

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 2021 Preliminary Plan and the
Fiscal 2020 Preliminary Mayor's Management Report for the

Department for the Aging

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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, which totals \$385.2 million for Fiscal 2021, is divided into six program areas, as displayed below. The Department is also organized into four operational divisions to deliver DFTA's programs, resource centers, and other services.

1. Administration and Contract Agency Support

DFTA currently has 1,393 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

Operational Divisions

Bureau of Community Services (BCS)	Bureau of Long Term Care (LTC)	Bureau of Active Aging (BAA)	Bureau of HealthCare Connections (HCC)
Senior Centers	Case Management	Grandparent Resource Center (GRC)	Caregiver Resource Center (CRC)
-	-	-	-
Naturally Occurring Retirement Communities (NORCs)	Home Care	Senior Employment Service Program (SESP)	Contracted Caregiver Programs
-	Home Delivered Meals	-	-
Health Promotion Services Program (HPSP)	Elderly Crime Victims Resource Center (ECVRC)	Foster Grandparent Program (FGP)	NY Connects
-	-	-	-
Transportation Services	Contracted Elder Abuse Programs	Health Insurance Information Counseling and Assistance Program (HIICAP)	Social Adult Day Care Ombudsman
-	-	-	-
Nutrition Counseling	-	-	-

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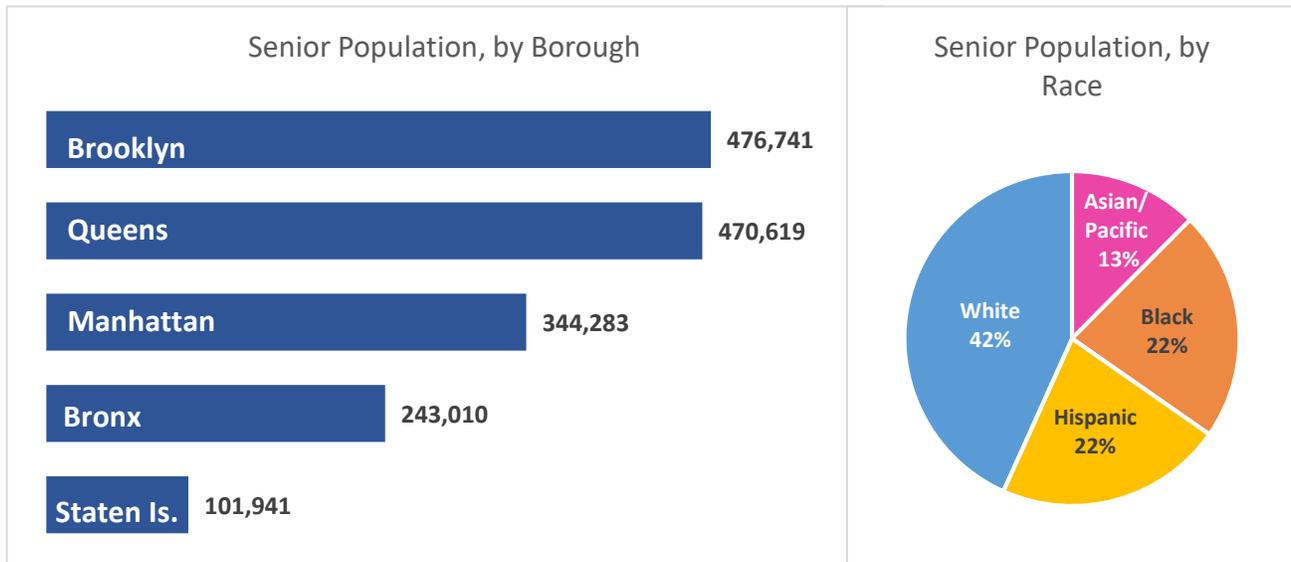
¹ NYC Department for the Aging Annual Plan Summary, (September 2019), available at <https://www1.nyc.gov/assets/dfta/downloads/pdf/reports/DFTAAnnualPlanSummary2019.pdf> at p. 10.

This report provides a review of the Department for the Aging’s Preliminary Budget for Fiscal 2021. The first section presents highlights of the \$385.2 million Fiscal 2021 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 2019 and Fiscal 2021 Preliminary Financial Plans, and reviews relevant sections of the Preliminary Mayor’s Management Report (PMMR) for Fiscal 2020. The third section reviews the proposed capital budget for the Department with a discussion of significant changes to the \$54.4 million Preliminary Commitment Plan for Fiscal 2020-2024. Finally, appendices are included that list the Budget Actions in the November and Preliminary Plans.

Senior Population in New York City

Seniors represent the fastest-growing age cohort in New York City. By 2040, it is estimated that 1.86 million New Yorkers, more than one in every five, will be 60 or older. The older adult population in the City is approximately 1.6 million, or 19 percent of the City’s total population.² 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 below. The older adult population in all boroughs grew between 2000 and 2020.

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.³ 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 following page includes highlights from DFTA’s Profile of Older New Yorkers.^{4, 5}



² U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

³ U.S. Census Bureau, 2016 American Community Survey.

⁴ Sources: Borough Population via U.S. Census Bureau, 2013-2017 American Community Survey (ACS) 5-Year Estimates; Racial Population via DFTA Profile of Older New Yorkers, April 2019.

⁵ An update to the October 2017 data was released in April 2019, and is presented in the table below. The over-60 population in the City increased by over 40,000 people between DFTA’s 2017 and 2019 reports.

New York City Senior Demographics⁶			
		<i>Population</i>	<i>Percent</i>
Population	Total Population	8,285,181	100%
	Persons 60+	1,509,800	18.2
	Persons 65+	1,056,254	12.7
Gender (Age 60+)	Men	633,889	42.0
	Women	875,911	58.0
Living Alone (Age 60+)	Living Alone	431,138	28.6
Race/Ethnicity (Age 60+)	Asian/Pacific	190,769	12.6
	Black	329,820	21.8
	Hispanic	330,163	21.9
	White	631,713	41.8
Federal Poverty Measure (FPL2015)	100% Poverty (FPL) 60+	247,276	16.4
	100% Poverty (FPL) 65+	178,564	16.9
100% CEO ⁷	100% Poverty (CEO) 60+	312,360	20.7
	100% Poverty (CEO) 65+	222,108	21.0
Employment Status (Age 60+)	Employed	418,698	27.7
	Unemployed	27,330	1.8
	Not in Labor Force	1,063,772	70.5
Immigrants (Age 60+)	Foreign Born	861,050	57.0
Top 7 non-English Primary Languages - Speak English Less Than Very Well (Age 60+)	Spanish	215,978	N/A
	Chinese	93,795	N/A
	Russian	54,235	N/A
	Italian	19,090	N/A
	Haitian Creole	18,215	N/A
	Korean	13,099	N/A
	French	4,110	N/A
Food Stamps (Age 60+)	Received Food Stamps in Past 12 Months	372,733	24.7
Mobility and Self Care Impaired (Age 60+)	Self-Care/Mobility Difficulties	381,511	25.3

⁶ DFTA Profile of Older New Yorkers, April 2019, Available online at:

<https://www1.nyc.gov/assets/dfta/downloads/pdf/reports/ProfileOfOlderNewYorkers2019.pdf>. CEO Poverty numbers and percentages are generated by DFTA from CEO Poverty Research Datasets for 2012-2016, NYC Center for Economic Opportunity. Other data is from the U.S. Census Bureau's American Community Survey, 2012-16 5-Year PUMS. The slightly older ACS data in the table explains the difference with the often-cited "1.6 million seniors" data point.

⁷ 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).

Women and DFTA Programs

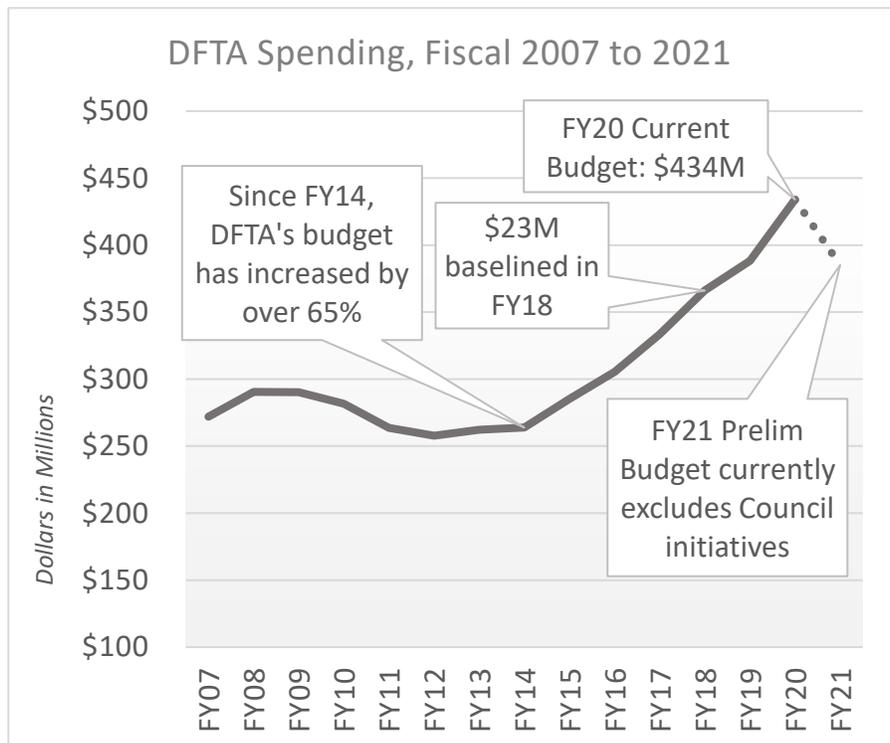
A wide majority of DFTA program participants are women. According to the Department, women comprise a majority of clients in all major program areas, and in some areas are eight-in-ten participants or greater. In this way, aging issues are also women’s issues. According to DFTA:

- More than 60 percent of home delivered meal recipients are women;
- About 70 percent of senior center attendees, Naturally Occurring Retirement Communities (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.

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 level 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 the following, presented in decreasing size order.

- **Senior Center Model Budgeting:** \$10 million for senior center model budgets for staffing and programming, baselined in Fiscal 2018, as well as \$10 million for model budgets for kitchen staff and congregate meals in Fiscal 2020, increasing to \$15 million in baselined funding in Fiscal 2021;
- **Homecare Waitlist:** \$6.49 million to reduce the homecare waitlist in Fiscal 2018, rising to a baselined \$10.7 million beginning in Fiscal 2019; in addition to \$2.5 million, of \$4 million total, in additional State Expanded In-Homes Services (EISEP) funding, baselined in Fiscal 2020;

- **Indirect Cost Rate:** \$4.6 million to improve the indirect cost rate paid to contracted agency providers, baselined in Fiscal 2020;
- **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;
- **Geriatric Mental Health Care:** \$1.7 million baselined in Fiscal 2019 to expand geriatric mental health care;
- **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, baselined in Fiscal 2018, in addition to \$1.5 million in State EISEP funding, baselined in Fiscal 2020; and
- **Weekend Meals:** \$1.2 million for weekend meals, including home-delivered meals and congregate meals, baselined in Fiscal 2018.

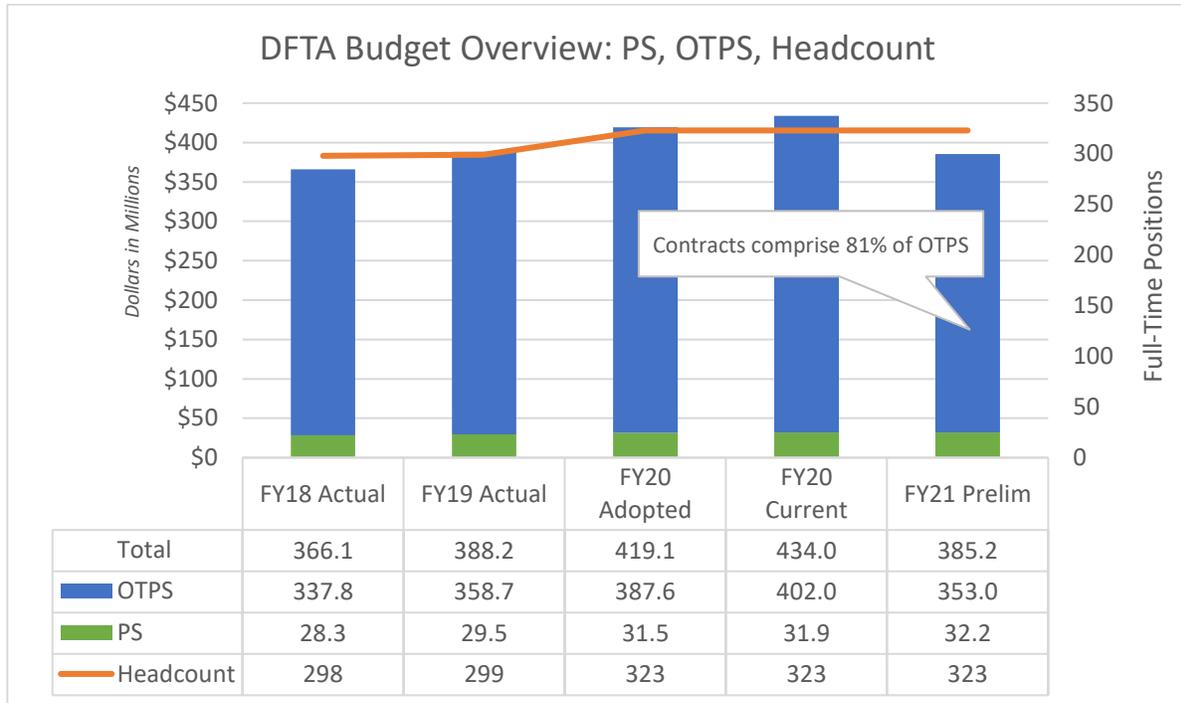
The current Fiscal 2020 budget for DFTA is \$434 million, while the budget for the Department of Youth and Community Development (DYCD) is \$988 million. If DFTA were funded for each senior in the way DYCD is for each person under the age of 25, DFTA's budget would be approximately \$660 million, or nearly \$230 million more.⁸

⁸ 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).

