that DFTA would receive an additional \$1 million for the current fiscal year and \$3.9 million in Fiscal 2020 and in the outyears, although it is possible the amount could be modified based on locally-identified capacity needs. This is due to the fact that DFTA maintains a waitlist for services such as case management and homecare, which could be used to demonstrate additional local needs to the State.

The proposed State funding does not currently appear in DFTA's budget, and will only appear after the State Budget is adopted (legally mandated by April 1st).

It is important to note that the State's total budget for senior programming is \$100 million less than DFTA's Fiscal 2020 Preliminary Budget. This difference underscores that greater responsibility is placed on the City to provide supportive and preventive services to seniors.

The table on the following page provides detail on how key revenue sources that flow through the New York State Office for the Aging (SOFA) may be used, including Federal Title III revenue.⁷ The table indicates the flexibility across programmatic categories that many funding streams have. For instance, EISEP can be used for more than homecare services – it may also be applied to transportation or adult day services.

⁷ New York State Office for the Aging Matric of Programs and Services. Shared with Council Finance courtesy of DFTA Budget and Fiscal Operations Unit.

Program Application of Key State and Federal Funding Sources

Key

- Title III-B: Supportive Services (Federal)
- Title III-C-1: Nutrition Services – Senior Centers (Federal)
- Title III-C-2: Nutrition Services – Home-Delivered Meals (Federal)
- Title III-D: Health Promotion (Federal)
- Title III-E: Caregiver Support (Federal)
- EISEP :Expanded In-Home Services (State)
- CSE – Community Services for the Elderly/Aging (State)
- CSI – Congregate Services Initiative (State)
- SNAP –Supplemental Nutrition Assistance Program (Federal)

		Title III-B	Title III-C-1	Title III-C-2	Title III-D	Title III-E	EISEP	CSE	CSI	SNAP
1	Homemaking/Personal Care Level II	✓				✓	✓	✓		
2	Housekeeping/Chore Personal Care Level 1	✓				✓	✓	✓		
3	Consumer Directed In-Home Services						✓	✓		
4	Home Health Aide	✓				✓		✓		
5	Home Delivered Meals			✓		✓	✓	✓		✓
6	Adult Day Services	✓				✓	✓	✓		
7	Case Management	✓			✓	✓	✓	✓		✓
8	Congregate Meals		✓			✓	✓	✓		✓
9	Nutrition Counseling		✓	✓	✓	✓	✓	✓	✓	✓
10	Assisted Transportation/Escort	✓	✓			✓	✓	✓	✓	✓
11	Transportation	✓	✓			✓	✓	✓		
12	Legal Assistance	✓				✓		✓		
13	Nutrition Education		✓	✓	✓	✓		✓	✓	✓
14	Information & Assistance	✓	✓	✓	✓	✓		✓	✓	✓
15	Outreach	✓	✓	✓		✓		✓	✓	✓
16	In-Home Contact & Supervision	✓	✓	✓		✓	✓	✓		✓
17	Senior Center, Recreation & Education	✓	✓		✓			✓	✓	
18	Health Promotion	✓			✓	✓	✓	✓	✓	
19	Personal Emergency Response System	✓				✓	✓	✓		
20	Caregiver Services	✓			✓	✓		✓	✓	
21	Long Term Care Ombudsman	✓								
22	Other	✓	✓	✓	✓	✓	✓	✓	✓	✓
23	Area or Other Administration	✓	✓	✓		✓	✓	✓	✓	✓

Headcount

The Department's Fiscal 2020 Preliminary Budget provides for 330 full-time positions and 375 full-time equivalent positions across six program areas. By comparison, DFTA's Fiscal 2019 Preliminary Budget included 337 full-time positions and 352 full-time equivalent (FTE) positions.

DFTA has a vacancy rate of approximately 11 percent, far higher than the citywide average of approximately two percent. The reduction of seven positions, part of the Citywide Savings Program introduced at Adoption, is budgeted to produce a savings of \$281,000 in Fiscal 2020 and in the outyears. However, since the number of vacant positions is greater than the number of removed positions, there should not be a reduction in service delivery when compared against the current level.

As of December 2018, the Department reported its actual full-time headcount to be 301 positions, funded as follows:

- 203 City-funded;
- 96 fully federal- or State-funded; and
- Two Federal Community Development funded.

As of December 2018, the Department reported its actual FTE headcount to be 336 positions, funded as follows:

- 327 fully federal- or State-funded; and
- Nine City-funded.

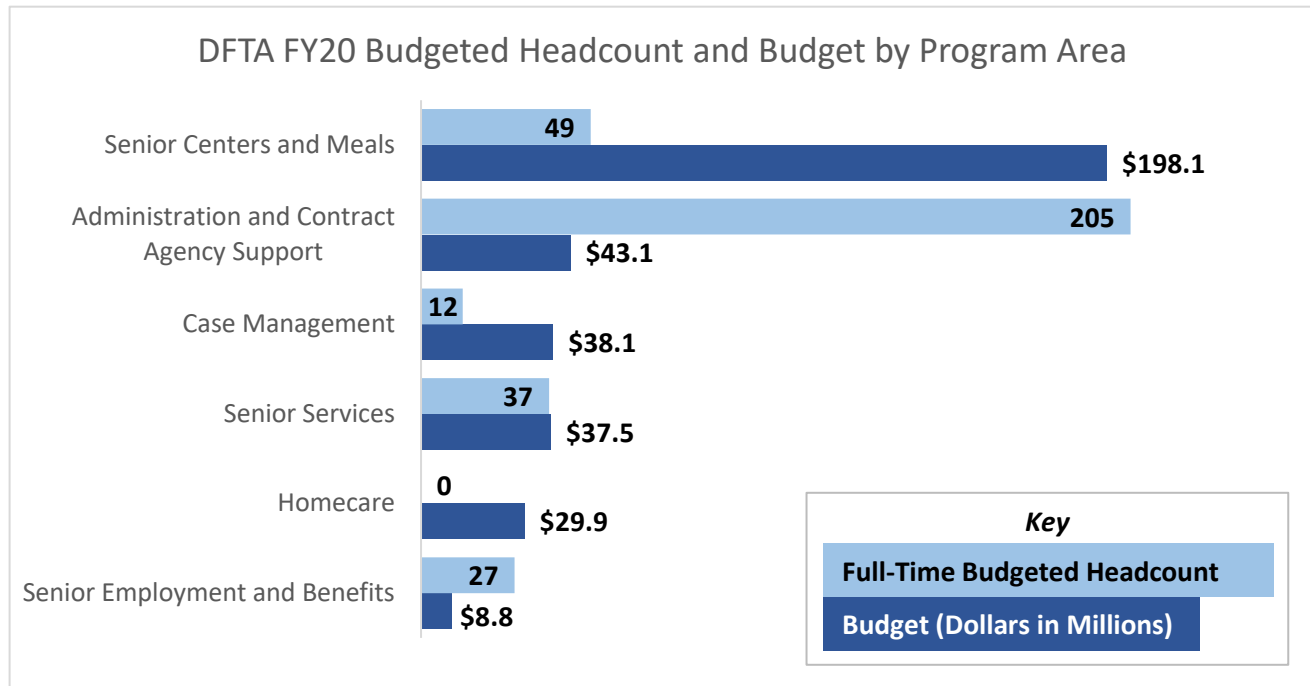
The Administration & Contract Agency Support program area has the largest headcount with 205 budgeted full-time positions, which comprise 62 percent of the Department's entire full-time staff. The seven removed positions all came from this program area. The reduction is concerning given the importance of timely, accurate, and collaborative contracting at DFTA, in order to ensure that provider agencies can deliver robust senior services on behalf of the City.

In addition, it was only in late Fiscal 2018 that DFTA was able to fill four critical auditor positions. These positions were added in response to the City Comptroller's June 2017 audit which found deficiencies in the monitoring of DFTA-contracted senior centers.⁸ Taken together, headcount reductions for contract-related staff should be closely monitored.

With respect to full-time equivalent positions in the Department, the Fiscal 2020 Budget adds 44 positions when compared to the Fiscal 2019 Adopted Budget. Nearly all of these positions are non-City funded and relate to fluctuations in the number of community service aides hired through the Title V federally-funded SCSEP program for subsidized senior employment.

⁸ City of New York Office of the Comptroller, Audit Report on the Department for the Aging's Monitoring of Senior Centers, June 27, 2017.

The chart below shows DFTA's headcount and budget by program area.



Contract Budget

The New York City Charter mandates the preparation of a Contract Budget to identify expenditures for contractual services, which are defined as any technical, consultant or personnel service provided to the City by means of a contract. In fact, the Contract Budget is a subset of the OTPS portion of the City's Expense Budget. The Administration prepares a Contract Budget twice each fiscal year. The City's Fiscal 2020 Preliminary Contract Budget totals \$15.9 billion for procurement expenditures across all agencies.

DFTA's core functions – senior centers, meals, case management and homecare – are carried out almost exclusively by not-for-profit delegate agencies under contract with DFTA. DFTA's Contract Budget totals \$284.1 million, or 88 percent of its overall Fiscal 2020 OTPS budget of \$355.6 million.

The Fiscal 2020 Contract Budget for the Department is \$2.7 million greater than its Fiscal 2019 Adopted Contract Budget, primarily reflecting increases in the meal reimbursement rate. The Department ended one contract, totaling \$20,000, for legal services.

The largest category of contracts for DFTA are "Payments to Delegate Agencies," which mainly consists of senior center, senior services, case management, and homecare contracts. Over 98 percent of DFTA's contracting budget goes towards "Payments to Delegate Agencies," totaling nearly \$279 million for Fiscal 2020. Within the category, DFTA estimates 1,024 contracts totaling \$32.7 million for senior services, 244 contracts totaling \$177.9 million for senior centers and meals, 32 contracts totaling \$36.9 million for case management services, 24 contracts totaling \$29.9 million for homecare services, and 10 contracts totaling \$1.3 million for Senior Employments & Benefits.

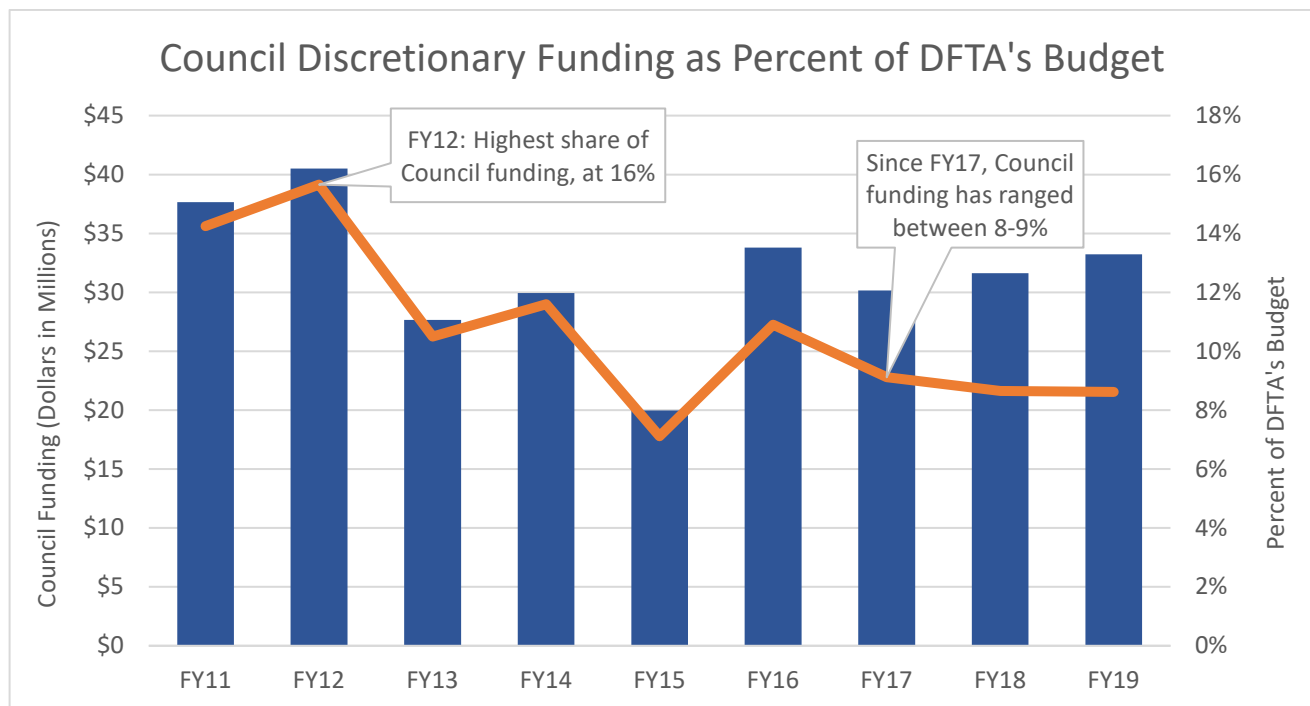
The budget structure should be expanded to include specific categories for each of DFTA's core functions, rather than combining many functions into a single "Payments to Delegate Agencies" category.

Appendix C on page 40 includes a detailed description of DFTA's Fiscal 2020 Preliminary Contract Budget by category.