Fiscal 2021 Preliminary Budget Highlights

The City’s Fiscal 2021 Preliminary Budget totals \$95.3 billion, \$2.5 billion more than the Fiscal 2020 Adopted Budget, and \$100 million less than the current Fiscal 2020 budget. The Fiscal 2021 Preliminary Budget includes \$70.8 billion in City tax-levy funding and \$24.5 billion in non-City funds.

The Department for the Aging’s Fiscal 2021 Preliminary Budget totals \$385.2 million, which includes \$32.2 million for Personal Services (PS) to support 323 full time employees and 366 full-time equivalent positions, and \$353 million for Other Than Personal Services (OTPS), of which 81 percent supports contracted services. Although seniors are one-fifth of the City’s total population and the fastest-growing age cohort, DFTA’s Fiscal 2021 budget is less than one percent of the City’s budget.



DFTA’s Fiscal 2021 Preliminary Budget is \$34 million less than its Fiscal 2020 Adopted Budget of \$419.1 million. The overall decrease in DFTA’s budget is the net result of increases in the indirect rate for health and human services not-for-profit providers totaling \$4.6 million and the absence of one-time Council funding for senior services totaling \$37.5 million.

The Department for the Aging’s Fiscal 2021 Preliminary Budget introduces changes totaling just \$2.1 million, increasing DFTA’s Fiscal 2021 budget by less than one percent. DFTA identified no new needs in the Fiscal 2021 Preliminary Budget.

- **EISEP Funding.** The Preliminary Plan recognizes \$4 million in baselined State aid for the Expanded In-Homes Services (EISEP) program. This funding supports DFTA’s homecare and case management programs, which have struggled with persistent wait lists for years. The funding was added in the State’s Fiscal 2020 Adopted Budget.
- **Savings.** DFTA will generate budget savings of \$2 million in Fiscal 2021 and in the outyears by removing accruals in areas of persistent underspending. The savings are expected to be generated without a front-line impact on services. No positions are slated to be removed.

- **Preliminary Mayor’s Management Report Highlights.** Like other City agencies, DFTA reports performance metrics in the Fiscal 2020 PMMR comparing data from the first four months of Fiscal 2019 to data from the first four months of Fiscal 2020.

Positive trends include the following:

- An increase of 15 percent in the number of people who received information and/or supportive services through DFTA's in-house and contracted caregiver programs;
- An increase of six percent in the hours of home care services provided;
- An increase of five percent in the hours of case management services provided; and
- An increase of three percent in the total number of meals served.

More concerning trends include the following:

- Persistent over-serving against the home-delivered meals (HDMs) target, which suggests a greater need than planned in the program area (there were 4.55 million HDMs served in Fiscal 2019, well above the 4.39 million target); and
- A missing (“N/A”) indicator for the percent of HDMs meeting time to first action, with annual figures declining six percent between Fiscal 2017 and 2019.

Financial Plan Summary

DFTA Financial Summary						
<i>Dollars in Thousands</i>						
	FY18	FY19	FY20	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY20	FY21	FY20-FY21
Spending						
Personal Services	\$28,305	\$29,518	\$31,523	\$31,946	\$32,156	\$633
Other Than Personal Services	337,801	358,706	387,616	402,042	353,027	(34,589)
TOTAL	\$366,106	\$388,224	\$419,139	\$433,988	\$385,184	(\$33,956)
Budget By Program Area						
Administration & Contract Agency Support	\$31,428	\$31,271	\$41,182	\$41,210	\$41,584	\$402
Case Management	38,431	39,864	39,745	41,207	39,615	(130)
Homecare	32,258	34,728	32,009	34,483	34,483	4,947
Senior Centers and Meals	198,103	207,671	223,809	229,307	220,283	(3,526)
Senior Employment & Benefits	10,129	9,895	8,906	10,602	8,953	47
Senior Services	55,757	64,794	73,489	77,180	40,267	(33,222)
TOTAL	\$366,106	\$388,224	\$419,139	\$433,988	\$385,184	(\$33,956)
Funding						
City Funds	\$245,932	\$271,267	\$300,627	\$303,591	\$267,025	(\$33,602)
Federal - Community Development	629	986	2,251	6,721	2,252	1
Federal - Other	74,860	70,280	72,517	76,295	71,334	(1,183)
Intra City	3,166	3,453	515	2,711	515	0
Other Categorical	250	417	0	254	0	0
State	41,269	41,821	43,229	44,416	44,058	828
TOTAL	\$366,106	\$388,224	\$419,139	\$433,988	\$385,184	(\$33,956)
Budgeted Headcount						
Full-Time Positions	298	299	323	323	323	0
Full-Time Equivalent Positions	360	344	355	366	366	11
TOTAL	658	643	661	689	689	28
<i>*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.</i>						

The Department for the Aging's Fiscal 2021 Preliminary Budget is \$385.2 million. There are no new needs, however other adjustments increase the budget by \$6 million in Fiscal 2020, and \$4.1 million in Fiscal 2021 and in the outyears. The Citywide Savings Program includes \$2 million in City tax-levy savings in Fiscal 2020 and in the outyears. In Fiscal 2020, savings are due to the recognition of prior-year revenue from the federal government, while in Fiscal 2021 and in the outyears, savings are due to agency accruals.

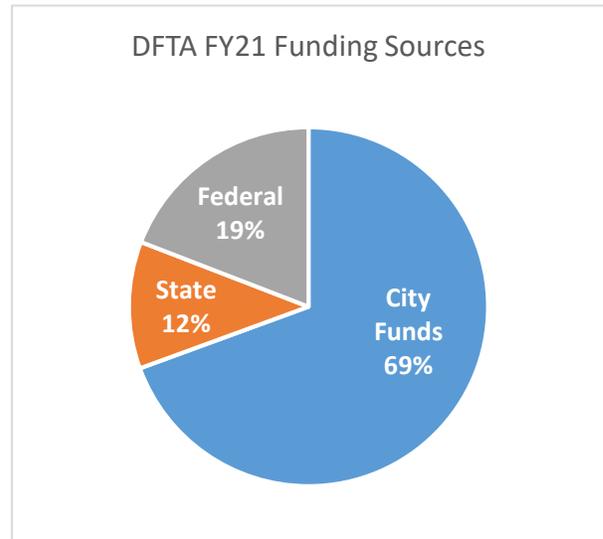
When compared to the Fiscal 2020 Adopted Budget, PS in the Fiscal 2021 Preliminary Budget increases by \$633,000, reflecting a small increase in full-time salaries and unsalaried staff associated with part-time positions. Collective bargaining-related salary adjustments for DFTA staff were baselined in prior plans.

The \$34.6 million decrease in OTPS when comparing the Fiscal 2020 Adopted Budget to the Fiscal 2021 Preliminary Budget is primarily associated with the absence of one-time Council funding, as previously discussed. The OTPS increase of \$14.4 million between the Fiscal 2020 Adopted Budget and current modified Fiscal 2020 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, spending on contractual services increases by \$257,000 in the Fiscal 2021 Preliminary Budget to reflect increases in payments for professional services. The total number of contracts increases by one, to 1,394. The Fiscal 2021 Preliminary Budget includes one more legal services contract than the Fiscal 2020 Adopted Budget; all other categories have an equal number of contracts in each budget.

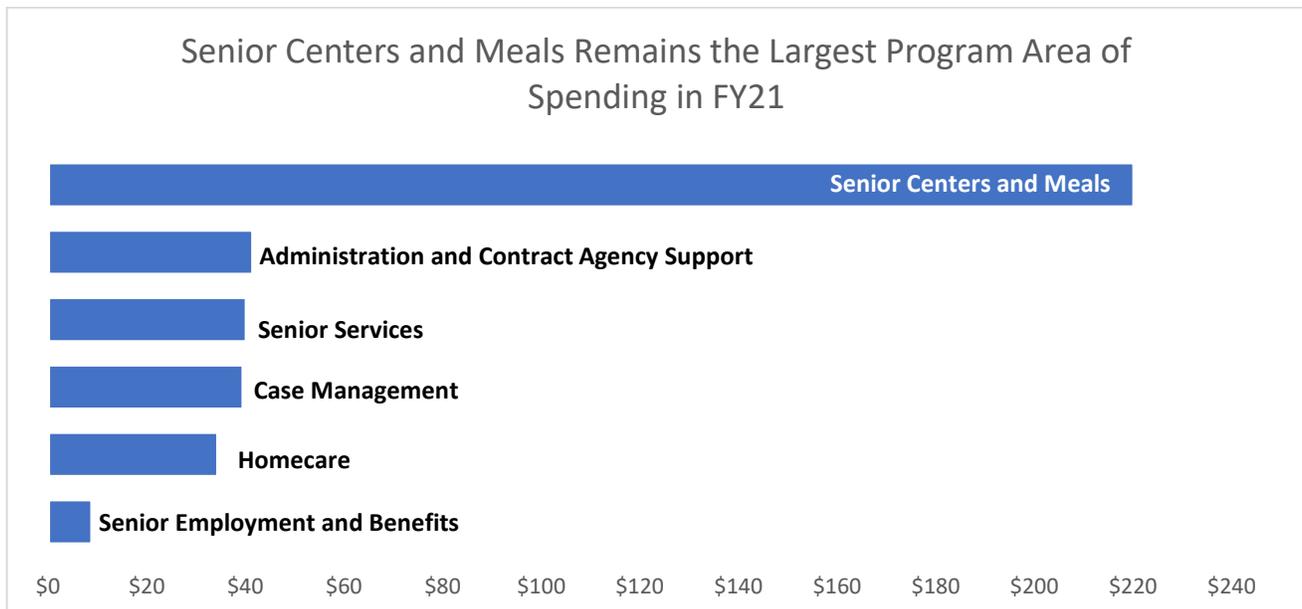
The Fiscal 2020 current modified budget totals \$434 million, \$14.9 million more than the Fiscal 2020 Adopted Budget and \$48.8 million more than the Fiscal 2021 Preliminary Budget, driven by over \$37.5 million in one-time Council initiative funding. New needs and other adjustments reflected in the November 2019 Plan increased DFTA's Fiscal 2020 budget by \$8.8 million, while other adjustments further increased the current year budget by \$6 million in the Fiscal 2021 Preliminary Plan.

New needs added to DFTA's budget in the November 2019 Plan include \$4.6 million for the health and human services indirect cost rate initiative, baselined in Fiscal 2020, along with additional senior center funding totaling \$919,000 in Fiscal 2020, \$2.5 million in Fiscal 2021, and \$2.3 million in Fiscal 2022 and in the outyears. The most notable other adjustment is the recognition of State EISEP funding, totaling \$4 million, baselined in Fiscal 2020. Appendix A on page 41 details all budget actions in the November 2019 and Fiscal 2021 Preliminary Plans.

As shown in DFTA’s Financial Summary, 69 percent or \$267 million of the agency’s Fiscal 2021 Preliminary Budget comes from City funding, with State sources contributing 12 percent or \$44.1 million and federal sources contributing another 19 percent or \$73.6 million. Since Fiscal 2014, City funding for DFTA has increased by over 10 percent, while State and federal grants have decreased approximately three and eight percent, respectively. This is due to the substantial increase in City funds and generally stagnant State and federal revenues. As another measure of this change, City funds as a share of funding grew from 67 to 69 percent in the past year, while State funding stayed stable at 12 percent and federal funding decreased from 21 to 19 percent. The federal government’s shrinking role in funding the City’s senior services is notable.



In comparing the Fiscal 2021 Preliminary Budget to the Fiscal 2020 Adopted Budget, the number of budgeted full-time positions remains the same, while full-time equivalent positions (FTE) increases by 11. This adjustment reflects a regular fluctuation in the estimated number of community service aides who will be hired through the federal Title V Senior Community Service Employment Program (SCSEP) program for subsidized senior employment. 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 39 affiliated program sites; all of these programs are operated through contracts. Approximately 57 percent, or \$220.3 million of DFTA’s \$385.2 million budget for Fiscal 2021, supports senior centers and meals. The senior centers and meals program area is four percent smaller than the current modified Fiscal

2020 budget due to the absence of one-time Council discretionary funding to contracted providers of approximately \$4.2 million, and \$4.5 million in less spending on other services and charges. The average daily attendance at senior centers is nearly 30,000, which, while sizeable, is only two percent of the City's senior population. DFTA serves approximately 11.7 million meals annually, including home delivered and congregate meals.

The next largest program area is the administration and contract agency support budget, which comprises 11 percent of DFTA's budget, or \$41.6 million, and supports the management of 1,394 contracts totaling \$286.1 million. The senior services budget is ten percent of DFTA's budget or \$40.3 million. A number of Council-funded services, such as NORCs, Holocaust survivor services, and elder abuse prevention services, are in this program area, which regularly sees a decrease of over \$20 million between the Adopted and Preliminary Plans.

The homecare budget is nine percent of DFTA's budget or \$34.5 million, an increase of \$2.5 million between the Fiscal 2020 Adopted Budget and Fiscal 2021 Preliminary Budget, due to the recognition of additional State EISEP revenues for case management and homecare. This program area served 11,400 seniors in Fiscal 2019, an increase from 10,200 in Fiscal 2017.

The remaining program areas are largely unchanged from Fiscal 2020. The case management budget is ten percent of DFTA's Fiscal 2021 budget or \$39.6 million, and served nearly 35,000 seniors in Fiscal 2019, up from 33,000 in Fiscal 2017. Finally, the smallest program area is the senior employment and benefits budget, which is two percent of DFTA's budget or \$9 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 2021 Preliminary Plan does 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 Executive budget.
- **Congregate Meal and Home-Delivered Meals Funding and RFP.** The Fiscal 2020 Adopted Budget included a new investment of \$10 million in Fiscal 2020 rising to a baselined investment of \$15 million in Fiscal 2021 and in the outyears for kitchen staff and congregate meals. This second phase of model budgeting intends to address low chef and kitchen staff salaries and improve meal reimbursement rates, and requires close monitoring of improvements and ongoing issues.

In addition to changes in congregate meals, DFTA is rebidding its home-delivered meals program. DFTA first solicited feedback from stakeholders through a concept paper, then released the RFP in January 2020. The RFP seeks to make overall food system improvements (e.g., quality, culturally competent food, new technology for collecting contributions from seniors, and improving overall system efficiencies), however the total amount of money is level at approximately \$41.9 million annually.⁹ The RFP does not include: additional reimbursements for Kosher meals (as the current HDM contract does), cost escalators,

⁹ NYC Department for the Aging Annual Plan Summary, (September 2019), available at <http://www1.nyc.gov/assets/dfta/downloads/pdf/reports/DFTAAnnualPlanSummary2017.pdf> at p. 25.

weekend meals, or holiday meals. With the increase in need for home-delivered meals, plus additional programmatic requirements, additional funding and amendments are required to make this RFP viable for providers.

- Persistent Homecare and Case Management Wait Lists.** In October 2019, DFTA reported that its waitlist for homecare services was around 439 clients, while the waitlist for case management was 394 clients. This marks a sharp decrease from a waitlist of 1,000 clients for case management in January 2019, however an increase in the homecare waitlist from 100 at that time. State EISEP funding at DFTA increased by \$4 million in the State Fiscal 2020 budget, and the Council has added \$1 million in discretionary funding through the Case Management initiative in Fiscal 2020 to support reducing the case management waitlist. Service levels should be monitored to determine if the budget, with these increases, is adequate.
- Social Adult Day Care and Managed Long Term Care.** Local Law 9 of 2015 authorizes and requires DFTA to regulate social adult day care (SADC) programs, which provide functionally impaired adults¹⁰ with supervision, care, nutrition, and opportunities to socialize, along with related services. Local Law 9 also required the creation of an ombudsperson office within DFTA to receive comments and complaints about SADCs and investigate complaints. As appropriate, the ombudsperson will respond to those investigations by, among other things, alerting the managed long term care (MLTC) plans known to be reimbursing a particular SADC and by notifying other government regulators of the results of its investigation. DFTA should clarify how it intends to staff, supervise, and fund the newly empowered Ombudsperson Office. Statewide efforts to find \$4 billion in Statewide Medicaid savings may also have a major impact, potentially changing MLTC eligibility rules for seniors who currently use SADCs.

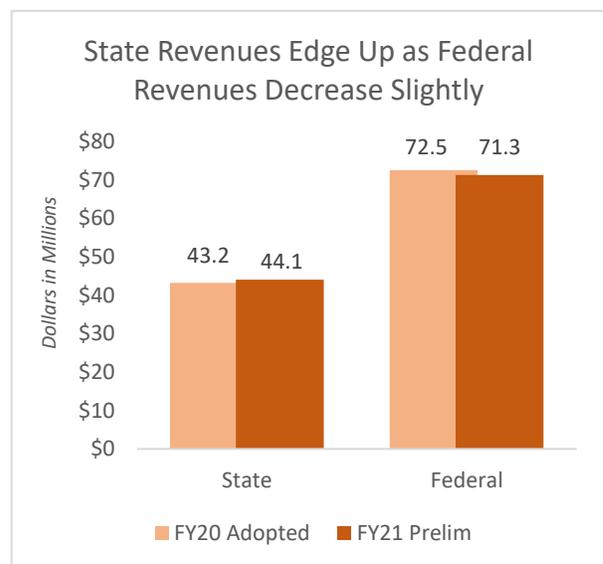
Revenue

City funds comprise the largest share of DFTA’s budget, at 69 percent or approximately \$267 million. State revenue comprises 12 percent, or \$44.1 million, while federal revenues account for 19 percent, or approximately \$71.3 million.

Federal and State revenue sources have different rules regarding how DFTA can use them. Certain federal grants 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, as was the case with the \$4 million in State EISEP funding, agreed as part of the State Fiscal 2019-2020 budget, which was only reflected in DFTA’s Fiscal 2021 Preliminary Budget.

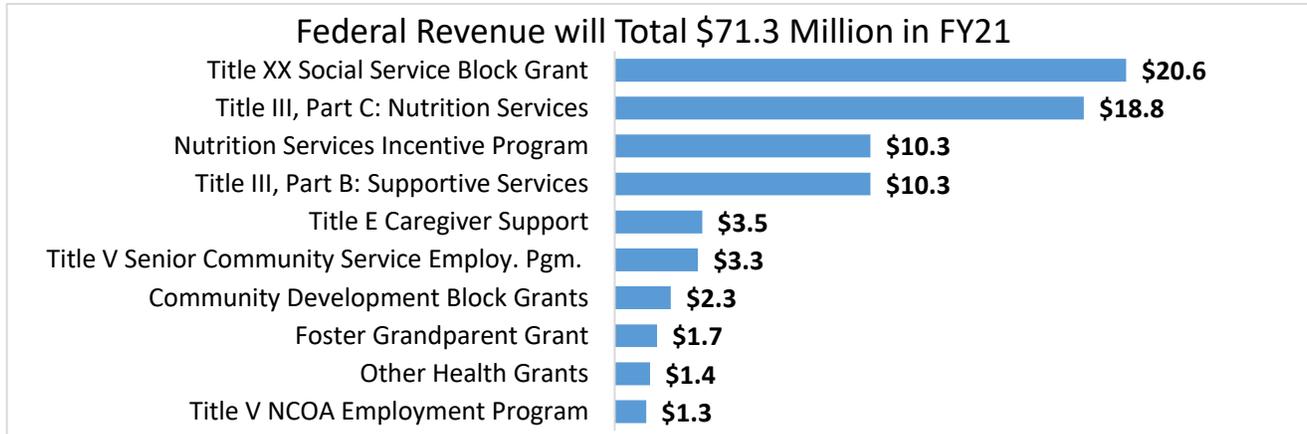
Federal Revenue

DFTA anticipates receiving \$71.3 million in federal revenue next year through a variety of grant programs (see chart below). Federal grants that support



¹⁰ A functionally impaired individual is a person who requires the assistance of another person in at least one of the following activities of daily living (toileting, mobility, transferring, or eating) or who needs supervision due to a cognitive and/or psycho-social impairment.

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.



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 respite care and transportation services that enable seniors to remain in their homes and communities with the support of their unpaid caregivers. The fact that the City’s \$4 million baselined investment in Fiscal 2018 doubled the total amount of spending on the caregivers program demonstrates the minor scale of the program in relation to the estimated 1.1 million unpaid caregivers in the City.

DFTA’s Senior Employments & Benefits program area includes Title V Senior Community Service Employment Program (SCSEP) grants at \$3.3 million, which enables hundreds 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 revenue, also to support senior training and employment, grew by \$275,000 between Fiscal 2019 and Fiscal 2020, but is unchanged in Fiscal 2021.

There are very few substantial federal revenue changes in the Fiscal 2021 Preliminary Budget. Despite the fact that the Medical Assistance Program appears to decrease to no funding from \$1.5 million in the Fiscal 2020 Adopted Budget, last year’s preliminary budget also zeroed out this revenue stream, but recognized federal revenues later in the year. In Fiscal 2020, Medical Assistance Program revenues total \$2.4 million.

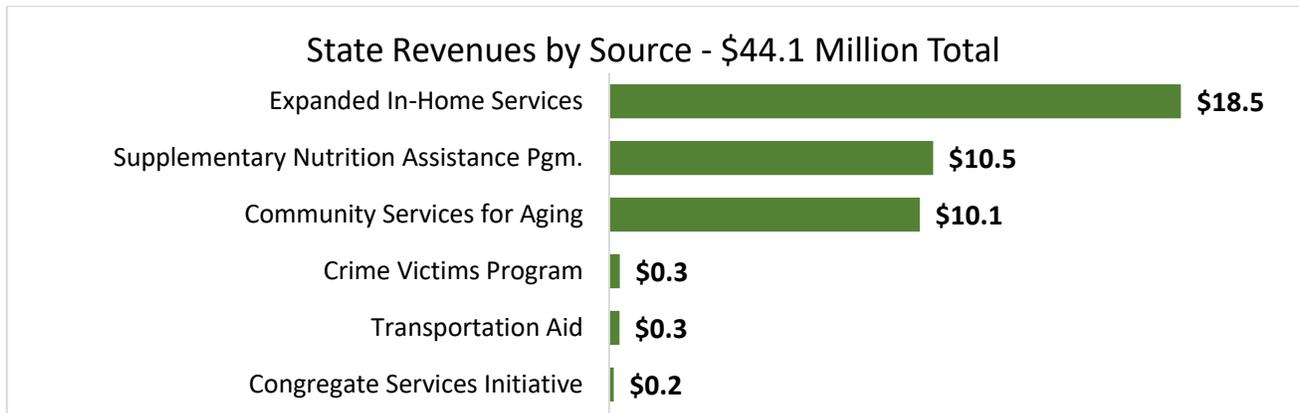
Federal Community Development Block Grant (CDBG) funding totals \$2.3 million and is divided between the Senior Centers and Meals, Administration and Contract Agency Support, and Senior Services program areas. CDBG is one of the longest-running programs of the U.S. Department of Housing and Urban Development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

State Revenue

State revenue sources totaling \$44.1 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 \$22.6 million, an increase of \$4 million from \$18.6 million in the Fiscal 2020 Adopted Budget, primarily 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.

This EISEP funding comprises 51 percent of DFTA’s total State revenue, up from 43 percent in the Fiscal 2020 Preliminary Budget. As previously stated, this is due to the City recognizing its \$4 million baselined share of the \$15 million Statewide enhancement to EISEP, which was approved as part of the State Fiscal 2019-2020 Adopted Budget.

Increases in EISEP are intended to help serve additional older adults and delay future Medicaid costs by intervening with less intensive services earlier. 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.



Dollars in Millions

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, social adult day care, transportation assistance, and home-delivered meals.

Fiscal 2020-2021 State Executive Budget

In the Fiscal 2020-2021 State Executive Budget, the Governor proposed very few changes to the New York State Office for the Aging’s (SOFA) budget, a notable contrast from last year’s increase of EISEP funding by \$15 million statewide. The Executive State Budget proposes to defer the statutory Fiscal 2020-2021 human services contracted agency cost of living adjustment, to generate savings of \$3.6 million in Fiscal 2021 and \$3.7 million in Fiscal 2022.

As a result of these changes, SOFA’s budget decreases slightly from \$273.2 million currently in Fiscal 2020-2021 to \$271.6 million proposed in Fiscal 2021. It is important to note that the State’s current Fiscal 2020-2021 budget for senior programming is approximately \$160 million smaller than DFTA’s Fiscal 2020 budget of \$434 million. This difference underscores that senior programs are largely locally supported.

The table in Appendix D, “Program Application of Key State and Federal Funding Sources,” provides detail on how key State and federal revenue sources may be used, including Federal Title III revenue.¹¹ The table in Appendix D indicates the flexibility across programmatic categories that many funding

¹¹ New York State Office for the Aging Matric of Programs and Services. Shared with Council Finance courtesy of DFTA Budget and Fiscal Operations Unit, February 2019.

streams have. For instance, EISEP can be used for more than homecare services – it may also be applied to transportation or adult day services.

Headcount

The Department's Fiscal 2021 Preliminary Budget provides for 323 full-time positions and 366 full-time equivalent positions. Over the past two years, DFTA has attempted to right-size its budgeted full-time headcount against its actual headcount. For example, DFTA's Fiscal 2019 Preliminary Budget included 337 full-time positions, while its Fiscal 2020 Preliminary Budget included 330 full-time positions, meaning that the budgeted headcount has decreased by 14 positions since the Fiscal 2019 Preliminary Budget. Half of these positions were reduced in Fiscal 2019 as baselined reductions as part of the Citywide Savings Program. DFTA has reported that these reductions do not impact service delivery because no filled positions have been removed.

A question that remains unanswered is whether seniors and senior service providers would be better served with a larger DFTA staff – perhaps closer to the Fiscal 2019 Preliminary Budget number of 337, particularly to manage its over \$300 million contract budget (as of the current Fiscal 2020 budget).

As of January 2020, DFTA had 308 active positions out of a budgeted total of 323 for Fiscal 2020, funded as follows: 213 City-funded, 108 fully federal- or State-funded; and two federal Community Development Block Grant funded. Among the Fiscal 2020 budgeted full-time equivalent (FTE) headcount of 366 positions, the positions are funded as follows: 356 fully federal- or State-funded and ten City-funded.

When comparing the current headcount against the budgeted headcount, DFTA's vacancy rate is approximately five percent, which is higher than the citywide average of less than two percent. However, this vacancy rate has declined from 11 percent in Fiscal 2019.

For the Fiscal 2021 Preliminary Budget, the Administration & Contract Agency Support program area has the largest headcount with 195 budgeted full-time positions, which comprise 60 percent of the Department's entire full-time staff. This number is a decrease of ten positions from the Fiscal 2020 Preliminary Budget, and three positions from the Fiscal 2020 Adopted Budget. All seven removed positions from the Fiscal 2020 Citywide Savings Program 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.