Council Initiatives

The Council's senior services initiatives provide critical support for core DFTA operations and senior services, as well as funding for niche senior populations, including Holocaust Survivors, immigrant, and Lesbian, Gay, Bisexual and Transgender (LGBT) seniors. Since Fiscal 2011, the Council has provided, on average, 11 percent of DFTA's Adopted Budget through initiative funding. In the more recent period since Fiscal 2017, the Council share has decreased to around eight percent of DFTA's Adopted Budget, due largely to DFTA baselining several Council initiatives as the Administration and Council have partnered to increase support for DFTA.

The following graph provides a breakdown of Council funding as a percent of DFTA's overall budget from Fiscal 2011 to Fiscal 2019. Council funding includes Citywide senior services initiatives as well as local discretionary funding.



In Fiscal 2019, the New York City Council allocated \$33.2 million to support senior services across the City and fill funding gaps in DFTA's operations, which represents an increase of \$1.6 million since Fiscal 2018. Of the Fiscal 2019 total of \$33.2 million, \$24 million funded 13 citywide initiatives, while \$9.3 million funded local initiatives.

Importantly, in Fiscal 2019 the Council successfully negotiated with the Administration to include one-time funding totaling \$6.64 million, which includes \$2.84 million for home delivered meals, \$2.8 million for senior centers previously funded through the Council's Senior Centers, Programs, and Enhancements initiative, and \$1 million for Naturally Occurring Retirement Communities (NORCs), previously funded through the Council's NORC initiative. The Fiscal 2020 Preliminary Budget does not restore support for these programs.

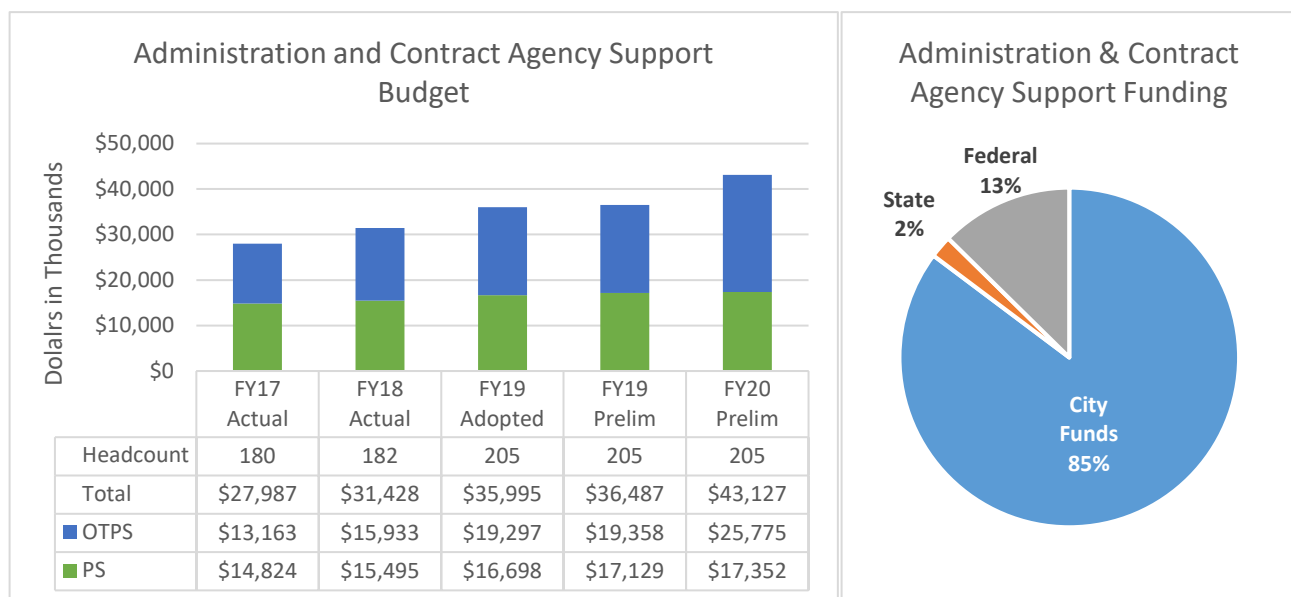
For detailed information on Council initiatives, please refer to Appendix B on pages 38 to 40 of this report.

Program Areas

The Department for the Aging is organizationally divided into the following six program areas: Administration & Contract Agency Support; Case Management; Homecare; Senior Centers and Meals; Senior Employments & Benefits; and Senior Services. There are only four Units of Appropriation (U/A) despite the Department containing eleven PS and OTPS units across the six program areas (there is no PS unit in Homecare). DFTA's budget structure should be updated to align with its programmatic structure.

Administration & Contract Agency Support

The Administration and Contract Agency Support program area includes funding for personnel, supplies, and support contracts to provide for administration and program oversight. Certain contract agency expenses, including insurance, facility leases, and utilities, are paid directly by the City on behalf of providers.



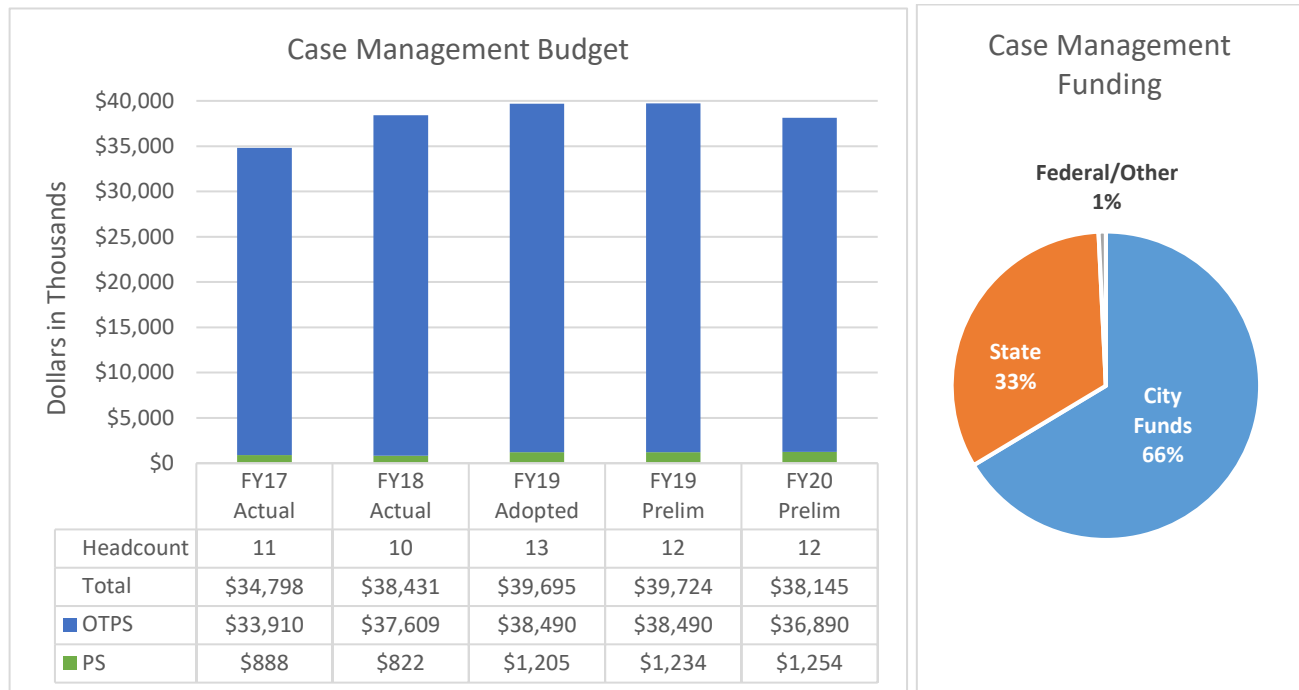
The proposed budget for Administration and Contract Agency Support for Fiscal 2020 totals \$43.1 million, an increase of \$7.1 million when compared to the Fiscal 2019 Adopted Budget. The increase in funding covers collective bargaining for staff as well as managers, and minimum wage increases where applicable. In the Preliminary Budget, OMB scheduled this increase in a non-spending budget code; the funding will be moved to fund salary increases at both DFTA and not-for-profit agencies in the next fiscal year. There are 205 full-time positions at DFTA in this program area, including staff in the Organization of Staff Analysts (OSA).

DFTA's budget increased by \$1.2 million in Fiscal 2018 to increase the number of audit staff by four. These positions were added in response to the City Comptroller's June 2017 audit which found deficiencies in the monitoring of DFTA-contracted senior centers.

With respect to headcount, there remain concerns that there are too few contracting staff at DFTA. DFTA is, on the whole, an agency that relies on contracted delegate agencies to deliver programming and services for older adults. To service provider agencies, contracts must be managed in a timely, accurate, and collaborative manner. Therefore it is a cause for concern that although contracts reflect 80 percent of the Department's total Fiscal 2020 Preliminary Budget, Administration and Contract Agency support is less than 30 percent of the total number of the Department's full-time positions.

Case Management

DFTA's case management services are vital for New York City's seniors as they represent the primary opportunity to connect clients with other services and resources that can enhance their quality of life and independence. Case management agencies assess homebound seniors and link them to services, including home delivered meals, homecare, information and referral, and other supportive programs. Seniors access case management services through referrals from senior centers, home delivered meal providers, hospitals and other community-based social service and health care agencies. Eligible individuals are 60 years of age or older, require assistance from another person, and must not be eligible to receive similar case management services from any other government-funded program, in addition to other requirements.



As indicated in the table above, the Fiscal 2020 Case Management budget totals \$38.1 million. In Fiscal 2018, \$1.2 million in baselined agency funding was added to address the case management waitlist of approximately 1,800 seniors. In Fiscal 2019, the Council supported a \$1 million Case Management discretionary initiative to continue to reduce the waitlist. As of January 2019, DFTA reported around 1,000 clients on their case management waitlist. This waitlist may be further reduced through additional Expanded In-Homes Services (EISEP) funding proposed in the State Fiscal Year 2019-20 Executive Budget. The Governor's Fiscal 2020 Executive Budget proposes to add a total of \$1 million in the remainder of Fiscal 2019 and \$3.9 million in Fiscal 2020 and in the outyears.

Regardless of the outcome of the State budget process, it appears that DFTA needs greater support in order to close the waitlist for case management services.

The average caseworker to client ratio is approximately 65:1, which is the recommended ratio. The City funds two-thirds of the case management services budget, with State funds comprising the other one-third, mainly through \$9.3 million in EISEP funding, and \$2.9 million in Community Services for Aging funding. The OTPS budget of \$36.9 million supports 32 contracts, while PS spending supports a headcount of 12 positions.

The Friendly Visiting Program, a ThriveNYC initiative, focuses on isolated seniors who are served through DFTA's 21 contracted case management programs. Volunteer visitors visit the senior at least twice monthly. Volunteers have made more than 32,000 visits to older adults in their homes, and have spent almost 48,000 hours with seniors.

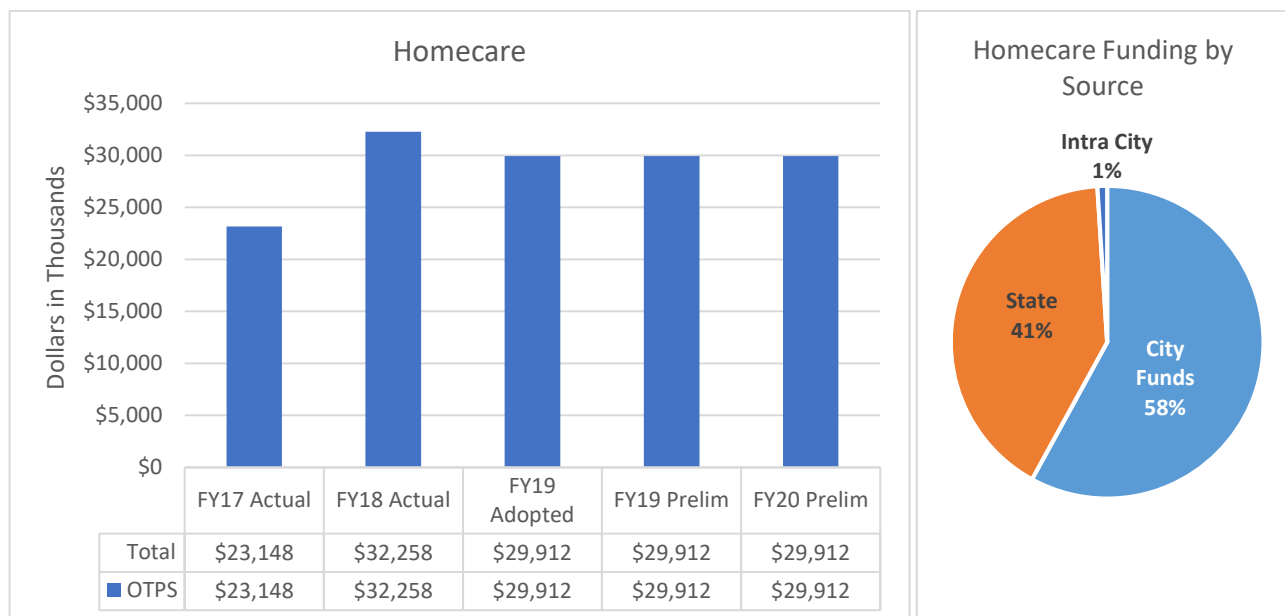
PMMR Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Hours of case management services provided	534,459	537,235	543,914	462,112	462,112	182,099	181,371
Total recipients of case management services	32,737	33,041	33,894	*	*	25,211	26,058

- With additional discretionary and baselined funding, the total number of hours of case management services provided and the total number of recipients of case management services have steadily increased from Fiscal 2015 to Fiscal 2018.
- Four-month actuals suggest that the number of recipients of case management services will be greater in the current year than it was in Fiscal 2018. However, there is no additional funding for case management in the Fiscal 2019 Preliminary Budget when compared against the Fiscal 2018 Adopted Budget.
- Additional PMMR measures that do not currently appear but could be considered include a quarterly report of case management ratios by provider. DFTA often reports the ratio as an average which is within the recommended limit of 65 cases to 1 case manager, however there may be providers considerably over this ratio despite the average ratio.