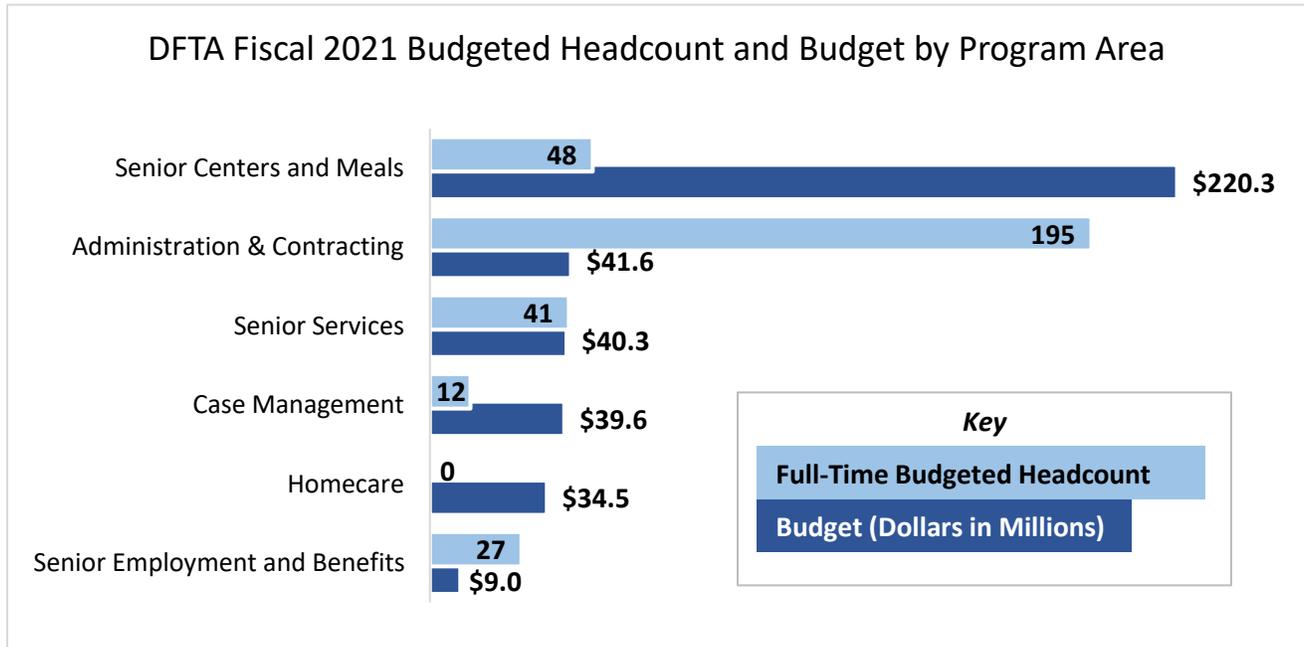
In addition, it was only in late Fiscal 2018 that DFTA was able to fill four critical auditor positions. These positions were added in response to the City Comptroller's June 2017 audit which found deficiencies in the monitoring of DFTA-contracted senior centers.¹² Taken together, headcount reductions for contract-related staff should continue to be closely monitored; seven out of ten dollars that flow into DFTA are contracted out.¹³

With respect to full-time equivalent positions in the Department, the Fiscal 2021 budget adds 11 positions when compared to the Fiscal 2020 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. The number increased by 44 in the Fiscal 2020 Preliminary Budget as a result of increased federal funding for senior

¹² City of New York Office of the Comptroller, Audit Report on the Department for the Aging's Monitoring of Senior Centers, June 27, 2017.

¹³ When comparing Fiscal 2020 current contracted spending against Fiscal 2020 total budget.

employment, and therefore the Fiscal 2021 Preliminary Budget represents a slowing of the growth in full-time equivalent positions. The chart below shows DFTA’s Fiscal 2021 headcount and budget by program area. Notably, the homecare program area is entirely OTPS, fully relying on contracted



service providers and central administrators in the Administration and Contract Agency Support 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 2021 Preliminary Contract Budget totals \$16.9 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 \$286.1 million, or 81 percent of its overall Fiscal 2021 OTPS budget of \$353.1 million.

The Fiscal 2021 Contract Budget for the Department is \$257,000 greater than its Fiscal 2020 Adopted Contract Budget, primarily reflecting small increases in contract rates for professional services. The Department added 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 \$280.3 million for Fiscal 2021. Within the category, DFTA estimates 1,024 contracts totaling \$35 million for senior services, 244 contracts totaling \$174.4 million for senior centers and meals, 32 contracts totaling \$38 million for case management services, 24 contracts totaling \$34 million for homecare services, and 10 contracts totaling \$1.3 million for Senior Employments & Benefits.

The Contract Budget should add new budget codes for each of DFTA’s core functions (NORCs, senior centers, elder abuse programs, etc.), rather than combining many functions into a single “Payments to Delegate Agencies” category.

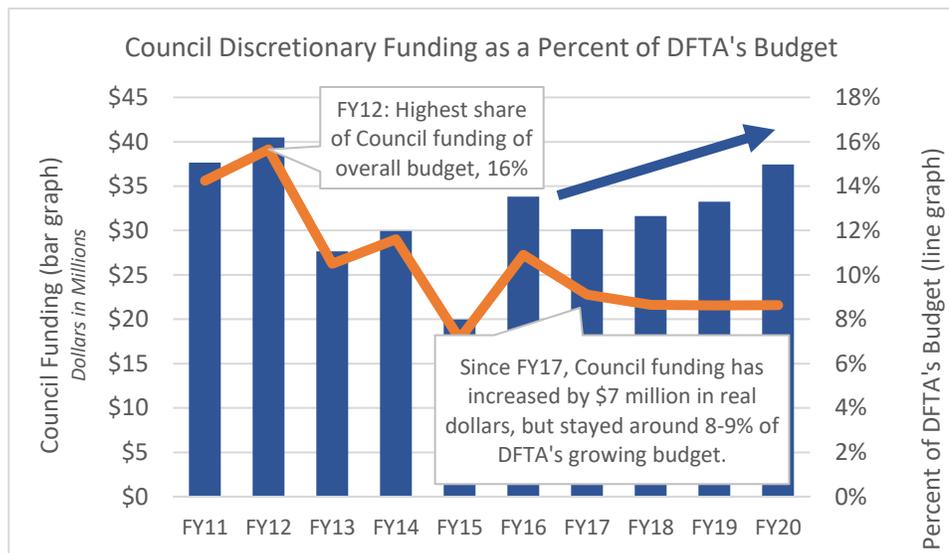
Indirect Cost Rate Adjustment. Pursuant to the Fiscal 2020 budget agreement, the November 2019 Plan baselined \$4.6 million for DFTA to accurately fund non-profit providers’ indirect costs on DFTA contract. Twelve agencies, including DFTA, were impacted by the adjustments, which totaled \$53.8 million citywide. DFTA’s total of \$4.6 million was the sixth largest adjustment of the 12 impacted agencies, surpassing the adjustment in the Department of Youth and Community Development (DYCD), at \$3.7 million. Approximately 370 baselined DFTA contracts are eligible to apply for the ICR initiative. The total scale of funding adjustments and impacted providers will be determined after December 31, 2020, which is the final deadline for providers to submit indirect rate adjustment applications. Notably, City Council discretionary contracts are not eligible for the ICR funding initiative and are exempt from the Cost Manual.¹⁴ However, Administration one-time funding is eligible.¹⁵

Appendix C on page 44 includes a detailed description of DFTA’s Fiscal 2021 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 budget through initiative funding. In the more recent period since Fiscal 2017, the Council share has decreased to around eight percent of DFTA’s budget, resulting from the Administration and Council partnering to increase baselined support for DFTA by moving Council initiatives into the DFTA portfolio.

The graph to the right provides a breakdown of Council funding as a percent of DFTA’s overall budget from Fiscal 2011 to Fiscal 2020. Council funding includes Citywide senior services initiatives as well as local discretionary funding. Administration one-time funding is not included.



In Fiscal 2020, the New York City Council

allocated \$37.5 million to support senior services across the City and fill funding gaps in DFTA’s

¹⁴ *The Health and Human Services Cost Policies and Procedures Manual*, p. 8, “Contracts That Are Not Eligible, #3: City Council Discretionary Contracts.”

¹⁵ Administration one-time funding for senior services in Fiscal 2020 totals \$6.64 million: \$3.8 million for senior centers and Naturally Occurring Retirement Communities (NORCs) previously funded through the Council’s Senior Centers, Programs, and Enhancements initiative and NORC initiatives, and \$2.84 million for home delivered meals.

operations, which represents an increase of \$5.9 million since Fiscal 2018. Discretionary funding increases in Fiscal 2020 included \$1.75 million for NORCs, which ensured nursing services are maintained and established five new NORCs, \$1 million for Support Our Seniors, \$700,000 for Senior Centers, Programs and Enhancements, \$500,000 for Elie Wiesel Holocaust Survivors, and \$450,000 for Social Adult Day Care. In addition to the 13 citywide initiatives totaling \$28.4 million, \$9.1 million funded local senior initiatives.

Additionally, in the Fiscal 2020 budget, the Council secured one-time funding totaling \$6.64 million, which includes \$2.84 million for home delivered meals and \$3.8 million for senior centers and NORCs previously funded through Council initiatives. In Fiscal 2020, the Council also restored a proposed PEG regarding the closure of senior social clubs, many of which are based in NYCHA developments. The Council successfully advocated for \$2.1 million to restore ten social clubs. The Fiscal 2021 Preliminary Budget does not include funding for any of the above programs.

For detailed information on Council initiatives, please refer to Appendix B on page 42 of this report.

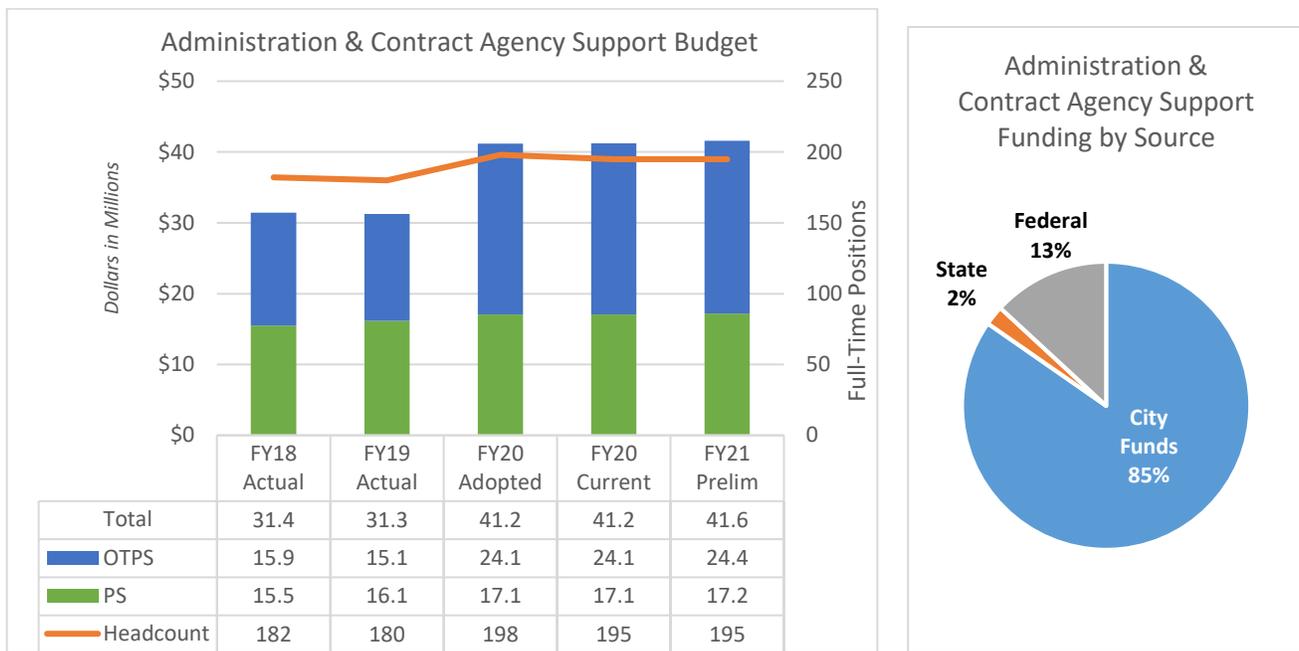
Program Areas

The Department for the Aging is divided in the Office of Management and Budget (OMB) Budget Function Analysis (BFA) into 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 and operational structure.

The Fiscal 2021 Preliminary Budget introduces only modest changes across these program areas. As previously stated, DFTA has no new needs in the Fiscal 2021 Preliminary Budget.

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 2021 totals \$41.6 million, an increase of \$402,000 when compared to the Fiscal 2020 Adopted Budget. A quarter of the increase in funding covers rising full-time staff salaries, while over half of the increase spending is on general OTPS services and charges. There are 195 full-time positions at DFTA in this program area, including unionized staff represented by the Organization of Staff Analysts (OSA).

With respect to headcount, there remain concerns that there are too few contracting staff at DFTA. A 2018 State Comptroller report on congregate meal services found that prior to approving their contracts, DFTA did not perform an analysis to determine whether the costs submitted by sponsors were reasonable; the same report determined that, despite a requirement that sponsors be audited by DFTA and by an independent Certified Public Accountant, no audits were conducted at 40 of the 246 senior centers during the three fiscal years ended June 30, 2016.¹⁶ The Comptroller recommended DFTA review the food costs for senior centers that provide less than the budgeted number of meals and determine whether claimed costs are reasonable, and establish a mechanism to limit reimbursement when the utilization rate is below a set threshold for future contracts.