Homecare

The Homecare Program provides assistance to frail, low-income seniors to assist with daily chores and personal care and help them remain safely in their homes. This may include housekeeping and personal care, meal preparation, companionship, supervision of medications and doctor's visits, referrals to legal and financial experts, as well as other necessary services. DFTA also provides emergency homecare to enable elderly persons to be discharged from hospitals or other facilities before other homecare arrangements, including Medicaid- or Medicare-funded services, have been put into place. All homecare services are contracted through non-agency entities.



As indicated in the table above, the Fiscal 2020 Homecare budget totals \$29.9 million for only OTPS spending, which supports 24 contracts. The number of contracts, headcount, and budget has remained stable between Fiscal 2019 and Fiscal 2020. The City funds about 58 percent of the Homecare Program, up from 46 percent in Fiscal 2017, as additional City funds have added to the total amount of homecare spending. About 70 percent of State funding comes from the Expanded In-Homes Services Program (EISEP), which supports homecare services for low-income seniors who are above the Medicaid threshold. As discussed in the case management section on page 18, additional State EISEP has been proposed in the Governor's 2019-2020 Executive Budget. In general, seniors who qualify for homecare support through EISEP pay for a portion of the homecare on a sliding scale dependent on income.

Key Issue

- **Homecare Waitlists.** One-time funding of \$4.25 million was added in Fiscal 2017 in an effort to eliminate the homecare waitlist. However, this amount was insufficient, and the Fiscal 2018 budget baselined \$6.49 million in Fiscal 2018 and \$10.7 million in Fiscal 2019 and in the outyears to address the outstanding homecare waitlist of approximately 1,000 seniors. DFTA stopped opening new homecare cases in the first quarter of Fiscal 2018 in order to reduce the homecare waitlist.

The waitlist reopened in the second quarter of Fiscal 2018 and service delivery, by client and hours, has increased, while the waitlist has decreased. In January 2019, DFTA reported a waitlist of approximately 100 clients, although the exact number fluctuates. Although DFTA reports that difficulty in finding sufficient numbers of home health aides is a barrier to reducing the waitlist, the data seem to suggest that persistent underfunding also impacts the total homecare service provision.

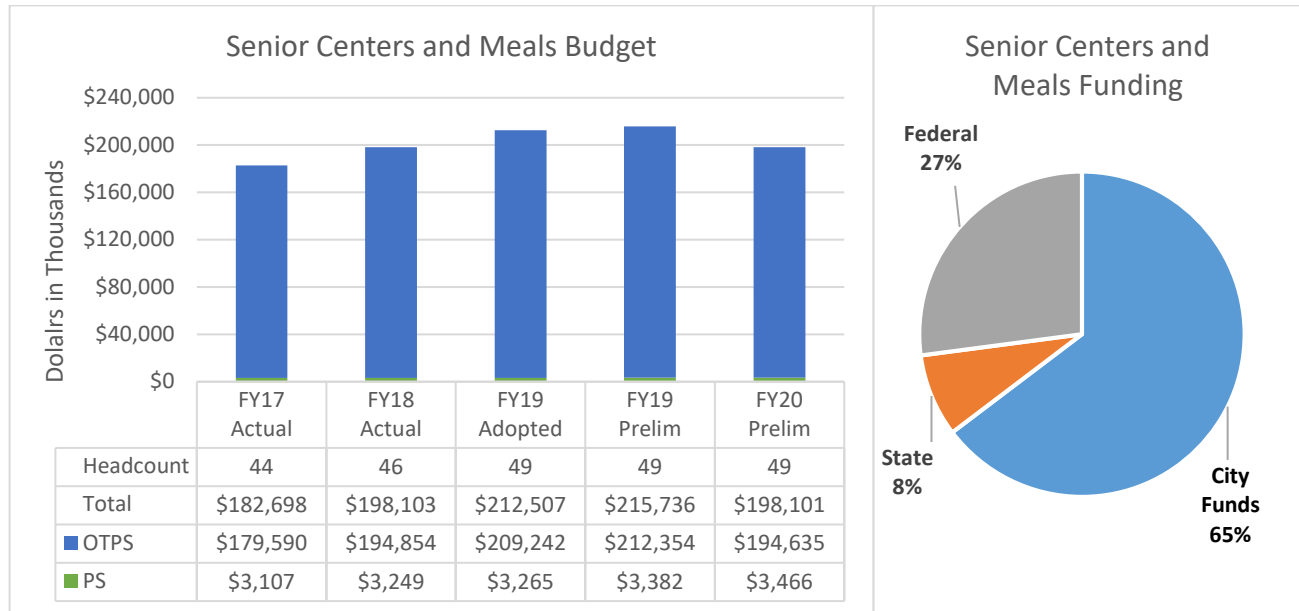
PMMR Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Hours of home care services provided	1,102,019	1,207,529	1,183,813	961,500	961,500	376,542	471,573
Total recipients of home care services	3,831	3,087	3,645	2,900	2,900	2,706	3,226

- The 2019 PMMR suggests positive trends as increases in funding are improving homecare performance indicators. For example, when comparing the Fiscal 2018 four-month actuals against the Fiscal 2019 four-month actuals, there has been an increase of 25 percent in the hours of home care services provided and an increase of 19 percent in the total number of home care recipients.
- The number of hours of homecare services provided and total number of recipients of such services have consistently been above DFTA's Performance Indicator targets. It is not clear how DFTA's targets are set, or why they are relatively low in relation to actual performance. This is particularly concerning given that the target is lower than the actual performance in Fiscals 2016, 2017, and 2018.
- Additional PMMR measures that do not currently appear but could be considered include: Number of clients, number of homecare hours, and average number of homecare hours broken down by 1) type of services, housekeeping versus personal care; and 2) if receiving fully or partially subsidized homecare requiring a client payment.

Senior Centers and Meals

The core of DFTA's service portfolio is the agency's citywide network of contracted senior centers – 230 neighborhood senior centers (NSCs), 16 innovative senior centers (ISCs), and 29 sites affiliated with senior centers.⁹ Senior centers frequently provide educational programs, congregate and home delivered meals, exercise programs, and recreational programming in community-based settings. The Innovative Senior Centers (ISCs) provide enhanced programming in wellness, arts, culture, technology and volunteering.



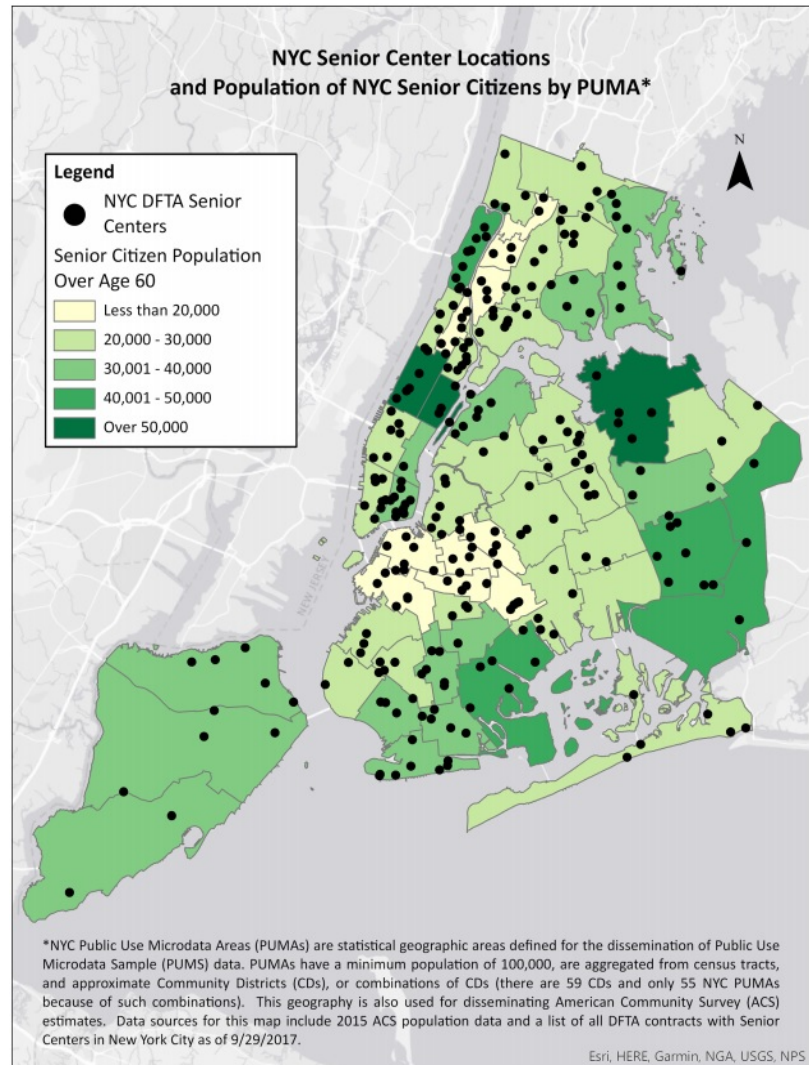
⁹ NYC Department for the Aging Annual Plan Summary, (September 2017), available at <http://www1.nyc.gov/assets/dfta/downloads/pdf/reports/DFTAAnnualPlanSummary2017.pdf> at p. 25.

The Fiscal 2020 Preliminary Budget for senior centers and meals totals \$198.1 million, \$14.6 million less than the Fiscal 2019 Adopted Budget, and \$17.6 million less than the current Fiscal 2019 budget. The \$14.6 million decrease is the net impact of absence of the one-time Council initiative funding, including monies for senior centers and meals. Within its OTPS spending of \$194.6 million, DFTA has 244 contracts to support its senior center programs, which are managed by private entities. The \$3.5 million PS budget supports a headcount of 49 positions which include DFTA program staff for senior centers. If DFTA is to expand its senior center portfolio, it is likely it will need additional program staff to monitor and support the centers.

In the Fiscal 2020 Preliminary Budget, the City funds about 65 percent, or \$128.1 million of the Senior Centers and Meals Program. Federal funding is the next largest source of funding, currently totaling about 27 percent or \$53.7 million. Fifty-four percent of federal funding comes from nutrition programs, specifically Title

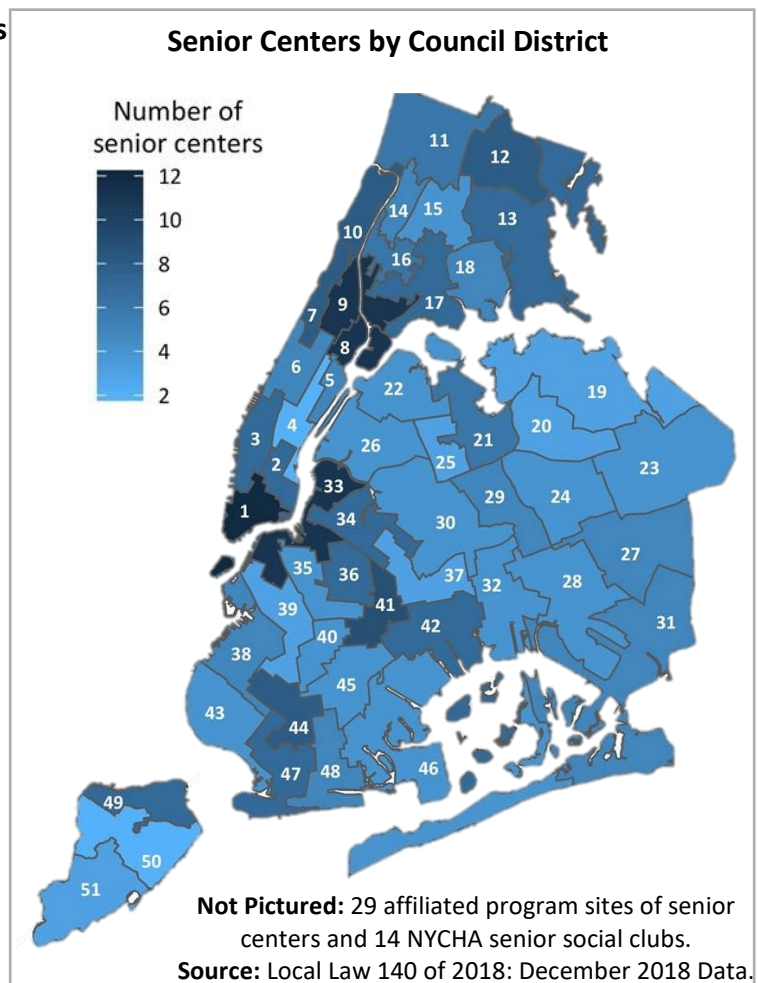
III, Part C: Nutrition Services and the Nutrition Services Incentive Program. In addition, Title XX Social Services Block Grant Funding contributes another 36 percent. The State's major contribution is through the Supplementary Assistance Program at \$10.5 million in Fiscal 2019.

With respect to repairs of senior centers, it is important to note that control of the centers varies considerably. Among the 249 contracted centers, control is broken down as follows:



Source: New York State Comptroller

- **103 centers are in sponsor-leased sites with a private landlord.** The landlord is responsible for maintenance.
- **74 centers are in NYCHA.** NYCHA is responsible for maintenance for the facility envelope and building systems (roof, leaks, sewage, heating). The provider is responsible for maintenance inside the program space. NYCHA's ticket-submission system is used for repairs, and DFTA assists with facilitating requests.
- **38 centers are in sponsor-owned sites.** The provider is therefore responsible for maintenance of its own property.
- **21 centers are located in City-leased sites.** Leases negotiated by DCAS typically include improvements to be made by the landlord. The landlord is responsible for ongoing maintenance pursuant to terms of the lease.
- **13 centers are located in City-owned sites.** The relevant City agency is responsible for maintenance. DFTA assists with facilitating requests with the Department of Parks and Recreation (DPR), which manages centers in this category.



NYCHA Senior Social Clubs. There are fourteen senior social clubs located within NYCHA that have relied on one-year funding for financial support. The funding is typically added at the Executive Budget, into the Miscellaneous Budget. In its Fiscal 2019 Preliminary Budget Response, the Council called for \$2.8 million to baseline ongoing operational support for the remaining 14 senior social clubs that remain under NYCHA management. The Fiscal 2019 Executive Budget included \$3 million, with the increase allocated to cost of living adjustments (COLAs) for staff. The funding is not baselined and was added on a one-time basis for this fiscal year. The full list of NYCHA Managed Senior Social Clubs may be seen on the right.

NYCHA Managed Senior Social Clubs		
Total No.	Borough	Developments
3	Bronx	Highbridge Gardens; Sedgwick; Soundview
5	Brooklyn	Brownsville; Cypress Hills; Glenmore Plaza; Hughes Apartments; Sumner
3	Manhattan	Lincoln; Taft; Wagner
3	Queens	Astoria; Baisley Park; Bland
0	Staten Island	None

Key Issues

- **Phase 1 Model Budgeting – Staff and Programming.** Providers have long maintained that senior centers and meals have been underfunded against the national average. To help senior centers better cover costs and begin to standardize funding to ensure adequate and equitable staffing

and programming across all providers, the Fiscal 2018 Adopted Budget baselined \$10 million for what is now described as “Phase 1” of “Model Budgeting.” The \$10 million was the first part of a three-year, phased-in project that by full implementation in Fiscal 2021 will rise to a total baselined investment of \$20 million.

- **Review Process.** DFTA and OMB completed a review of the current state of senior centers, including program quality and funding, and solicited feedback from providers. Their review showed that staff leadership and senior programming were two of the key attributes of a vibrant senior center. Accordingly, the model budget focused on ensuring that providers would all receive adequate funding to support high quality direct staff and programming.
- **Rent, Utilities, Food, OTPS.** Rent and utilities were not included in the model, but will be negotiated on a case-by-case basis. Furthermore, food and OTPS are also not addressed in the model budget, and providers were permitted to work with DFTA should they have significant issues with these line items. The State Comptroller published an Audit of DFTA’s senior meals program in January 2018, raising issues with DFTA’s overbudgeting for some senior center’s congregate meals programs. The Comptroller recommended aligning senior center contracts more closely with the needs of the senior population. See meals section below for more detail.
- **Excluded Centers.** Twenty-six senior centers viewed as sufficiently funded based on the right-sizing model did not receive a contract amendment increasing their baselined budget. In addition to the 26 “full” senior centers that did not benefit from model budgeting, there are at least 12 additional centers, including satellite sites and those centers entering the DFTA portfolio after the last senior center RFP in 2012, that did not receive additional model budget funding. Finally, large centers and those that overserve against their contracted deliverables tended to struggle under DFTA’s model, leading to continued Council discretionary support of some of these centers.
- **Performance Metrics.** DFTA is monitoring key performance metrics in light of the additional funding senior center participants’ enrollment in and completion of evidence-based health promotions activities proven through research to have beneficial outcomes for participants. Local Law 140 of 2018 has led to the publication of a robust data set on senior centers. DFTA also agreed in 2018 to conduct bi-annual sample reviews of participants enrolling in other education and recreation activities in order to determine client satisfaction and self-reported changes in health, knowledge, etc.
- **Next Steps.** Contract amendments were made at the end of Fiscal 2018 and through Fiscal 2019 to assist the 223 senior centers that qualified for model budgeting funding to access their share of the \$10 million allocation. DFTA has informed providers that this Phase 1 funding will double in size once the second tranche of \$10 million is added to DFTA’s budget – however, OMB has still not included the promised second tranche of funding. To the extent possible, amendments were retroactive to the beginning of Fiscal 2018. DFTA plans to issue a concept paper around fall 2019 and an RFP in 2020 for senior center contracts that will have a Fiscal 2022 start date (July 1, 2021). The total amount of funding for the senior centers and meals program area should be aligned to the concept paper and RFP, and is likely to need to be increased in order to meet the needs of a growing cohort of New York seniors.

- **Phase 2 Model Budgeting – Meals.** In addition to the first phase of model budgeting, which only impacted senior center staff and programming, DFTA agreed to a second phase of model budgeting to address the overall food system.

Type of Meal Prep	Number of Senior Centers
Meal Prep on-site	168
Catered	74
Both	28
Not Applicable	17
Grand Total	287

- **Design of Meals Enhancement.** This phase would include additional revenue sources, on top of the \$20 million for staff and programming. It would also assist with insufficient meal reimbursements for providers and make overall food system improvements on quality, culturally competent food, new technology for collecting contributions from seniors, improving overall system efficiencies, and more.
- **Lack of Clarity on Scope of Analysis.** There is an important difference between information provided to the Committee on Aging in June 2018 and that provided to the Committee in February 2019 about the scope of the Guidehouse contract (Guidehouse was previously the public sector unit of PricewaterhouseCoopers). DFTA had engaged Guidehouse to review operations and financing for its home-delivered meals program, in order to improve quality and efficiency. DFTA currently contracts with 17 non-profit providers to deliver approximately 22,000 meals each day to seniors throughout the City.

DFTA announced in 2018 that it had extended its home-delivered meals analysis contract with Guidehouse to produce “an evaluation of food services across all programs.”¹⁰ DFTA said at the time that their “goal for the second phase of the model is to evaluate how to achieve efficiencies in food procurement, preparation and delivery, while increasing quality and choice.... This work is being done with the help of a consultant, and we anticipate this analysis will be completed later this year.”¹¹

However testimony provided in February 2019 disclosed that the Guidehouse contract “focused strictly on home-delivered meals,” and that OMB was conducting the congregate meals analysis in collaboration with DFTA, without Guidehouse participation.¹²

In addition, February 2019 testimony confirmed that DFTA and OMB are not currently in the process of assessing the downstream savings in nursing homes, hospitals, and so forth that occur as a result of upstream investments in meals and senior centers which keep seniors healthy and aging in place. DFTA has expressed interest in pursuing such an analysis, potentially in concert with universities or research academies.

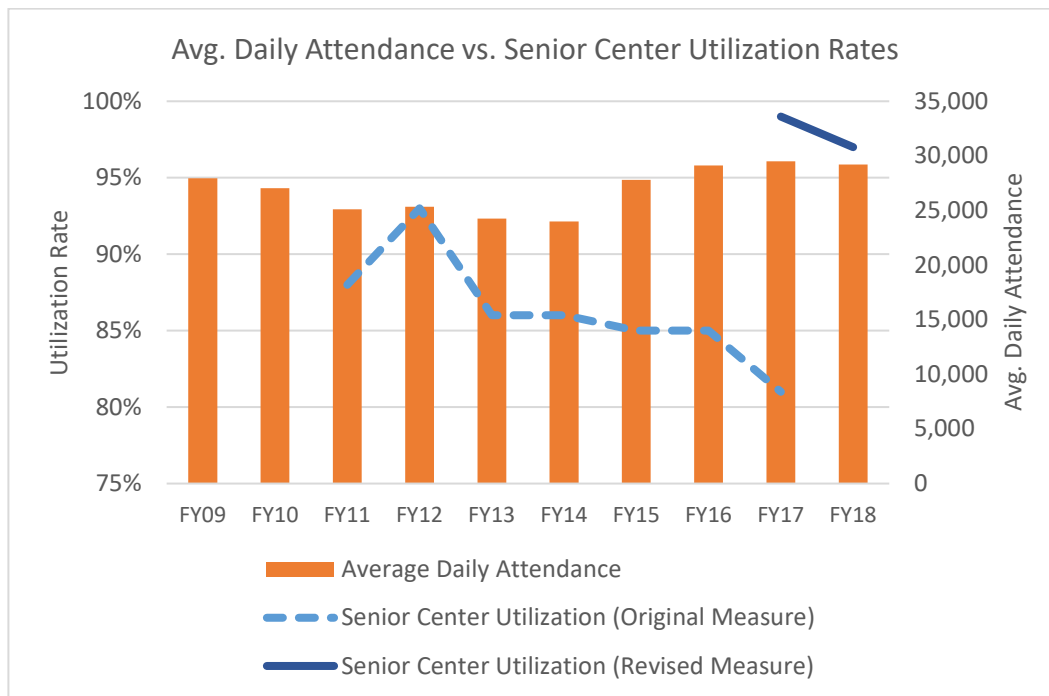
- **Delayed Meals Analysis.** DFTA reported in 2018 that the results of the Guidehouse analysis would be available by the end of 2018, however as of February 2019, no analysis on either home-delivered meals or congregate meals has been released. In a letter to the Chair of the Committee on Aging, the Acting Commissioner and a representative from OMB said the analysis would now be complete by late spring 2019.

¹⁰ Testimony of DFTA Commissioner Donna Corrado to the New York City Council Committee on Aging, June 21, 2018. Available on Legistar, p. 11.

¹¹ *Id.*

¹² Testimony of Acting Commissioner Caryn Resnick to the New York City Council Committee on Aging, February 27, 2019.

- **Previous Increases.** The last across-the-board increase in the meals reimbursement rate was made in Fiscal 2015, when \$0.25 was added per meal, with a Kosher meal differential taking the total increase to \$0.50 per meal. In Fiscal 2018, \$1.2 million in baselined funding was added to DFTA's budget for weekend meals, including home-delivered meals and congregate meals. This funding was previously provided by the Council prior to being baselined.
- **Senior Center Utilization Rates.** As shown in the chart below, average daily attendance in senior centers has increased from its low of 23,983 in Fiscal 2014 to current levels over 29,000. In fact, the PMMR indicates that the average daily attendance at senior centers rose above 30,000 in the first four months of Fiscal 2019, to 30,457. In part as a response to concerns about the declining senior center utilization rate, which stood at 81 percent in Fiscal 2017, DFTA introduced a new measure in the Fiscal 2018 MMR, "Senior Center Services Utilization Rate (%)" to replace the "Senior Center Utilization (%)." This metric takes into account a greater number of services offered at centers.
 - The revised metric suggests much higher performance (99 percent in Fiscal 2017, as opposed to 81 percent for the same year under the old metric). Regardless of the metric, concerns persist that the growing number of social adult day care (SADC) programs citywide may be attracting seniors who would otherwise attend senior centers, and that there should be greater growth in meal service – the original basis of the utilization metric – given the ever-growing number of seniors in the City. For more information, see "Senior Services: Key Issues" on page 30.