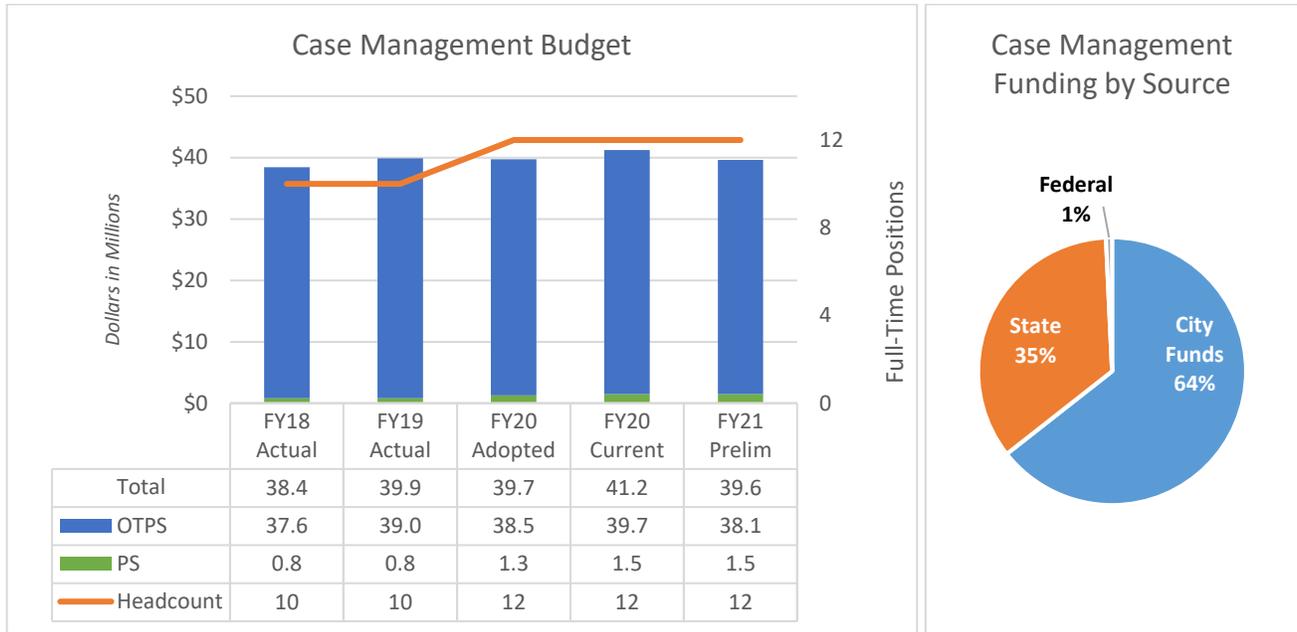
DFTA is, on the whole, an agency that relies on contracted delegate agencies to deliver programming and services for older adults. DFTA’s contract liquidation rate was 79 percent in Fiscal 2017, the last year for which closed-out contracts were analyzed by the City Council Finance Division.¹⁷ However a cluster of smaller awards, with budgets averaging only \$13,000, often go unclaimed by providers. DFTA should examine all contracts and ensure even smaller awards are supported by sufficient staff and managed in a timely, accurate, and collaborative manner. Therefore it is a cause for concern that although contracts reflect 74 percent of the Department’s total Fiscal 2021 Preliminary Budget, Administration and Contract Agency support has seen slight reductions in the total number of staff from previous plans.

¹⁶ New York City Department for the Aging Congregate Meal Services for the Elderly, Office of the New York State Comptroller, available at: <https://osc.state.ny.us/audits/allaudits/093018/16n5.htm>, accessed February 24, 2020.

¹⁷ Internal analysis, December 2018.

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 2021 Case Management budget totals \$39.6 million, nearly identical to the Fiscal 2020 Adopted Budget total of \$39.7 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 and 2020, the Council supported a \$1 million Case Management discretionary initiative to continue to reduce the waitlist, increasing the Fiscal 2020 current budget to \$41.2 million.

As of October 2019, DFTA reported that its waitlist for case management services was 394 clients, down from approximately 1,000 clients in January 2019. This waitlist may be further reduced through additional Expanded In-Homes Services (EISEP) funding baselined in the State Fiscal 2020-2021 Adopted Budget. State EISEP funding for case management increased from \$9.3 million at Fiscal 2020 Budget Adoption to \$10.8 million in the Fiscal 2020 current budget and Fiscal 2021 Preliminary Budget, an increase of \$1.5 million. Despite the additional EISEP funding, 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. For Fiscal 2021, the City funds almost two-thirds of the case management services budget, with State funds comprising the other one-third, mainly through \$10.8 million in EISEP funding, and \$2.9 million in Community Services for Aging funding (unchanged from Fiscal 2020). The OTPS budget of \$38.1 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 make approximately 32,000 visits to older adults in their homes annually, spending some 48,000 hours with seniors. Funding for the visiting program for homebound seniors is stable at \$1.8 million in Fiscal 2020, 2021, and in the outyears.¹⁸

PMMR Performance Measures

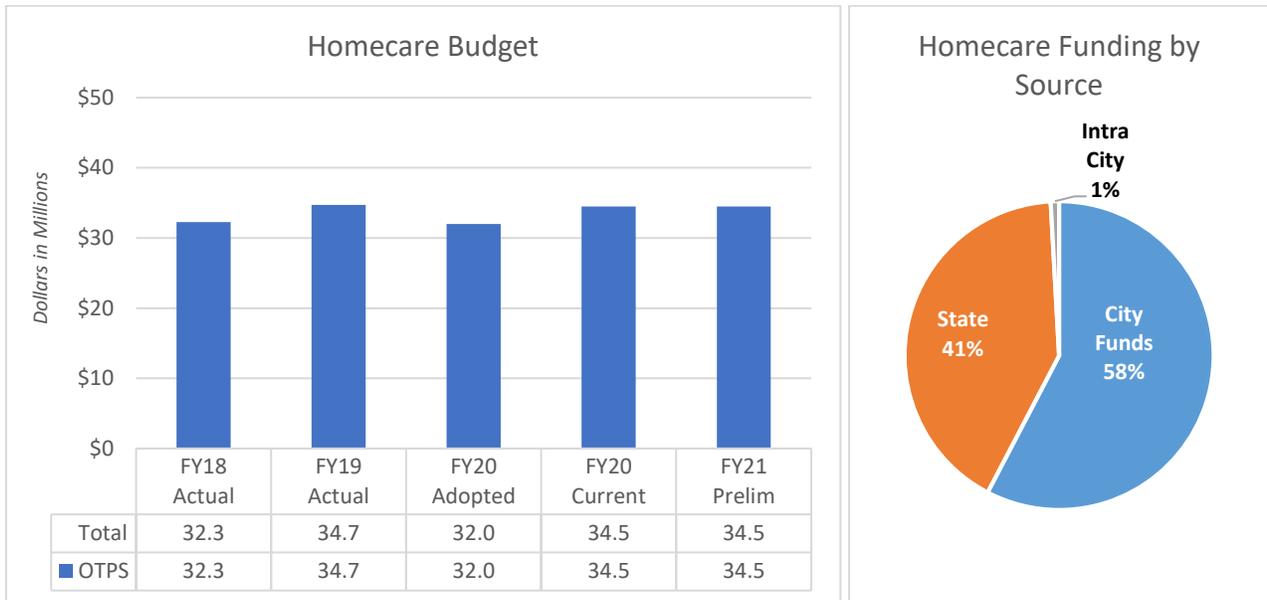
Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Hours of case management services provided	537,235	543,914	545,695	530,000	530,000	181,371	190,029
Total recipients of case management services	33,041	33,894	34,937	*	*	26,058	26,370

- As shown from the table above, the number of hours of cases management services provided and the total number of recipients of case management has steadily increased since Fiscal 2017. This is due to funding increases since Fiscal 2018.
- Four-month actuals suggest that the number of case management clients will be greater in the current year than it was in Fiscal 2019. This is concerning that DFTA's 2021 Preliminary Budget does not add any significant resources for case management.
- DFTA should provide a regular 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.

¹⁸ Office of ThriveNYC Program and Headcount Budget Report, Fiscal 2020 Terms and Conditions.



As indicated in the table above, the Fiscal 2021 Homecare budget totals \$34.5 million for only OTPS spending, which supports 24 contracts. The number of contracts has remained stable between Fiscal 2019 and 2021, however the budget increases from Fiscal 2020 to 2021. Of the \$4 million in increased State EISEP funding, the Homecare program area received \$2.5 million, which increased this program area’s budget from \$8.6 million in the Fiscal 2020 Adopted Budget to \$11.1 million in the Fiscal 2021 Preliminary Budget.

The City funds about 58 percent of the Homecare Program in Fiscal 2021, up from 46 percent in Fiscal 2017, as additional City funds have added to the total amount of homecare spending. State funding for the program has increased from \$12.3 million in Fiscal 2019 to \$14.3 million in Fiscal 2020 and 2021. About 78 percent of State funding comes from EISEP, to support homecare services for low-income seniors who are above the Medicaid threshold. As discussed in the case management section on page 19, additional State EISEP funding was also directed towards case management. 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.** DFTA’s homecare program has had a persistent waiting list for years. The homecare waitlist in October 2019 was reported as 439 clients, an increase from approximately 100 in January 2019. As case management agencies assess clients, many are deemed eligible for homecare and then join the waitlist for those services.

DFTA reports that agencies struggle to hire and retain home health aides and their staffing shortages are a barrier to reducing the waitlist. Inadequate budgetary funding might also impact the ability to serve additional homecare clients. Even with State EISEP funding, total funding should be monitored to determine if it is sufficient to meet growing demand for an aging population.

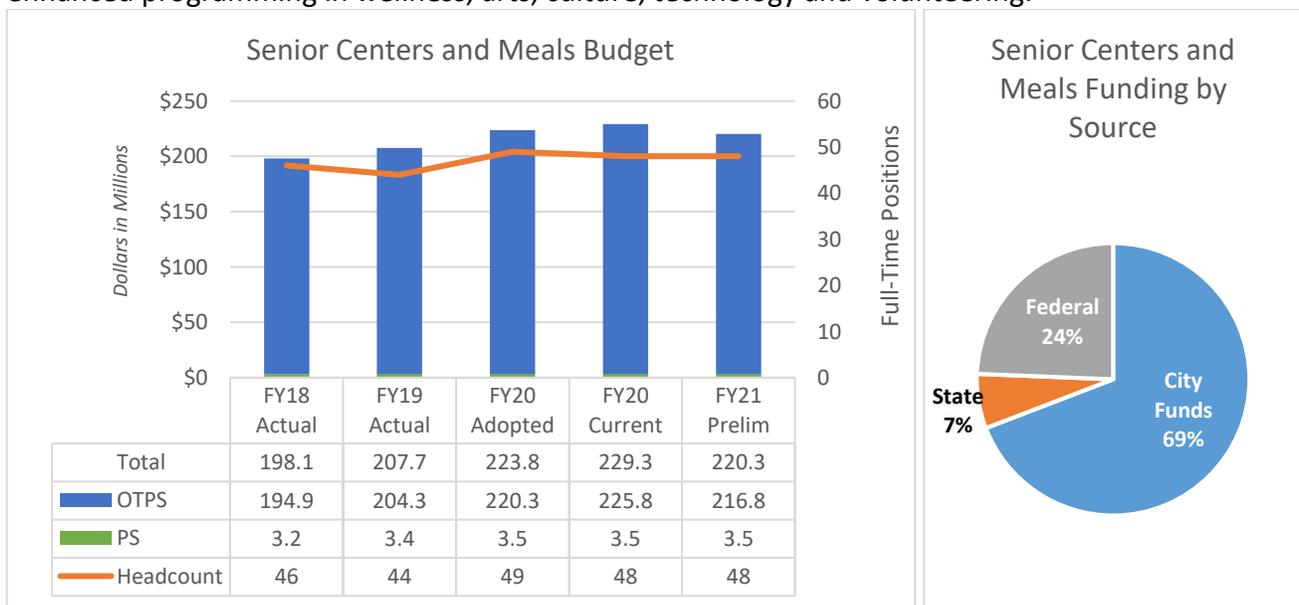
PMMR Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Hours of home care services provided	1,207,529	1,183,813	1,396,234	1,100,000	1,100,000	471,573	501,513
Total recipients of home care services	3,087	3,645	3,877	3,500	3,500	3,226	3,227

- The 2020 PMMR suggests some positive trends as increases in funding are improving homecare performance indicators. For example, when comparing the Fiscal 2019 four-month actuals against the Fiscal 2020 four-month actuals, there has been an increase of six percent, or 30,000 hours, in the hours of home care services provided, although the total number of home care recipients is flat.
- 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 Fiscal 2016, 2017, 2018, and 2019. DFTA should increase its indicator targets.
- 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 39 sites affiliated with senior centers.¹⁹ The number of affiliated sites has increased by ten in the past year, as DFTA has taken operational control of ten social clubs formerly operated by NYCHA. 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.



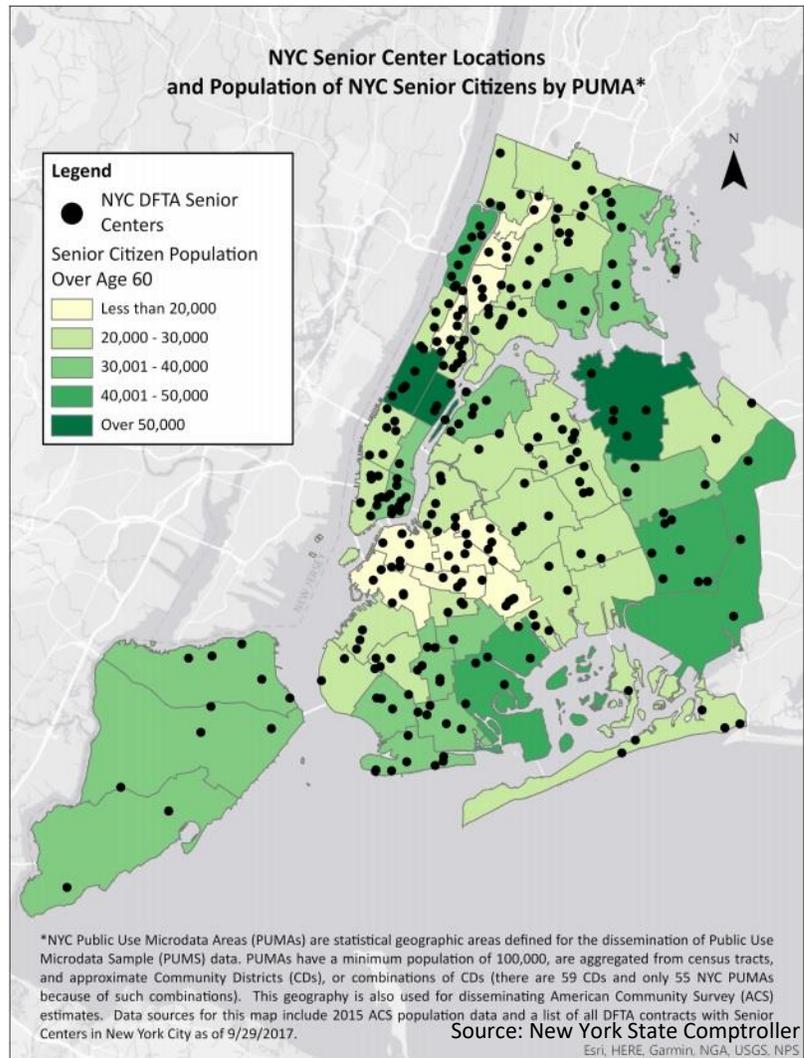
¹⁹ NYC Department for the Aging Annual Plan Summary, (September 2019), available at <http://www1.nyc.gov/assets/dfta/downloads/pdf/reports/DFTAAnnualPlanSummary2017.pdf> at p. 25.

The Fiscal 2021 Preliminary Budget for senior centers and meals totals \$220.3 million, \$3.5 million less than the Fiscal 2020 Adopted Budget, and \$9 million less than the current Fiscal 2020 budget. The \$3.5 million decrease is the net impact of absence of the one-time Council initiative funding. Within its OTPS spending of \$216.8 million, DFTA has 244 contracts to support its senior center programs, which are managed by not-for-profit, private entities. The \$3.5 million PS budget supports a headcount of 48 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.

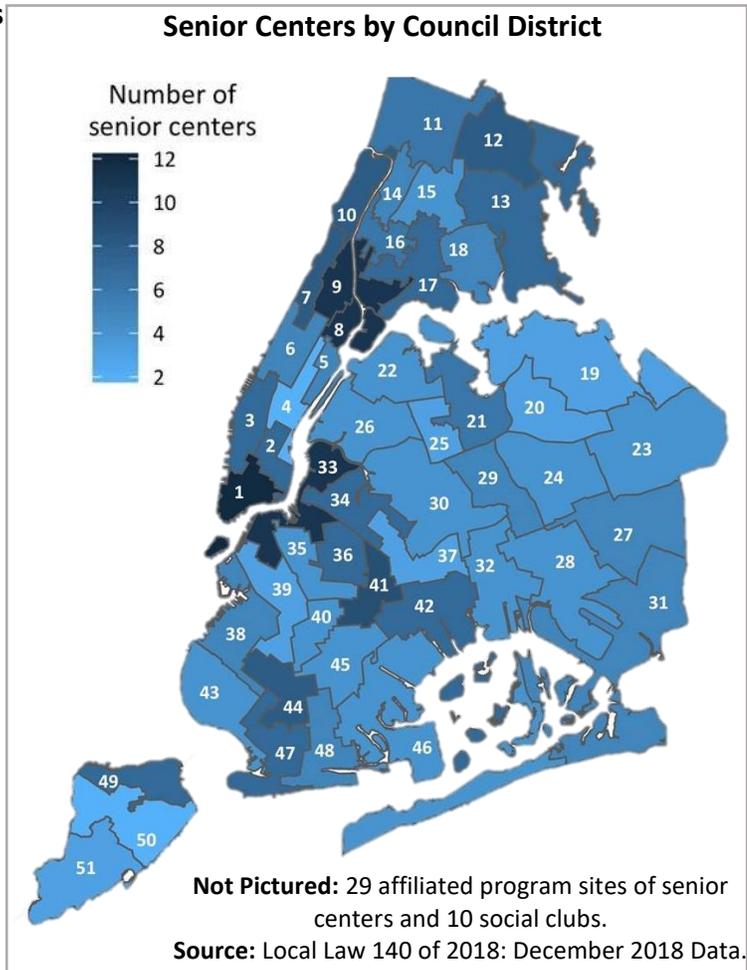
In the Fiscal 2021 Preliminary Budget, the City funds about 69 percent, or \$152.4 million of the Senior Centers and Meals Program. Federal funding is the next largest source of funding, currently totaling about 24 percent or \$53.7 million. With added City spending, the share of federal funding has decreased by three percent since Fiscal 2019.

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 2020.

Landlords and Repairs. Control of the senior centers varies considerably among the 249 contracted centers, with 103 centers in sponsor-leased sites, 74 in NYCHA, and 38 in sponsor-owned sites. Importantly, the Fiscal 2020 budget included \$4 million in expense funding for senior center repairs in NYCHA buildings. DFTA reported that it spent \$659,000 in the first six months of Fiscal 2020, with \$2 million of repairs planned. A full break-out of the types of landlords of senior centers sites may be found below.



- **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,** through the Department of Parks and Recreation (DPR). The relevant City agency is responsible for maintenance. DFTA assists with facilitating requests with DPR but does not complete them.



NYCHA Senior Social Clubs. Prior to Fiscal 2020, there were fourteen NYCHA-managed senior social clubs that the City funded on a year-by-year basis. The Fiscal 2020 Executive Budget baselined seven clubs into DFTA’s portfolio, and proposed a Program to Eliminate the Gap (PEG) eliminating seven others. Pursuant to the Fiscal 2020 Adopted Budget agreement, \$2.1 million was added to restore five of the clubs proposed to close, to maintain a total of 12 of 14 clubs.²⁰ The table on the following page shows the current funding status and contracted provider operating each of the 12 formerly-NYCHA operated social clubs now within the DFTA portfolio. Providers serving clubs that were baselined had contracts amended to continue through Fiscal 2020. Providers operating clubs funded in Fiscal 2020 only currently have one-year only contracts.

²⁰ The closed clubs were Baisley Park and Taft, which had reported daily average attendance of 16 and 29 people, respectively. Taft is in the planning stages to transition into another form of senior space this year.

#	Senior Club	Current Contracted Provider	Funding Status
1	Brownsville	Wayside Out-Reach Development, Inc.	Baselined
2	Langston Hughes	Wayside Out-Reach Development (WORD) Inc.	Fiscal 2020 only
3	Wagner	Union Settlement Association	Baselined
4	Cypress Hills	Cypress Hills-Fulton Street Senior Citizens Center, Inc.	Baselined
5	Astoria	The Spanish Speaking Elderly Council - RAICES Inc.	Fiscal 2020 only
6	Sumner	Riseboro Community Partnership, Inc.	Fiscal 2020 only
7	Soundview	Neighborhood SHOPP	Baselined
8	Glemore Plaza	Wayside Out-Reach Development, Inc.	Baselined
9	Highbridge Gardens	Presbyterian Senior Services	Baselined
10	Sedgwick	Bronxworks, Inc.	Baselined
11	Bland	The Spanish Speaking Elderly Council - RAICES Inc.	Fiscal 2020 only
12	Lincoln	Central Harlem Senior Citizens Centers, Inc.	Fiscal 2020 only

ThriveNYC: Geriatric Mental Health. DFTA had one new need in the Fiscal 2020 Preliminary Budget, \$1.7 million to expand the DFTA Geriatric Mental Health (DGMH) program, in Fiscal 2020 and in the outyears, with a total budget of \$3.1 million. DGMH is a clinical mental health program housed within a number of senior centers. The program in Fiscal 2019 served seniors in 25 DFTA senior centers: four centers in the Bronx, eight in Brooklyn, six in Manhattan, six in Queens, and one in Staten Island. Council is awaiting confirmation from DFTA on the current number of senior centers and range of services offered at the centers, by contracted providers, with the funding added in Fiscal 2020. Thrive data indicates 990 seniors served between July 2016 and December 2019, with 53 percent experiencing a clinically significant improvement in depression three months after initiating treatment (among those seniors surveyed between October and December 2019).

Borough-Based Jails Agreement – Impact on Senior Centers. DFTA’s November 2019 Plan added resources for senior center-related commitments made by the Administration, totaling \$919,000 in Fiscal 2020, \$2.5 million in Fiscal 2021, and \$2.3 million in Fiscal 2022 and 2023. The funding supports two senior centers designated to receive funding as part of the Borough-Based Jails Points of Agreement (BBJ POA), Mill Brook and Kew Gardens. Mill Brook Terrace Senior Center, a NextGen NYCHA initiative in Mott Haven, the Bronx, developed by West Side Federation of Senior and Supportive Housing, has a new 9,000-square-foot senior center, with a commercial kitchen, social service classrooms, and hair and bathing services.

In addition, the November Plan included Administration commitments previously made, including those made during LGBTQ Pride 2019 with respect to Ingersoll LGBTQ Senior Residences (developed by SAGE) in Fort Greene, Brooklyn; Elmcors Lefrak Senior Center in Corona, Queens; and the conversion of NYCHA’s Taft Houses former senior social club space into a NORC in the coming months. The table below contains the distribution of funding among the centers.

Senior Center <i>Dollars in Thousands</i>	FY20	FY21	FY22	FY23
Ingersoll	\$469	\$469	\$469	\$469
Kew Gardens	\$0	\$208	\$208	\$208
Lefrak	\$0	\$1,100	\$850	\$850
Mill Brook	\$300	\$600	\$600	\$600
Taft	\$150	\$150	\$150	\$150
TOTAL	\$919	\$2,527	\$2,277	\$2,277

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 was promised to rise to a total baselined investment of \$20 million. The final \$10 million is not included in the Fiscal 2021 Preliminary Budget.
 - **Scope of Phase 1.** Rent and utilities were not included in the model, but have been 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. 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. Notably, the Fiscal 2019 data shows that 220 of 288 senior facilities are at or above 100 percent utilization – over three-quarters of the total. 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.
 - **Upcoming RFP for Senior Centers.** DFTA plans to issue a concept paper mid-year, and an RFP in 2020 for senior center contracts that will have a Fiscal 2022 start date (July 1, 2021). It is urgently necessary that the total amount of funding for the senior centers and meals program area be increased to align with the Administration’s commitment to add the final tranche of \$10 million for Phase 1 of model budgeting in Fiscal 2021, before the release of the concept paper and RFP. DFTA reports that the new RFP will aim to engender the greatest possible level and types of creative programming, responding to the wide variety of interests of older people of all ages, as well as a growing population overall that is becoming ever more diverse.

- Phase 2 Model Budgeting – Kitchen Staff and Congregate 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 that began in Fiscal 2020 to address congregate meals and kitchen staff salary raises (PS and fridge). The

Phase 2 Model Budget Spending		
<i>Dollars in Thousands</i>	FY20	FY21
PS	\$5,926	\$8,845
Fringe	\$1,332	\$1,988
OTPS	\$2,253	\$3,363
Grand Total	\$9,511	\$14,196

The Fiscal 2020 Adopted Budget included \$10 million for Phase 2 and baselined \$15 million was baselined in the outyears. A breakout of spending may be found in the table.

- Scope of Phase 2.** Funding in Fiscal 2020 enhances approximately 243 of 249 of DFTA-funded senior centers. Those excluded generally have no food expenses. The funding also helps address costs of switching out styrofoam use. DFTA allocated \$9.5 million of the \$10 million to specific providers in Fiscal 2020, and \$14.2 million of the \$15 million in Fiscal 2021, reserving the balance for additional potential requests from providers.
- Methodology.** DFTA created two additional groups of centers beyond those used in Phase 1. These two groups are:
 - Very large centers with an average daily participation exceeding 200, and;
 - Social clubs that generally serve fewer meals in smaller spaces.
- Kitchen Raises and Staffing.** Currently, there are roughly 450 full-time equivalent (FTE) kitchen staff, paid through delegate agency contracts; this total is estimated to increase to 580 FTEs by Fiscal 2021. As seen in the table above, in Fiscal 2020 over \$7.2 million is dedicated to increasing kitchen staff salaries and fringe benefits. Staff will receive raises towards parity based on New York City annual salary market rate for their title, e.g. chef, kitchen assistant, etc. The Fiscal 2020 amount funds raises for seven months from December 2019 to June 2020, which are baselined in Fiscal 2021 and in the outyears.