PMMR Performance Measures

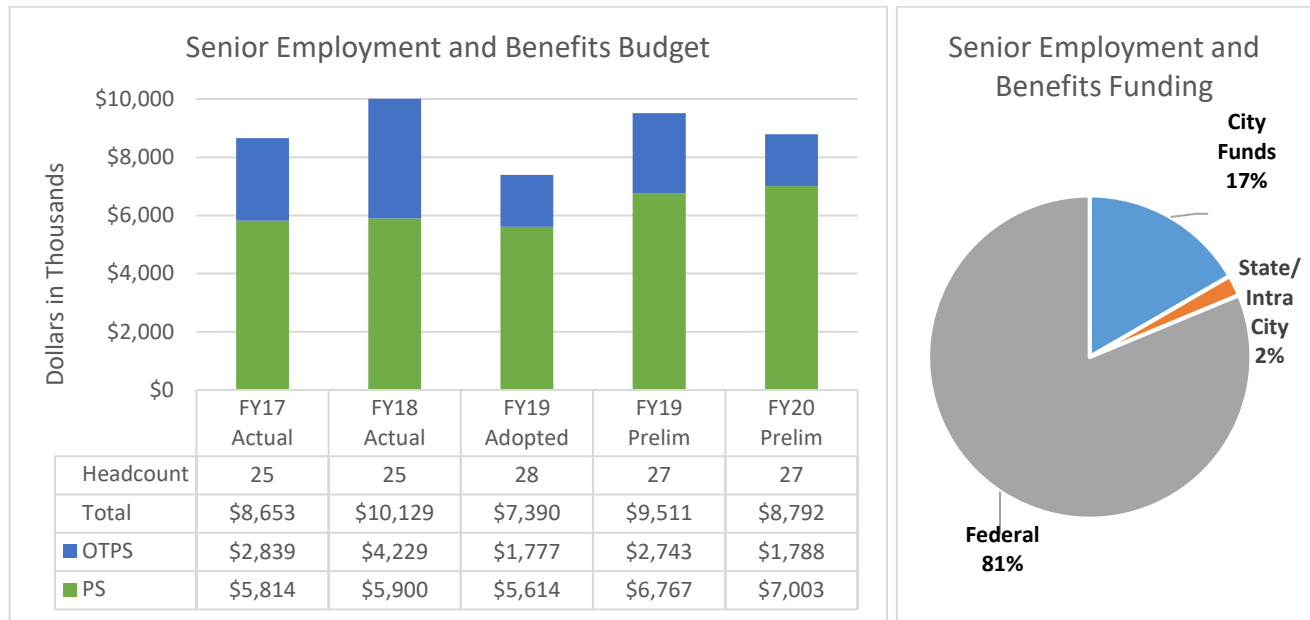
Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Senior center utilization rate (Revised Measure – %)	NA	99%	97%	↑	↑	NA	NA
Senior center utilization rate (Original Measure – %)	85%	81%	NA	*	*	NA	NA
Average daily attendance at senior centers	29,118	29,492	29,201	26,342	26,342	30,255	30,457
Total meals served (000)	12,104	11,719	11,738	*	*	4,022	4,043
— Home delivered meals served	4,476,454	4,499,127	4,551,394	4,390,494	4,390,494	1,504,592	1,546,411
— Congregate meals served	7,627,922	7,219,969	7,186,486	*	*	2,517,735	2,496,807

- The 2019 PMMR data show a three percent increase in the number of home delivered meals served, but a one percent decrease in the number of congregate meals served. These numbers should be monitored through the fiscal year to detect if this is a trend or not.
- The increase in the number of home delivered meals is related to the increase in total funding for meals, and underscores the need to include additional funding for Phase 2 of model budgeting. A decrease in the number of congregate meals, at a time of overall growth in the number of seniors in New York City, would be a cause for concern in the quality and appeal of existing senior center congregate meal programs.
- The current PMMR does not includes measures that may be useful, such as the following:
 - Breakdown of senior center utilization by Council District;
 - Utilization of Innovative Senior Centers (ISC) versus that of Neighborhood Senior Centers; and
 - Average age of participant at senior centers.

Senior Employment and Benefits

DFTA administers a federal Older Americans Act (OAA) program to help means-tested low-income New Yorkers, aged 55 and older, receive unique job training that emphasizes both community service and the elimination of the employment barriers that confront older workers. High School Equivalency and English for Speakers of Other Languages classes are offered along with job readiness skills and other workshops. Upon completion of classroom and on-the-job training, DFTA works to place Title V participants into unsubsidized permanent employment.

This program area also supports benefit programs which assist seniors with home energy costs through the Home Energy Assistance Program (HEAP), and the Weatherization Referral and Packaging Program (WRAP). Additionally, it provides funding for the Health Insurance Counseling and Advocacy Program (HICAP), which assists seniors with obtaining health insurance suited to their individual needs.



Senior Employment and Benefit's Fiscal 2020 budget totals nearly \$8.8 million. The OTPS budget is \$1.8 million and the PS budget of \$7 million supports a headcount of 27 positions. This program area is the only one for which federal funding is a majority and for which Personal Services Spending is greater than Other Than Personal Service spending. The largest federal aid comes from the Title V Senior Community Service Employment Program, at \$3.3 million in Fiscal 2019. Federal Title V National Council on Aging (NCOA) Employment Program funding has grown by \$900,000 over the past year. This funding enables low-income seniors to earn an important income support by working at local programs serving the community.

When comparing year-to-year change in this program area, it is important to consider the cyclical timeline for when federal aid such as Medicare Enrollment and Title 3D Health Promotion is reflected in DFTA's program budget. For example, the Senior Employment and Benefits program area's Fiscal 2019 Adopted Budget, at \$7.4 million, appears one-quarter smaller than the Fiscal 2018 budget, at \$10.1 million. However these apparent reductions do not reflect a reduction in the program, only when federal revenues appear in DFTA's budget.

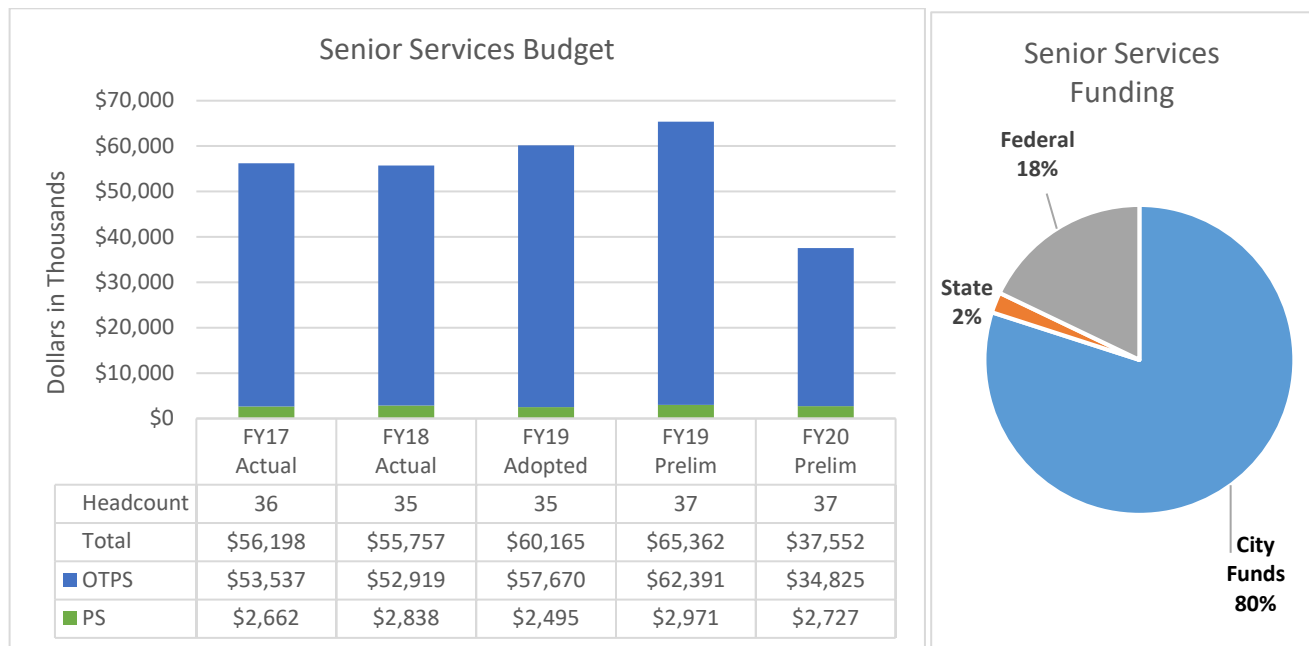
In Fiscal 2018, SCSEP served approximately 440 seniors, including over 300 women. Job retention after six months was 95 percent.

PMMR Performance Measures

- Currently there are no performance measures in this area. Previous Mayor's Management Reports, such as the 2010 MMR, used performance measures indicating the number of seniors trained for unsubsidized employments (Title V) and the number of senior trainees placed in unsubsidized employment (Title V). In Fiscal 2010, there were 542 seniors who were trained for unsubsidized employment and 123 who were placed into such employment.

Senior Services

Senior services includes caregiver programs, social services and transportation, elder abuse services, the congregate services initiative, extended services, intergenerational funding, legal services, social adult day care services (SADCs), and funding for Naturally Occurring Retirement Communities (NORCs). As seen in chart below, funding for Senior Services in the Fiscal 2020 Preliminary Budget is \$22.6 million lower than at Fiscal 2019 Budget Adoption. However, this is due to the absence of significant Council one-time discretionary funding that historically has been restored at Adoption.



Eighty percent of funding comes from the City with Federal sources comprising another 18 percent. Ninety-four percent, or \$32.7 million, of the total OTPS budget of \$34.8 million supports contracts, while PS spending of \$2.7 million supports a headcount of 37 positions, related to programs at NORCs in the Bureau of Community Services, six federally-funded foster grandparents positions and long-term care staff.

There are 58 NORCs in the City, up from 52 in Fiscal 2019. Twenty-four NORCs are in Manhattan, reflecting both the substantial population of older adults in Manhattan and the number of buildings that are eligible for the classic vertical NORC model of service delivery. There are 319 active SADCs in the City, only nine of which are contracted through DFTA.¹³ The number of SADCs is currently greater than the number of senior centers in the City.

NORCs are an area where DFTA should work to develop a clearer expansion strategy. The Administration's senior housing plan includes opening new senior-focused residences throughout the City. However, there a number of new senior developments have languished without senior services opening in the building. The health and socialization benefits of NORCs – which generally include the services and support of at least a part-time nurse – can assist the Department with its goal of promoting aging in place.

¹³ DFTA Social Adult Day Care Ombuds Annual Report, January 2019.

New Need

- Thrive: Geriatric Mental Health.** DFTA has identified one new need in the Fiscal 2020 Preliminary Budget, \$1.7 million for the Thrive: Geriatric Mental Health program, in Fiscal 2020 and in the outyears, for an expansion of an existing program currently serving seniors in 25 DFTA senior centers. A borough breakdown of the location of existing senior centers with Thrive services may be found in the table on the right.

Borough	Number of Senior Centers with Thrive Services
Bronx	4
Brooklyn	8
Manhattan	6
Queens	6
Staten Island	1
Total as of Feb. 2019	25

DFTA is still in the process of planning the roll-out of the additional funding, which will likely go towards a combination of increased services and programming at existing senior centers and the introduction of Thrive: Geriatric Mental Health services into additional senior centers not currently served by the program.

Key Issues

- Social Adult Day Cares.** A social adult day care (SADC) is a structured program that provides functionally impaired older adults with socialization, supervision, personal care, and nutrition in a protective setting. All New York City Social Adult Day Care programs must register with the Department for the Aging, pursuant to Local Law 9 of 2015. There are concerns that the growing number of Social Adult Day Cares (SADCs) across the City could be reducing the utilization of senior centers and charging Medicaid for unnecessary services. There are 319 active SADC programs as of February 14, 2019. A borough breakdown and listing of Council Districts with ten or more SADC programs may be found below. SADCs may be recruiting healthy seniors that do not need social adult day care services in order to receive State Medicaid reimbursement. However, DFTA has been delayed in promulgating rules associated with their oversight of SADCs under Local Law 9 of 2015.

SADCs by Borough	
Borough	Number of Active SADCs
Bronx	22
Brooklyn	131
Manhattan	33
Queens	120
Staten Island	13
Total as of Feb. 2019	319

Council Districts with 10 or More SADCs		
Council District	Council Member	Number of Active SADCs
20	Koo	51
38	Menchaca	23
47	Treyger	20
43	Brannan	19
48	Deutsch	17
1	Chin	15
46	Maisel	12
24	Lancman	10

- Caregivers.** DFTA has contracted with community based organizations (CBOs) since 2001 to provide services under the National Family Caregiver Support Program (NFCSP). In Fiscal 2018, DFTA contracted with ten caregiver programs to serve approximately 6,200 individuals annually at a cost of \$3.5 million. The budget increased to approximately \$8 million in Fiscal 2018 because of the Council's successful advocacy for the addition of \$4 million in funding.

Seven of the 10 programs serve designated catchment areas. Of these, three serve grandparents raising grandchildren, in addition to working with adult children and spousal caregivers. Three serve caregivers citywide: one for Chinese/Japanese/Korean caregivers; one for the blind/visually impaired; and one for the LGBT caregiver community. DFTA's Caregiver Resource Center also provides supports. In Fiscal 2018, over 4,200 individuals received information and referrals for long-term care issues through the Caregiver Resource Center. Fiscal 2019 performance targets were reported by DFTA as follows.

- **Homecare.** DFTA will double the number of caregivers receiving individual home care (from 340 seniors in Fiscal 2017 to 676 seniors by the close of Fiscal 2019) and group adult day care respite services (193 seniors to 390 seniors over the same period).
- **Respite Care.** DFTA will triple the number of caregivers utilizing overnight or other respite for their care receivers (92 caregivers to 272 caregivers over the same period).
- **Supplemental Services.** DFTA will increase by 25 percent the number of caregivers receiving supplemental services (616 caregivers to 775 caregivers). Supplemental services include, for example, payment for canes and assistive devices for vision-impaired caregivers, or incontinence garments and nutrition shakes.
- **RFP.** DFTA released its RFP for Caregiver Services Programs on November 20, 2018. The anticipated contract term begins on the first day of Fiscal 2020 and concludes on the last day of Fiscal 2022. After issuing two addenda to the RFP, which increased the anticipated available funding by approximately \$1.5 million, the current anticipated funding available for the contracts awarded is \$24 million for the 3-year term, equivalent to \$8 million annually.