- Congregate Meal Increases.** The additional funding added in Fiscal 2020 also includes approximately \$3 million to raise the reimbursement rate for congregate meals served in senior centers. There are over 7.1 million of these meals

Type of Meal Prep	No. Senior Centers	Previous Avg. Rate	New Min. Rate
Meal Prep on-site	168	\$3.64	\$4.00
Catered	74	\$5.12	\$5.60
Both	28	N/A	N/A
Not Applicable	17	N/A	N/A
Grand Total	287	N/A	N/A

served annually. Rates are raised to a minimum of \$4 per in-house prepared meal, and \$5.60 per catered meal. Previously there were no minimums, however the congregate meal average was \$3.64 and the catered average was \$5.12.

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.

- Home Delivered Meals RFP.** In late 2019, DFTA released a Concept Paper for home delivered meals (HDMs), in advance of an RFP released in January 2020. The key issue in the RFP is the

insufficiency of the reimbursement rate to cover the full cost to providers of providing a quality HDM program. The RFP states that funding available to providers contracted through the program will equal \$40.7 million – nearly identical to current funding levels – however providers report that they are currently forced to run a deficit ranging from \$40,000 to \$100,000 per year in order to meet the full need in their communities.²¹ DFTA’s internal data shows that there are huge disparities in HDM funding, ranging in Fiscal 2019 from \$3.94 per meal to \$14.99 per meal. It would require additional resources to raise the floor on reimbursement rates and fully fund contracts, even before considering what financial resources will be needed to make service enhancements, such as expanding culturally appropriate and/or chilled meals, which are service elements discussed in the RFP. Amendments to the RFP reduced the mandated level of meal choice, which was not in the original Concept Paper, and originally asked providers to serve daily up to nine different types of cultural meals in certain catchment areas.

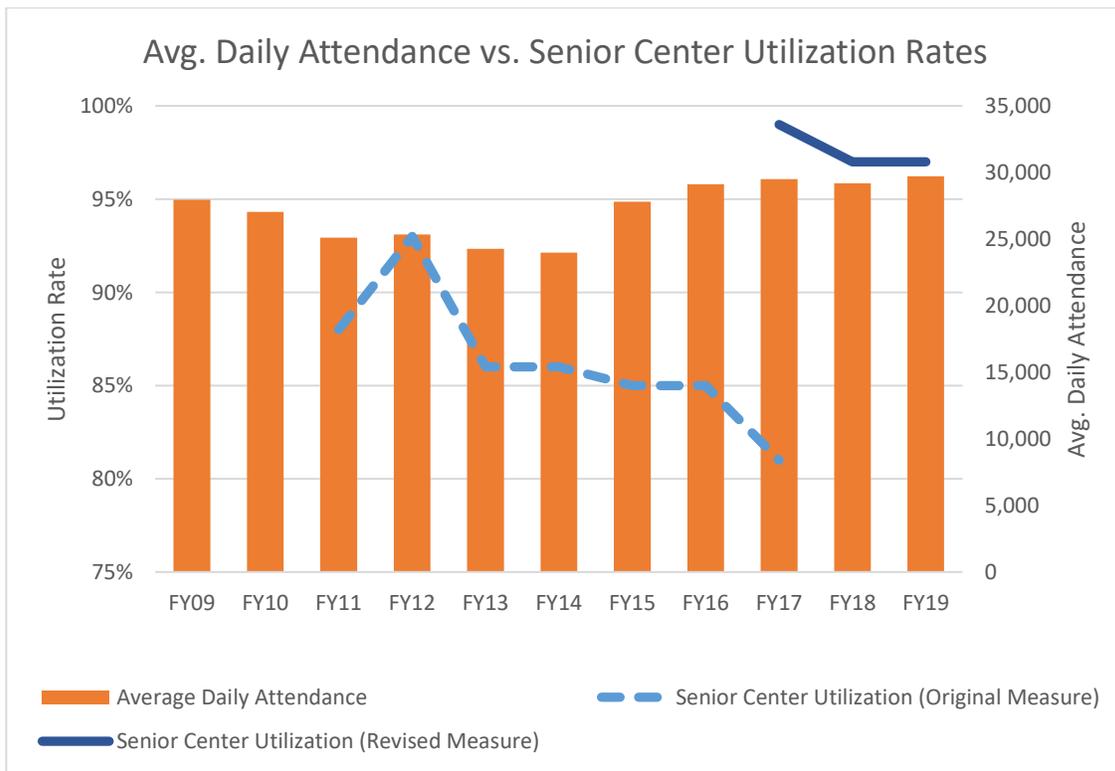
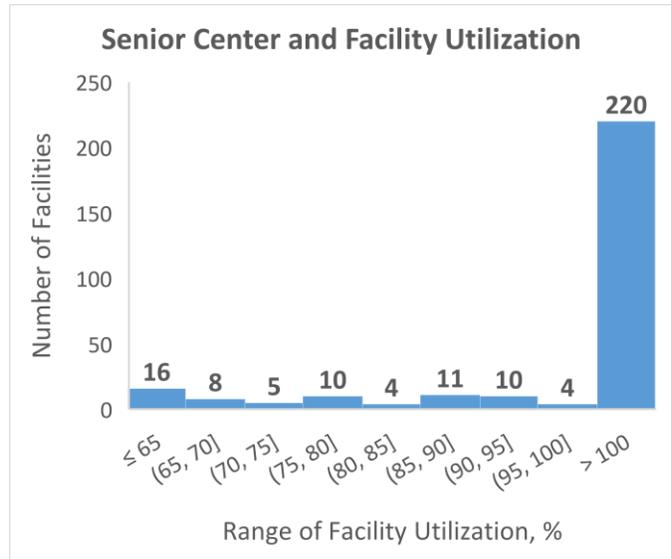
- **High Risk RFP.** The Human Services Council RFP Risk Rater²² gave the HDM RFP a risk rating of 75 percent in February 2020, which is an elevated financial risk compared to practically every other contract. DFTA should re-assess funding levels and programmatic requirements on the HDM RFP, and ensure sample budgets are provided to demonstrate flexible options for providers to fulfill program responsibilities within the funding envelope. DFTA should also include a cost escalator in contracts to account for rising costs, such as inflation, fuel, food, meaningful annual raises for workers, etc.
- **Lack of Information on Meals Analysis.** DFTA engaged a private consultancy, Guidehouse (formerly the public sector unit of PricewaterhouseCoopers) in 2018 and 2019 to review operations and financing for its home-delivered meals program, in order to improve quality and efficiency. DFTA contracts with 17 non-profit providers to deliver approximately 18,000 meals each weekday to seniors throughout the City.²³ DFTA reported in 2018 that the results of the Guidehouse analysis would be available by the end of 2018, however as of January 2020, DFTA still has not released to the Committee on Aging the complete analysis, without which it is difficult to determine how DFTA arrived at the total contract value for the home-delivered meals program, approximately \$40.7 million.
- **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 2020, to 30,400. 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.

²¹ NYN First Read, “NYC doesn’t cover full cost of delivering meals to seniors, providers say,” March 2, 2020.

²² Home Delivered Meals Program RFP Risk Rater, Human Services Council, available at: <https://humanservicescouncil.org/rater/home-delivered-meals-program-rfp/>, accessed February 21, 2020.

²³ NYC Department for the Aging Annual Plan Summary, (September 2019), available at: <https://www1.nyc.gov/assets/dfta/downloads/pdf/reports/DFTAAnnualPlanSummary2019.pdf>, p. 13

- 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, but dropping to 97 percent in Fiscal 2018 and 2019).
- 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 34.
- As shown in the table to right, which uses Local Law 140 data for Fiscal 2019, senior center utilization is at 100 percent for 220 of the 249 centers (88 percent of all centers). Although centers range in utilization, it is clear that most centers are near, at, or above capacity. From a budgeting perspective, this suggests that there is little available capacity in the existing senior center system. This is concerning from DFTA’s strategic perspective, since seniors are the fastest growing population cohort in the City.



PMMR Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Senior center utilization rate (Revised Measure – %)	99%	97%	97%	↑	↑	N/A	N/A
Senior center utilization rate (Original Measure – %)	81%	N/A	N/A	*	*	N/A	N/A
Average daily attendance at senior centers	29,492	29,201	29,726	26,342	26,342	30,457	30,400
Total meals served (000)	11,719	11,738	11,730	*	*	4,043	4,148
— Home delivered meals served	4,499,127	4,551,394	4,554,828	4,390,494	4,390,494	1,546,411	1,570,940
— Congregate meals served	7,219,969	7,186,486	7,175,638	*	*	2,496,807	2,577,147

- The 2020 PMMR data show a three percent increase in the number of congregate delivered meals served, when comparing data from the first four months of Fiscal 2019 to data from the first four months of Fiscal 2020. This is a positive development, particularly given that congregate meals decreased from 7.22 million in Fiscal 2017 to 7.19 million in Fiscal 2018 and 7.18 million in Fiscal 2019. At a time of overall growth in the number of seniors in New York City, a steady decrease in meals served at senior centers should be a cause for concern in the quality and appeal of existing senior center congregate meal programs. DFTA should clarify how it is determining the impact of additional baselined funding for congregate meals and kitchen staff.
- The 2020 PMMR data show a two percent increase for home-delivered meals over the same period. Home-delivered meals have consistently overserved against their target of 4.39 million meals; in Fiscal 2019, for example, over 4.55 million meals were served. DFTA should revise their target and align it to the actual need and adequate funding levels.

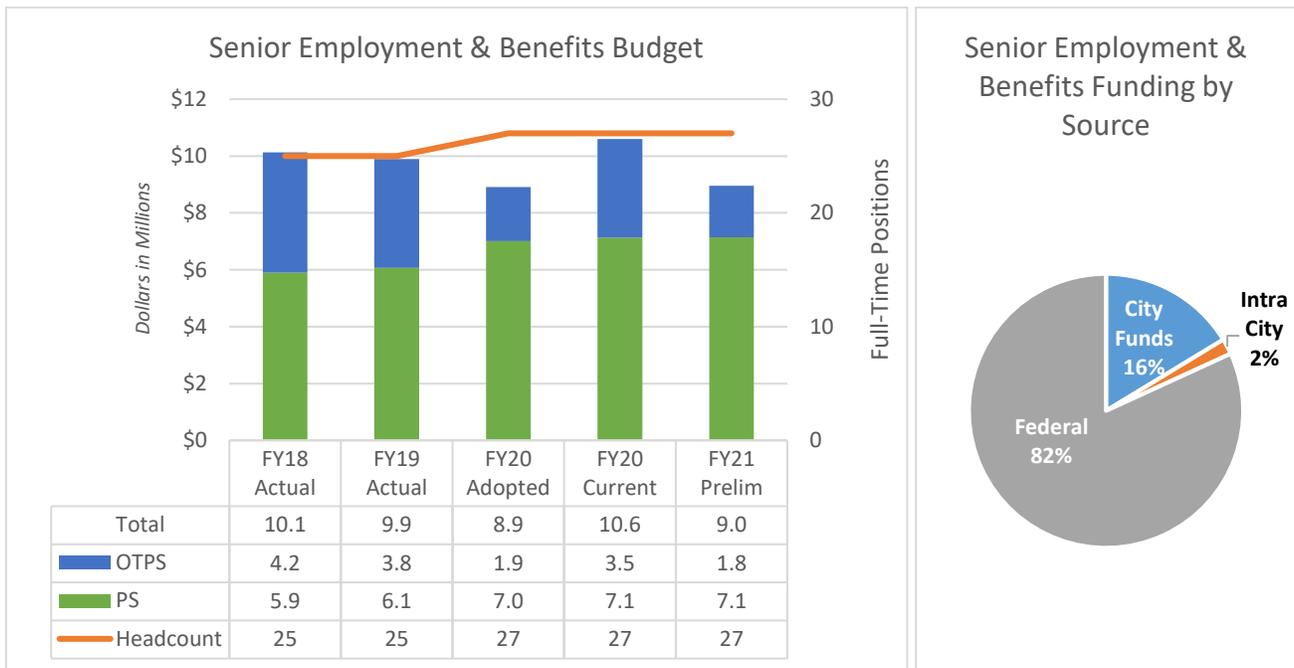
Senior Employment and Benefits

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, DFTA provides funding for the Health Insurance Information Counseling and Advocacy Program (HIICAP), which assists seniors with obtaining health insurance suited to their individual needs. HIICAP also oversees the Fully Integrated Duals Advantage program (FIDA), a demonstration program jointly administered by the federal Centers for Medicare & Medicaid Services (CMS) and the New York State Department of Health (NYSDOH). It is designed to integrate care for New Yorkers who have both Medicare and Medicaid.

The Foster Grandparent Program is a federally-funded program administered by DFTA, with federal revenues totaling \$1.7 million annually. It is a senior volunteer program whose primary focus is literacy support and mentoring to children with special and exceptional needs. Low-income older adults are placed in a variety of venues, such as schools, hospitals, family courts, Head Start programs and day care centers. Foster Grandparents assist teachers, medical staff and social workers in

engaging children in literacy activities, as well as in providing nurturing and care for pediatric patients. In Fiscal 2019, over 300 older adults throughout the five boroughs volunteered in the program.



Senior Employment and Benefit’s Fiscal 2021 budget totals nearly \$9 million. The OTPS budget is \$1.8 million and the PS budget of \$7.1 million supports a headcount of 27 positions. This program area is the only one for which federal funding is a majority and for which PS spending is greater than OTPS spending. The largest federal aid comes from the Title V Senior Community Service Employment Program (SCSEP), at \$3.3 million in Fiscal 2021. Federal Title V National Council on Aging (NCOA) Employment Program funding, which grew by \$900,000 between Fiscal 2018 and 2019, now totals \$1.3 million annually. This funding enables low-income seniors to earn an important income support by working at local programs serving the community. The SCSEP program provides ongoing support to the participants upon finding employment, such as retention and career advancement support and non-related support through partnerships with other city agencies.