The addenda postponed the submission deadline to February 8, 2019, and changed the original RFP to continue to have three citywide specialty providers, rather than reduce service to two citywide specialty providers. Subcontracting is permitted under the RFP, however all subcontractors are subject to DFTA approval. The maximum annual available funding for catchment areas ranges from \$500,000 to \$850,000.

- **Previous Vision Strategy.** In January 2018, DFTA published "Vision" strategies to meet the needs of up to 1.2 million unpaid caregivers in the City. Strategies included greater educational services, training and resources for caregivers; improved access to affordable housing and transportation; and financial supports.
- **Grandparent Resource Center (GRC).** In NYC there are approximately 66,000 grandparents raising grandchildren under 18 years old. While 17 percent of children raised solely by two grandparents live in poverty, that rate increases to nearly 50 percent for children living with just one grandparent – usually the grandmother. The GRC has since 1994 provided advocate and care assistance, as well as referrals to CBOs for a range of preventive, legal, financial, educational and counseling services. The GRC expanded under the Mayor's Action Plan for Neighborhood Safety (MAP) into 15 NYCHA developments.
- **Senior Home Sharing.** The Fiscal 2019 Preliminary Budget included \$1.4 million for the Senior Home Sharing Program in Fiscal 2019 and \$1.1 million in Fiscal 2020 and the outyears. The overall concept for the program is to link older adults who have extra private spaces in their homes or apartments with appropriate older adults who will share their space. In Fiscal 2018,

the Council funded a home sharing program at approximately \$100,000, operated by the New York Foundation for Senior Citizens.

PMMR Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Persons who received information and/or supportive services through DFTA's in-house and contracted caregiver programs	11,342	10,201	10,676	*	*	4,536	4,829

- The number of people who received information and supportive services through DFTA's in-house and contracted caregiver programs increased by five percent, or 475 people, between Fiscal 2017 and Fiscal 2018. This increase is due to enhanced funding for case management that has resulted in a reduction in the waitlist.
- Additional PMMR measures that do not currently appear, but could be considered, include listing the number of elder abuse cases and the average length of time to close cases.

Capital Plan Overview

On February 7, 2019, the Administration released the Preliminary Ten-Year Capital Strategy for Fiscal Years 2020-2029 (the Ten-Year Strategy), the Capital Commitment Plan for Fiscal 2019-2023 (the Commitment Plan) and the Fiscal 2020 Preliminary Capital Budget (the Capital Budget).

This section will provide an overview of the Preliminary Ten-Year Strategy, Commitment Plan and Capital Budget for the Department for the Aging (DFTA).

Preliminary Ten-Year Capital Strategy Fiscal 2020-2029

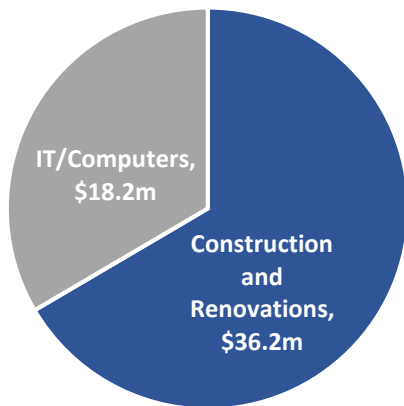
The Ten-Year Strategy is the City's long-term capital planning document which provides a framework for capital spending by agency. The Strategy is released every two years as mandated by the City Charter.

Strategy Guiding Principles

By its own description the Ten Year Strategy document: "provides a venue for the City to demonstrate the comprehensive infrastructure planning that the City undertakes as part of its responsibility to all New Yorkers, across all neighborhoods, and explain the connections between capital investment and strategic priorities." It strives to do this through four guiding principles.

1. Maintain New York City's financial responsibility
2. Promote forward-looking, holistic capital planning that anticipates neighborhood needs of tomorrow
3. Advance a more equitable New York City through capital investment
4. Consider community perspectives in capital planning and decision-making

DFTA Ten-Year Strategy by Category
Total: \$54.4 million



Using these principles, it is possible to assess DFTA's Strategy, and how well it is integrated with DFTA's Capital Commitment Plan and Capital Budget.

The City's Ten-Year Strategy totals \$104.1 billion, which is \$14.5 billion larger than the \$89.6 billion Fiscal 2018-2028 Ten-Year Strategy. DFTA's Ten-Year Capital Strategy totals \$54.4 million, or less than one-thousandth of one percent of the City's total Strategy. DFTA's Ten-Year Strategy is broken down into just two categories of projects, as shown in the chart to the left.

The Capital Strategy is not realistic as it frontloads spending and accounts for very little additional spending in the final four years of the Ten-Year

Strategy. The Strategy also appears deficient in planning for growth in the number of program sites, which are required to serve a growing senior population in the City. DFTA should revisit its strategy to plan more accurately for capital costs over the period of the strategy.

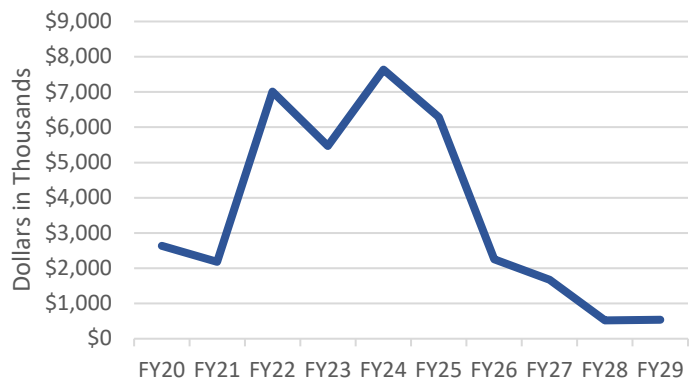
Construction and Renovations

The Preliminary Ten-Year Capital Strategy provides \$36.2 million to complete renovations and upgrades for various senior centers. Funds are also provided to ensure that the agency's fire and safety infrastructure meet standards and that necessary improvements for HVAC, masonry, roofing, electrical, and plumbing are completed. The Strategy is fairly evenly distributed between Fiscal 2022 and Fiscal 2025, after which date there is a significant reduction in anticipated spending. The low planned

commitments in Fiscal 2020 and Fiscal 2021 suggest DFTA does not plan to spend more than \$3 million per year on construction and renovations in the next two fiscal years.

DFTA's building construction and reconstruction strategy is not aligned with the overall Strategic Guiding Principles, namely the effort to "promote forward-looking, holistic capital planning that anticipates neighborhood needs of tomorrow [and to] advance a more equitable New York City through capital investment." Given that the overall senior population is growing, seniors experience poverty at rates higher than the citywide average, and lower-income women are the main users of DFTA services, there should therefore be greater planned spending in order to anticipate growing neighborhood needs and promote equity and justice for a growing senior population, particularly senior women.

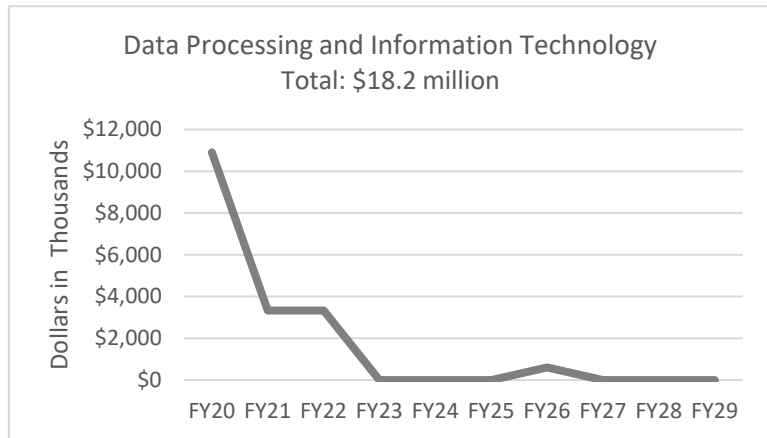
Building Reconstruction Ten-Year Strategy
Total: \$36.2 million



Information Technology and Computers

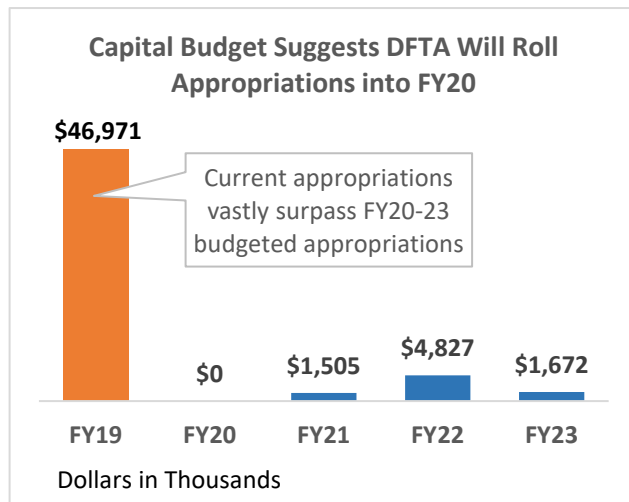
The Preliminary Ten-Year Capital Strategy provides \$18.2 million for the technology needs of the agency, as well as technology improvements for the agency's contractors and service providers.

The funding is highly frontloaded, with approximately \$17.5 million of the total amount of \$18.2 million over the ten years planned before Fiscal 2023. As a result, DFTA has not presented a clear ten-year strategic plan for the information and technology needs of either the Department or seniors who use technology at senior centers, NORCs, and other program sites.



Fiscal 2019 Preliminary Capital Budget for Fiscal 2020-2023

The Capital Budget provides the estimated need for new appropriations for Fiscal 2020 along with projections for the subsequent three-year capital program. Appropriations represent the legal authority to spend capital dollars and are what the Council votes on at budget adoption.



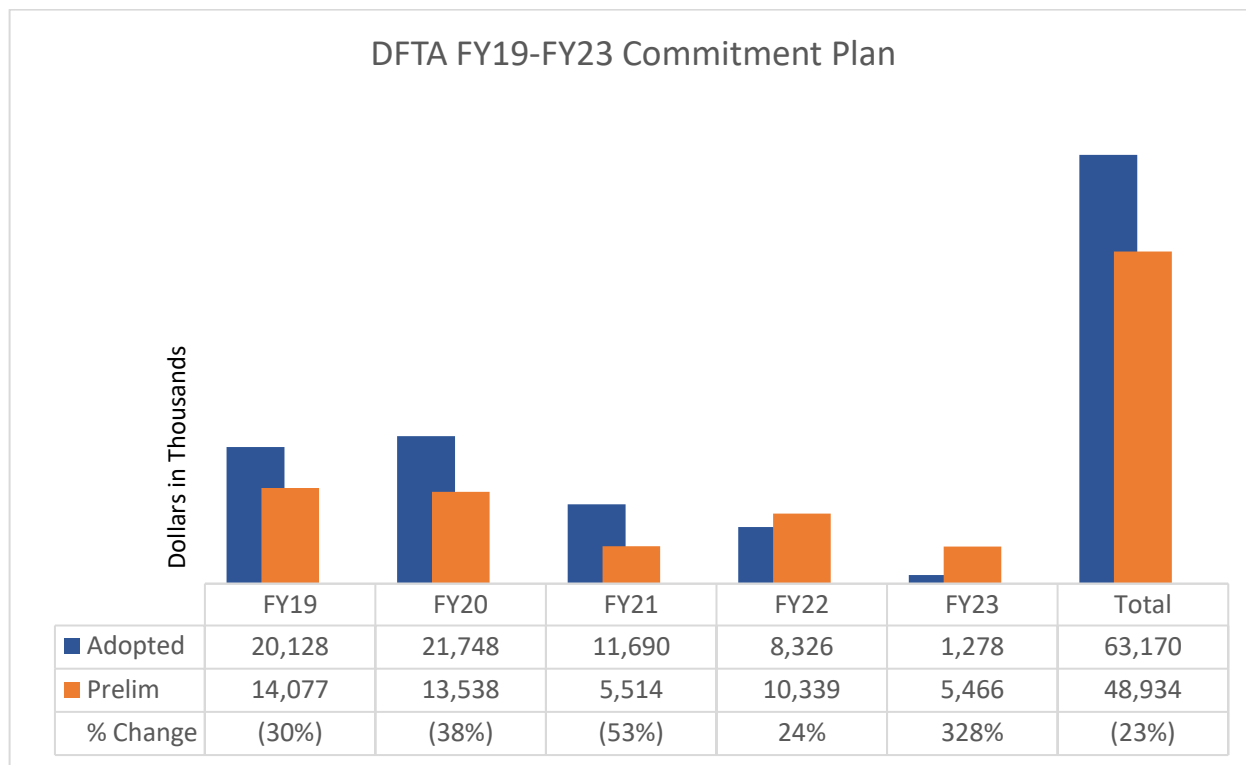
As shown in the chart on the left, the Department for the Aging's Fiscal 2019 Preliminary Capital Budget includes \$8 million in Fiscal 2020-2023, with no new appropriations requested for Fiscal 2020. This represents significantly less than one percent of the City's total \$52.8 billion Capital Budget for 2020-2023. Appropriations for Fiscal 2019 total \$47 million. This includes \$45.5 million in reauthorized prior appropriations and \$1.5 million in authorized Fiscal 2019 appropriations.¹⁴ The Capital Budget suggests that DFTA will roll substantial, yet currently indeterminate, appropriations into Fiscal 2020.

Fiscal 2019 Preliminary Capital Commitment Plan for Fiscal 2019-2023

The City's Capital Commitment Plan details the Administration's plan to spend capital appropriations. The Commitment Plan provides project-level funding detail as well as an estimate of expenditure dates and project schedules.

DFTA's Preliminary Commitment Plan includes \$48.9 million in Fiscal 2019-2023. This represents significantly less than one percent of the City's total \$83.8 billion Preliminary Commitment Plan.

¹⁴ See succeeding footnote regarding the calculation of Fiscal 2019 capital appropriations.



DFTA's Preliminary Capital Plan for Fiscal 2019-2023 has decreased by more than \$14.2 million to a total of \$48.9 million, demonstrating a 23 percent decrease when compared to the Department's Adopted Commitment Plan. The decrease is largely due to a total of \$11.9 million reduced from DFTA's projects at Leonard Covello Senior Center, located in a City-owned building. In addition, general rehabilitation of various senior centers decreased by \$2.7 million.

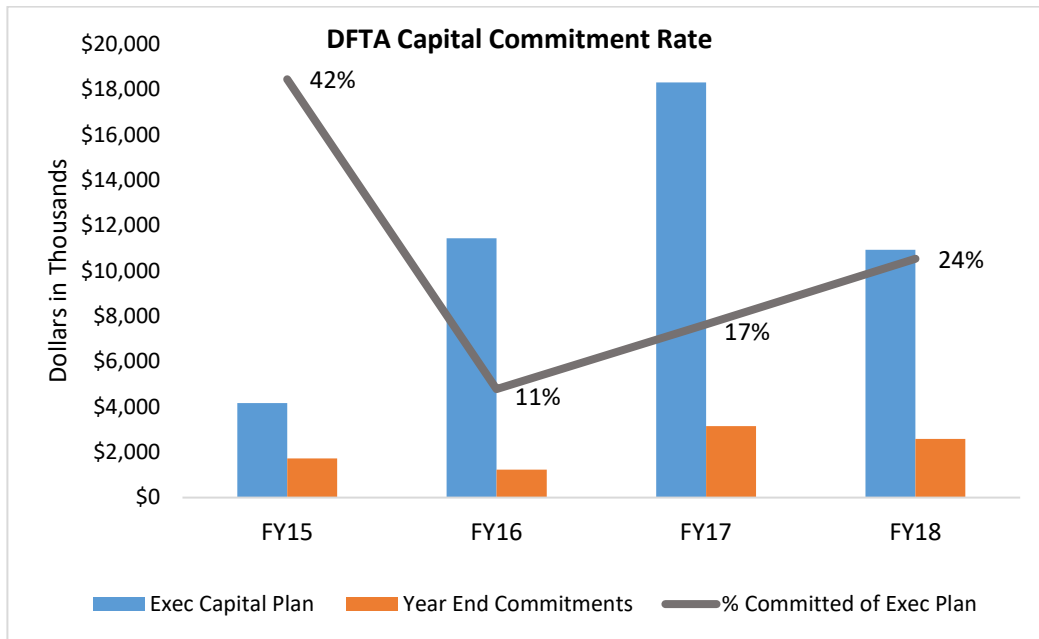
The total appropriations for DFTA in Fiscal 2019 are \$47 million against planned commitments totaling \$14.1 million.¹⁵ This excess balance of \$32.9 million in appropriations gives the Administration considerable flexibility within the capital plan.

DFTA's Commitment Plan shows 29 percent of all commitments in the first year. This is an increase from the Fiscal 2017 Commitment rate of 17 percent. DFTA's history of commitments is shown below. Given this performance history, it is likely that DFTA will end this year with unmet commitment targets and significant appropriations available to roll into Fiscal 2020 and in the outyears.

The chart below displays the Department's capital commitment plan as of the Fiscal 2015-2018 Executive Budget and the actual commitments in the corresponding fiscal year. The chart shows also shows the capital commitment rate: the percentage of the capital plan committed per fiscal year.¹⁶

¹⁵ Appropriations for Fiscal 2019 are calculated by summing the available appropriations listed in the commitment plan with actual commitments to-date. Because commitments to-date excludes inter-fund agreements (IFA), this figure may be slightly lower than the total appropriations for Fiscal 2019. In addition, a very small portion of the difference between appropriations and planned commitments are necessary to fund IFA, which are excluded from this planned commitments figure.

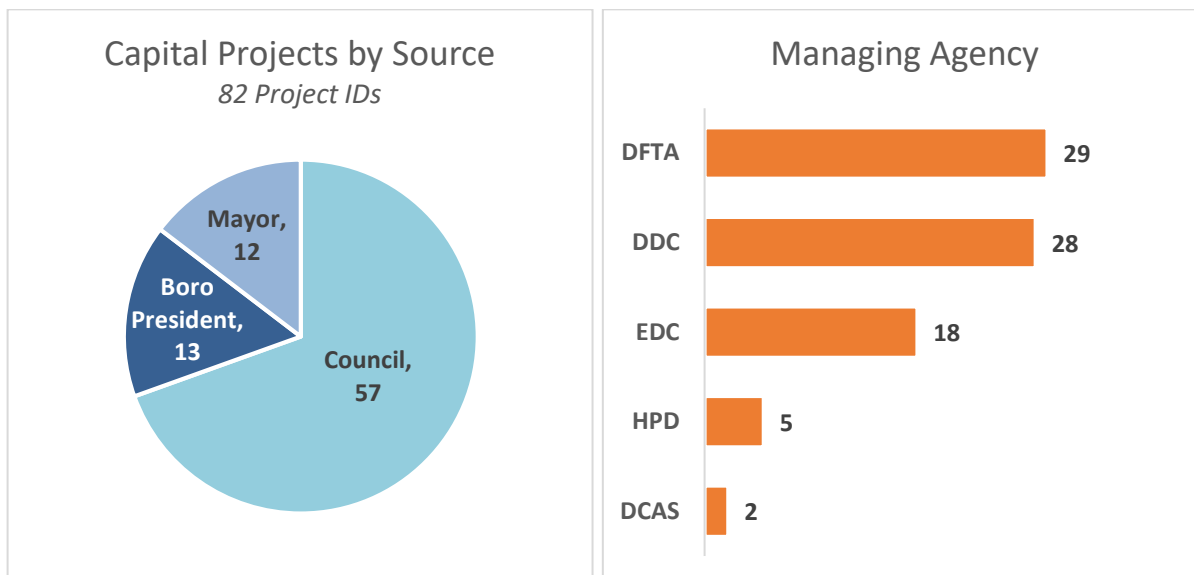
¹⁶ Note planned commitments are higher than the agency's "target commitments." Target commitments are a management tool used by OMB; they are "the actual aggregate levels that the managing agencies are expected to commit and against which their performance will be measured at the end of the fiscal year," and are not broken out between City and non-City funds.



The increasing Capital Commitment rate since Fiscal 2016 is a positive development, however it remains the case that actual year end commitments remain in the low millions of dollars annually.

In Fiscal 2015, the Executive Capital Plan was the most closely aligned to year end commitments, reflected in a commitment rate of 42 percent. The Department had reduced its planned commitments and was able to get closer its goal. In Fiscal 2016, the commitment rate declined again to 11 percent, then increased to 17 percent in Fiscal 2017 and upwards to 24 percent in Fiscal 2018.

DFTA's Commitment Plan includes 32 budget lines and 82 project IDs. The City Council supports a majority of capital projects as measured by project ID. The Council supports 57 projects, the Borough Presidents support 13 projects, and the Mayor supports 12 projects. To enhance accountability and oversight, the Department tends to divide different projects at the same site, for example separating a kitchen renovation from a wheelchair lift at the same senior center. However, often the same budget line title is used for separate sites or purchases. This is an area for further oversight.



DFTA manages the largest share of projects, about 35 percent, with the Department of Design and Construction (DDC) at 34 percent and Economic Development Corporation (EDC) at 22 percent. Housing Preservation and Development (HPD) and Department of Citywide Administrative Services (DCAS) manage a small share of projects, including some of those located on NYCHA developments.

Fiscal 2019 Preliminary Capital Commitment Plan Highlights

DFTA's capital budget primarily supports repairs and construction at senior centers and facilities. The agency also buys technology, equipment and vehicles.

The goals of DFTA's capital program are:

- Rehabilitate existing facilities that provide services for senior citizens;
- Identify targeted improvements to senior centers across the City; and
- Provide information technology improvements where needed.

Key Issue

- **Supporting Senior Program Sites on Non-City Owned Property.** A key issue facing DFTA is how to manage aging senior program sites that are overwhelmingly not on City-owned property. For example, of the 249 DFTA contracted senior centers, only 13 are City-owned, representing just five percent of the total number of centers. Seventy-nine are located in NYCHA, and 103 are sponsor-leased with a private landlord. Thirty-eight are sponsor-owned, and 21 are City-leased. The small number of City-owned sites creates a serious barrier to DFTA's effective management of its capital portfolio.

Council-Funded Discretionary Projects: There are 57 Council-funded discretionary projects in the Plan, however there are few changes in the Preliminary Capital Plan. Notable changes to the following projects are outlined below:

- **Leonard Covello Senior Center Reconstruction.** There is a net reduction of \$6.7 million across the Plan for the Council discretionary portion of improvements to City-owned property at Leonard Covello Senior Center. A total of \$7.7 million was removed from Fiscal 2020 and Fiscal 2021, while \$1.1 million was added in Fiscal 2023.
- **Lenox Hill Neighborhood Association.** There is a \$200,000 reduction in Fiscal 2020 for construction or acquisition of a non-City owned public betterment.
- **India Home.** There is a \$288,000 reduction in Fiscal 2019.
- **Sunnyside Community Services.** There is a exchange of \$101,000 in Fiscal 2019 for replacement of the phone system in lieu of renovation of the second and third floors of the building.

Appendices

A. Budget Actions in the November and Preliminary Plans

<i>Dollars in Thousands</i>	FY19			FY20		
	City	Non-City	Total	City	Non-City	Total
DFTA Budget as of the Adopted 2019 Budget	\$269,861	\$115,805	\$385,666	\$235,938	\$115,694	\$351,632
New Needs						
Thrive: Geriatric Mental Health	\$0	\$0	\$0	\$1,700	\$0	\$1,700
Subtotal, New Needs	\$0	\$0	\$0	\$1,700	\$0	\$1,700
Other Adjustments						
Collective Bargaining (Managers)	\$255	\$0	\$255	\$440	\$0	\$440
Collective Bargaining (Staff)	483	5	488	828	8	836
Federal Community Development (CD) Rollover	0	3,161	3,161	0	0	0
Health+Hospitals (H+H) Long Term Care Transitions	0	417	417	0	0	0
Lease Auditing	(19)	0	(19)	0	0	0
Member Item	(200)	0	(200)	0	0	0
Minimum Wage	199	0	199	399	0	399
Miscellaneous Adjustments	0	635	635	0	0	0
National Council on Aging Grant	0	901	901	0	0	0
NY Connect	0	3,587	3,587	0	901	901
NYC Connected Communities/Broadband	0	1,049	1,049	0	0	0
ReServist	0	365	365	0	0	0
Senior Health Improvement and Nutrition Education (SHINE) Grant	0	229	229	0	0	0
Vacancy Reductions	0	0	0	(281)	0	(281)
Subtotal, Other Adjustments	\$719	\$10,349	\$11,067	\$1,385	\$909	\$2,294
TOTAL, All Changes	\$718	\$10,349	\$11,067	\$3,086	\$909	\$3,995
DFTA Budget as of the Preliminary 2020 Budget	\$270,579	\$126,152	\$396,731	\$239,024	\$116,604	\$355,628

B. Council-Funded DFTA Initiatives

- **Access to Critical Services for Seniors.** Created in Fiscal 2017, Access to Critical Services for Seniors represents a consolidation of two senior services initiatives funded in Fiscal 2015 and Fiscal 2016, Access to Crisis Emergency Services (ACES) and Handyman Services. In Fiscal 2019, the Metropolitan New York Coordinating Council on Jewish Poverty was allocated \$1.18 million to provide a range of emergency services for low-income seniors, including emergency food and clothing, employment and legal assistance, benefit connections, and home safety and repair services through Project Metropair.
- **Borough Presidents' Discretionary Funding Restoration.** In Fiscal 2019, the Council allocated \$1.13 million to support senior services identified by Borough Presidents, including senior centers, meals, case management, homecare, and transportation.
- **Case Management.** In Fiscal 2019, the Council added \$1 million to DFTA's budget to support case management services to eligible seniors through the network of provider agencies.
- **Elder Abuse Prevention Enhancement.** In Fiscal 2019, the Council provided \$335,000 for elder abuse prevention services, specifically funding organizations that specialize in servicing immigrant populations.
- **Elie Wiesel Holocaust Survivors Initiative.** Introduced in Fiscal 2016, \$3.5 million was allocated by the Council in Fiscal 2019 in order to support Holocaust survivors living at or

below the poverty line with social services so that they are able to live the remainder of their lives in dignity.

- **Healthy Aging Initiative.** To improve the health and fitness levels of older adults, the Council allocated \$2.04 million in Fiscal 2019 to DFTA. The funding supports programs that promote healthy behaviors, detect the onset of chronic disease, prevent falls and other injuries through education or exercise, and teach older adults practical skills in order to manage the pain of arthritis or deal with fatigue and stress.
- **Information and Referral Services.** This allocation of \$407,811 supports community-based organizations that provide information and referral services related to senior services and other resources in the community.
- **LGBT Senior Services in Every Borough.** The Council provided \$1.5 million in Fiscal 2019 to enhance the access of LGBT seniors to services that address their unique needs. Services and Advocacy for GLBT Elders (SAGE) and Queens Community House were allocated \$1.2 million and \$300,000, respectively.
- **Naturally Occurring Retirement Communities (NORCs).** This initiative provided \$3.65 million in Fiscal 2019 to support vertical and horizontal NORCs across the City. In addition, the Administration provided \$1 million on a one-time basis to support NORCs previously funded through this Council initiative. NORCs provide services for senior residents to aid them in being more independent and allow them to continue to live in their homes, preventing unwarranted nursing home placements. They also help the elderly to maintain social connections with friends and relatives, as well as encourage engagement with the community. Services may include case management, meals delivered to the home, preventative health measures, social activities, counseling, housecleaning services, transportation, and nursing services.
- **Senior Centers for Immigrant Population.** This initiative provided \$2 million in Fiscal 2019 to support culturally-competent and linguistically accessible senior centers that predominantly serve immigrant seniors and do not have sufficient funding to meet their demand for meals. The funding supported 10 non-DFTA-contracted senior centers that are immigrant-led and serve immigrant populations.
- **Senior Centers, Programs, and Enhancements.** In Fiscal 2019, the Council provided \$2.1 million in order to support and enhance DFTA senior center programs and services, as well as provide additional funding to under-funded or over-utilized senior centers. In addition, the Administration provided \$2.8 million on a one-time basis to support centers and programs previously funded through this Council initiative.
- **Social Adult Day Care Enhancement.** The Council allocated \$1.06 million to enhance DFTA's nine social adult day care programs. These programs provide non-medical adult day care services to individuals with cognitive or physical limitations.
- **Support Our Seniors.** The Council has increased the \$1.5 million allocation in Fiscal 2017 to a total of \$4.08 million in Fiscal 2019 to provide senior services and programming through programming identified by Council Members.

FY19 Council Changes at Adoption	
<i>Dollars in Thousands</i>	
Council Initiatives	
Access to Critical Services for Seniors	\$1,180
Borough Presidents' Discretionary Funding Restoration	1,130
Case Management	1,000
Elder Abuse Enhancement	335
Elie Wiesel Holocaust Survivors Initiative	3,500
Healthy Aging Initiative	2,040
Information and Referral Services	408
LGBT Senior Services in Every Borough	1,500
Naturally Occurring Retirement Communities (NORCs)	3,655
Senior Centers for Immigrant Populations	2,000
Senior Centers, Programs, and Services Enhancement	2,104
Social Adult Day Care Enhancement	1,056
Support Our Seniors	4,080
Subtotal	\$23,988
Local Initiatives	\$9,251
TOTAL	\$33,239

C. DFTA Contract Budget

DFTA FY20 Preliminary Contract Budget				
<i>Dollars in Thousands</i>				
Category	FY19 Adopted	Number of Contracts	FY20 Preliminary	Number of Contracts
Contractual Services General	\$85	8	\$85	8
Telecommunications Maint	16	4	16	4
Maint & Rep Motor Vehicle Equipment	4	1	4	1
Maint & Rep General	107	4	77	4
Office Equipment Maintenance	13	2	12	2
Data Processing Equipment	40	3	40	3
Printing Contracts	100	6	88	6
Temporary Services	341	3	341	3
Training Program City Employees	4	1	4	1
Maint & Operation of Infrastructure	300	1	300	1
Payments to Delegate Agencies	276,252	1,334	279,010	1,334
Prof Serv Accounting and Auditing	700	17	700	17
Prof Serv Legal Services	20	1	0	0
Prof Serv Computer Servicers	50	3	50	3
Prof Serv Other	3,372	6	3,391	6
TOTAL	\$281,404	1,394	\$284,118	1,393

D. Program Areas

Administration and Contract Agency Support

Administration & Contract Agency Support						
<i>Dollars in Thousands</i>						
	2017 Actual	2018 Actual	2019 Adopted	Preliminary Plan		*Difference 2019 - 2020
				2019	2020	
Spending						
Personal Services						
Additional Gross Pay	\$396	\$512	\$189	\$189	\$187	(\$2)
Full-Time Salaried - Civilian	13,487	14,076	15,970	16,349	16,567	597
Full-Time Salaried - Uniformed	4	0	0	0	0	0
Overtime - Civilian	14	20	0	17	0	0
P.S. Other	0	(1)	0	0	0	0
Unsalariated	923	888	539	574	598	59
Subtotal	\$14,824	\$15,495	\$16,698	\$17,129	\$17,352	\$654
Other Than Personal Services						
Contractual Services	\$621	\$900	\$22	(\$61)	\$2,820	\$2,798
Contractual Services - Professional Services	1,533	1,920	2,676	2,373	2,653	(23)
Fixed & Misc. Charges	17	25	39	117	39	0
Other Services & Charges	10,584	12,474	16,063	16,147	19,765	3,702
Property & Equipment	222	356	175	416	175	0
Supplies & Materials	187	258	322	365	322	0
Subtotal	\$13,163	\$15,933	\$19,297	\$19,358	\$25,775	\$6,478
TOTAL	\$27,987	\$31,428	\$35,995	\$36,487	\$43,127	\$7,132
Funding						
City Funds			\$29,529	\$30,014	\$36,755	\$7,226
Federal - Community Development			144	150	153	9
Federal - Other			5,301	5,301	5,301	0
State			1,020	1,020	917	(103)
TOTAL	\$27,987	\$31,428	\$35,995	\$36,487	\$43,127	\$7,132
Budgeted Headcount						
Full-Time Positions - Civilian	180	182	205	205	205	0
TOTAL	180	182	205	205	205	0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Case Management

Case Management						
<i>Dollars in Thousands</i>						
<i>Dollars in Thousands</i>	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$11	\$11	\$10	\$10	\$10	\$0
Full-Time Salaried - Civilian	877	811	1,195	1,224	1,245	49
Subtotal	\$888	\$822	\$1,205	\$1,234	\$1,254	\$49
Other Than Personal Services						
Contractual Services	\$33,910	\$37,609	\$36,890	\$36,890	\$36,890	\$0
Other Services & Charges	0	0	1,600	1,600	0	(1,600)
Subtotal	\$33,910	\$37,609	\$38,490	\$38,490	\$36,890	(\$1,600)
TOTAL	\$34,798	\$38,431	\$39,695	\$39,724	\$38,145	(\$1,551)
Funding						
City Funds			\$26,841	\$26,870	\$25,291	(\$1,551)
Federal - Other			291	291	291	0
Intra City			50	50	50	0
State			12,513	12,513	12,513	0
TOTAL	\$34,798	\$38,431	\$39,695	\$39,724	\$38,145	(\$1,551)
Budgeted Headcount						
Full-Time Positions - Civilian	11	10	13	12	12	(1)
TOTAL	11	10	13	12	12	(1)

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Homecare

Homecare						
<i>Dollars in Thousands</i>						
<i>Dollars in Thousands</i>	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Other Than Personal Services						
Contractual Services	\$23,148	\$32,258	\$29,912	\$29,912	\$29,912	\$0
Fixed & Misc. Charges	0	0	0	0	0	0
Subtotal	\$23,148	\$32,258	\$29,912	\$29,912	\$29,912	\$0
TOTAL	\$23,148	\$32,258	\$29,912	\$29,912	\$29,912	\$0
Funding						
City Funds			\$17,344	\$17,344	\$17,344	\$0
Intra City			300	300	300	0
State			12,268	12,268	12,268	0
TOTAL	\$23,148	\$32,258	\$29,912	\$29,912	\$29,912	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Senior Centers and Meals

Senior Centers and Meals						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$59	\$71	\$8	\$8	\$8	\$0
Full-Time Salaried - Civilian	3,049	3,178	3,258	3,375	3,458	200
Overtime - Civilian	0	0	0	0	0	0
Subtotal	\$3,107	\$3,249	\$3,265	\$3,382	\$3,466	\$200
Other Than Personal Services						
Contractual Services	\$179,590	\$194,854	\$177,864	\$196,726	\$177,864	\$0
Contractual Services - Professional Services	0	0	0	181	0	0
Fixed & Misc. Charges	0	0	0	0	0	0
Other Services & Charges	0	0	31,378	15,435	16,771	(14,607)
Property & Equipment	0	0	0	3	0	0
Supplies & Materials	0	0	0	9	0	0
Subtotal	\$179,590	\$194,854	\$209,242	\$212,354	\$194,635	(\$14,607)
TOTAL	\$182,698	\$198,103	\$212,507	\$215,736	\$198,101	(\$14,407)
Funding						
City Funds			\$142,547	\$142,386	\$128,141	(\$14,407)
Federal - Community Development			1,735	4,897	1,735	0
Federal - Other			51,925	51,925	51,925	0
State			16,300	16,529	16,300	0
TOTAL	\$182,698	\$198,103	\$212,507	\$215,736	\$198,101	(\$14,407)
Budgeted Headcount						
Full-Time Positions - Civilian	44	46	49	49	49	0
TOTAL	44	46	49	49	49	0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Senior Employment and Benefits

Senior Employment & Benefits						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$71	\$75	\$77	\$77	\$77	\$0
Full-Time Salaried - Civilian	1,464	1,446	1,629	1,896	1,929	300
Overtime - Civilian	0	0	0	0	0	0
Unsalaries	4,279	4,379	3,909	4,794	4,998	1,089
Subtotal	\$5,814	\$5,900	\$5,614	\$6,767	\$7,003	\$1,390
Other Than Personal Services						
Contractual Services	\$52	\$36	\$45	\$41	\$32	(\$13)
Contractual Services - Professional Services	2,361	3,722	1,265	2,187	1,287	22
Fixed & Misc. Charges	1	1	1	1	1	0
Other Services & Charges	369	425	400	461	407	7
Property & Equipment	17	1	4	7	4	0
Supplies & Materials	39	43	62	46	57	(5)
Subtotal	\$2,839	\$4,229	\$1,777	\$2,743	\$1,788	\$12
TOTAL	\$8,653	\$10,129	\$7,390	\$9,511	\$8,792	\$1,401
Funding						
City Funds			\$956	\$1,228	\$1,464	\$508
Federal - Other			6,244	7,144	7,144	901
Intra City			172	981	165	(7)
State	\$8,653	\$10,129	18	158	18	0
TOTAL	\$8,653	\$10,129	\$7,390	\$9,511	\$8,792	\$1,401
Budgeted Headcount						
Full-Time Positions - Civilian	24	25	28	27	27	(1)
TOTAL	24	25	28	27	27	(1)

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Senior Services

Senior Services						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$35	\$22	\$7	\$7	\$7	\$0
Full-Time Salaried - Civilian	2,593	2,816	2,485	2,960	2,716	232
Overtime - Civilian	0	0	0	0	0	0
Unsalaries	34	0	4	4	4	0
Subtotal	\$2,662	\$2,838	\$2,495	\$2,971	\$2,727	\$232
Other Than Personal Services						
Contractual Services	\$51,904	\$51,160	\$32,528	\$57,000	\$32,458	(\$70)
Contractual Services - Professional Services	1,432	1,236	201	1,407	201	0
Fixed & Misc. Charges	0	0	0	0	0	0
Other Services & Charges	171	317	24,941	3,886	2,165	(22,775)
Property & Equipment	17	201	0	75	0	0
Supplies & Materials	13	5	0	22	0	0
Subtotal	\$53,537	\$52,919	\$57,670	\$62,391	\$34,825	(\$22,845)
TOTAL	\$56,198	\$55,757	\$60,165	\$65,362	\$37,552	(\$22,613)
Funding						
City Funds			\$52,643	\$52,737	\$30,029	(\$22,613)
Federal - Community Development			362	362	362	0
Federal - Other			6,355	9,992	6,355	0
Intra City			0	1,049	0	0
Other Categorical			0	417	0	0
State			806	806	806	0
TOTAL	\$56,198	\$55,757	\$60,165	\$65,362	\$37,552	(\$22,613)
Budgeted Headcount						
Full-Time Positions - Civilian	36	35	35	37	37	2
TOTAL	36	35	35	37	37	2

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

E. Additional Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Percent meeting time to first action - Housing Options (14 days)	90%	93%	84%	*	*	93%	85%
Percent meeting time to first action - Elder Abuse (5 days)	67%	92%	97%	*	*	97%	97%
Percent meeting time to first action - Alzheimers Care Information (14 days)	85%	90%	77%	*	*	79%	81%
Percent meeting time to first action - Senior Center Complaint (14 days)	99%	99%	96%	*	*	95%	94%
Completed requests for interpretation	892	873	1,242	*	*	330	517
Letters responded to in 14 days (%)	86.5%	80.2%	79.0%	*	*	84.6%	73.0%
E-mails responded to in 14 days (%)	81.4%	86.0%	99.0%	*	*	68.1%	94.0%
CORE facility rating	96	92	98	*	*	NA	NA