When comparing fiscal 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 III-D Health Promotion is reflected in DFTA’s program budget. For example, the Senior Employment and Benefits program area’s Fiscal 2019 budget, at \$9.9 million, appears larger than the Fiscal 2021 budget, at \$9 million. However the change does not reflect an actual reduction in the size of the program, only when federal revenues appear in DFTA’s budget, which is contingent upon DFTA receiving a notification of grant award.

In Fiscal 2018, SCSEP served approximately 440 seniors, including over 300 women. Job retention after six months was 95 percent. Updated figures for Fiscal 2019 are not currently available.

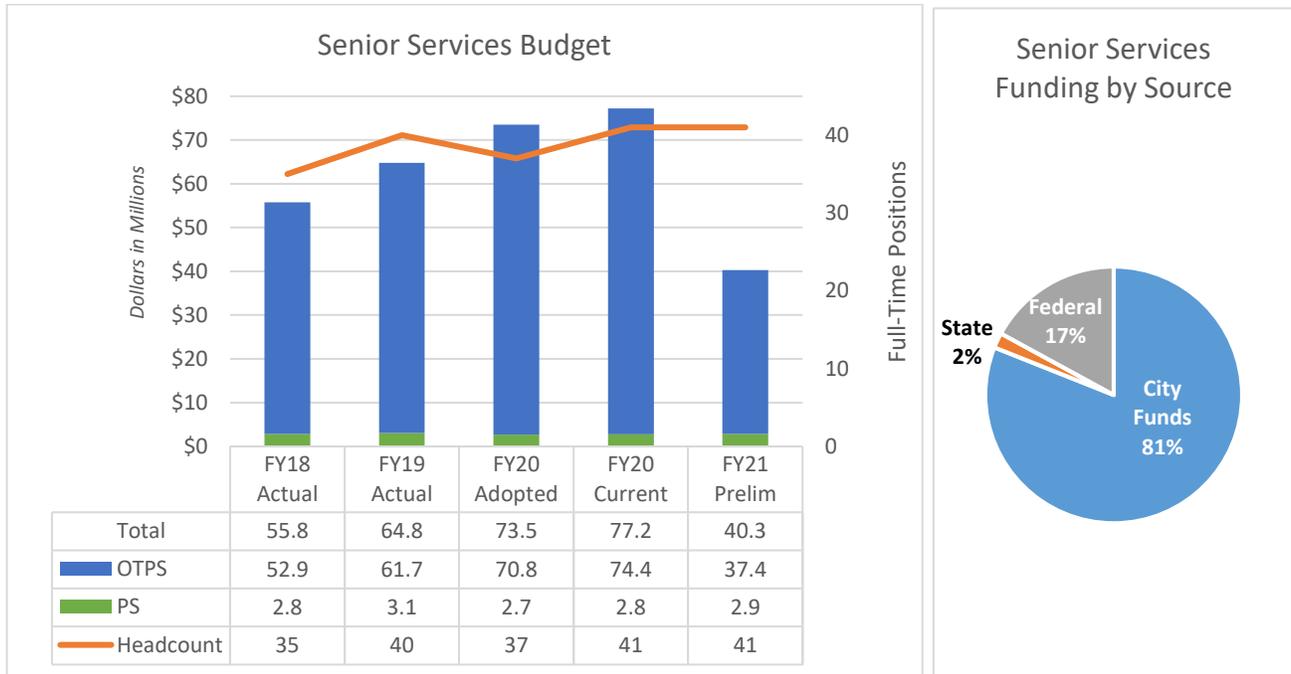
PMMR Performance Measures

- 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).²⁴ DFTA should return the performance measures, and consider adding additional performance measures for its benefit-related programs, as well.

Senior Services

Senior services include caregiver programs, social services and transportation, elder abuse services, social adult day care services (SADCs), Naturally Occurring Retirement Communities (NORCs), the congregate services initiative, extended services, intergenerational funding, and legal services. As seen in chart below, funding for Senior Services in the Fiscal 2021 Preliminary Budget is \$33.2 million lower than at Fiscal 2020 Budget Adoption. However, this is due to the absence of significant Council one-time discretionary funding that historically has been restored at Adoption.



Eighty-one percent of funding comes from the City with federal sources comprising another 17 percent. Ninety-four percent, or \$35 million, of the total OTPS budget of \$37.4 million supports contracts, while PS spending of \$2.9 million supports a headcount of 41 positions, particularly around program implementation on major efforts like NORCs, in the Bureau of Community Services.

Naturally Occurring Retirement Communities

There are 63 NORCs in the City, up from 58 NORCs in Fiscal 2019, and 52 in Fiscal 2018. The Fiscal 2020 baseline budget is \$9.5 million, with an additional \$6.3 million in Fiscal 2020 from the Council discretionary NORC initiative and one-time funding. Twenty-five 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. In Fiscal 2020, the Council allocated \$1.3 million to ensure nursing services were maintained at 34 NORCs across the City. DFTA reports a planned service level of 16,338 clients at NORCs in Fiscal 2020.²⁵

²⁴ In Fiscal 2010, there were 542 seniors who were trained for unsubsidized employment and 123 who were placed into such employment.

²⁵ DFTA 2019 Annual Report, id., p. 26.

Caregivers

DFTA has contracted with community-based organizations (CBOs) since 2001 to provide services under the National Family Caregiver Support Program (NFCSP). DFTA planned to double respite service for caregiver by the end of Fiscal 2019 using a \$4 million budget increase introduced in Fiscal 2018. The Department accomplished this, with service rising from 37,089 to 118,843 hours of homecare, group respite, overnight and other respite, and supplemental services by the end of Fiscal 2019.

“Vision” strategies first published by DFTA in 2018, in accordance with Local Law 97 of 2016, have been intended meet the needs of approximately 1.3 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. DFTA reported in a Committee on Aging hearing in February 2020 that the greatest challenge may be finding respite-related support for caregivers, such as available nursing home placements or overnight respite. DFTA reported the following accomplishments in its 2019 update to the Vision strategies²⁶:

- Broadened its outreach and education efforts through numerous avenues, including an extensive media campaign to help caregivers self-identify and link with available services;
- Developed ongoing relationships with hospitals for information and referral purposes;
- Expanded the number of contracted Caregiver Programs and services rendered;
- Trained agency and contracted staff in Thrive NYC’s Mental Health First Aid to counter stressors associated with unrelieved caregiving; Convened regular meetings to strategize approaches to rectify or modify challenges encountered by caregivers and/or the professionals who serve them; and
- With the Mayor’s Office for People with Disabilities (MOPD), obtained a federal grant for a door-to-door transportation pilot project for older adults and those with disabilities.

DFTA awarded new contracts in 2019 with a total contract value of \$8 million annually, to twelve agencies to provide borough-based as well as specialty caregiver services (for caregivers who are Chinese/Japanese/Korean; blind/visually impaired; and LGBT). In Fiscal 2019, DFTA-contracted agencies served 11,399 individuals. This breaks down into the following:

- 6,057 unduplicated clients served through contracted caregiver programs;
- 4,608 unduplicated clients served through the Caregiver Resource Center; and
- 1,178 unduplicated clients served through the Grandparent Resource Center.

Social Adult Day Cares

Regarding social adult day cares (SADCs), there are 319 active sites in the City, only nine of which are funded by DFTA and are supported with discretionary Council funding.²⁷ The number of SADCs is currently greater than the number of senior centers in the City.

²⁶ DFTA, “Local Law 97 Caregiver Survey: A Progress Report,” 2019.

²⁷ DFTA Social Adult Day Care Ombuds Annual Report, January 2019. DFTA has not yet posted the 2020 data on its website.

Grandparent Resource Center

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. DFTA’s GRC provides advocate and care assistance, as well as referrals to CBOs for a range of preventive, legal, financial, educational and counseling services.

Senior Home Sharing

Although the Fiscal 2021 Preliminary Budget made no changes to the senior home sharing program, the Fiscal 2019 budget included \$1.4 million for the Senior Home Sharing Program in Fiscal 2019 and \$1.1 million in Fiscal 2020 and in 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 2020, the Council provided New York Foundation for Senior Citizens with \$130,000 in discretionary funding to support its home sharing and respite care programs. DFTA has not disclosed the total number of home sharing matches completed in Fiscal 2019, and should do so to ensure the program is operating as planned.

Transportation

In addition to the transportation services operated by senior centers, DFTA has eight stand-alone transportation contracts for van and private car services for seniors. These providers transport older New Yorkers who have no access to, or cannot use public transportation, to senior centers and essential medical, social service and recreational appointments. The program serves all five boroughs. The total transportation/escort budget for Fiscal 2020 is \$15.2 million, with the planned service goal of 571,463 one-way trips throughout the year.²⁸ Access-A-Ride, a multi-hundred-million dollar paratransit service, is not operated by DFTA, but rather the Metropolitan Transit Authority (MTA).

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. In January 2020, DFTA finally promulgated rules associated with their oversight of SADCs under Local Law 9 of 2015, including a civil penalty schedule associated with chronic violations. DFTA should clarify its plans for using the newly-empowered SADC Ombudsperson Office and penalty schedule to improve SADC programs.
 - There are concerns that the growing number of Social Adult Day Cares (SADCs) across the City could be reducing the utilization of senior centers. There were 319 active SADC programs as Fiscal 2019. A borough breakdown and listing of Council Districts with ten or more SADC programs are outlined in the graphs on the right. The overlapping layers of oversight and management between State Department of Health, managed long term care plans (MLTCs) and privately operated SADCs has been a

SADCs by Borough	
Borough	SADCs
Bronx	22
Brooklyn	131
Manhattan	33
Queens	120
Staten Island	13
Total FY19	319

Council Districts with 10 or More SADCs	
Council Member	No. Active SADCs
Koo	51
Menchaca	23
Treyger	20
Brannan	19
Deutsch	17
Chin	15
Maisel	12
Lancman	10

²⁸ DFTA Annual Report, *Id.*, pp. 25-26.

notable concern associated with ensuring program quality, appropriateness, and accountability.²⁹

- Food Service Inspections.** In addition, Local Law 141 of 2018, requiring Adult Day Care and Senior Center Food Service Inspection Results, released its first annual report in November 2019. The report disaggregates, by Council District, information concerning the number of senior service food service establishments and violations in calendar year 2018. The five most frequently cited DOHMH inspection violations were: 1. Cleaning/sanitizing equipment or utensils; 2. Facility not vermin-proof; 3. Flooring improperly constructed/maintained; 4. Food thermometer inadequate; and 5. Food Protection Certificate not held by supervisor. It is not clear if all sites have sufficient resources to correct violations, or how DFTA coordinates with State authorities to improve oversight over SADC operators that persistently violate food service safety standards. The next report is due on May 1, 2020, concerning calendar year 2019.
- NORCs.** 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, 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.

DFTA reports that a NORC RFP will be released in 2020 for contracts to begin in 2021. It will seek proposals for strengthening connections with the large and rapidly growing number of older people living in individual apartment buildings and building complexes, as well as residents who are concentrated in neighborhoods of lower density in order to offer as wide and deep a range of services as possible.

PMMR Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Persons who received information and/or supportive services through DFTA's in-house and contracted caregiver programs	10,201	10,676	11,399	*	*	4,829	5,545
Percent meeting time to first action - Housing Options (14 days)	93%	84%	73%	*	*	85%	92%
Percent meeting time to first action - Elder Abuse (5 days)	92%	97%	92%	*	*	97%	NA
Percent meeting time to first action - Alzheimer’s Care Information (14 days)	90%	77%	74%	*	*	81%	92%

- The number of people who received information and supportive services through DFTA's in-house and contracted caregiver programs increased by 15 percent, or 716 people, between the first four months of Fiscal 2019 and the first four months of 2020. This increase is positive, but it should be noted that the provision of information is in many circumstances not enough to support caregivers.
- Notably, there is a negative trend for DFTA’s ability to meet time to first action on housing options and Alzheimer’s care information within its 14-day target. Timeliness has reduced from 93 percent in Fiscal 2017 to 73 percent in Fiscal 2019 with respect to housing inquiries. DFTA leaders have stated that senior housing continues to be a key issue, and although 30,000

²⁹ New York State Office of the State Comptroller Thomas P. DiNapoli, “Social Adult Day Services,” December 2015, <https://osc.state.ny.us/audits/allaudits/093016/14s31.pdf>.

units are to be developed and preserved between 2014 and 2026 targeting seniors over 65, it should aim to improve its speed of handling inquiries. Alzheimer’s care information has seen a similar decline, from 90 percent in Fiscal 2017 to 74 percent in Fiscal 2019.

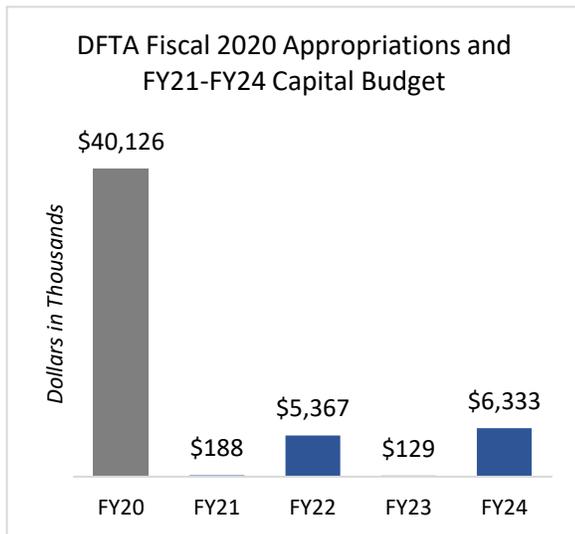
- Additional PMMR measures that do not currently appear, but could be considered, include listing the number of elder abuse cases and the average length of time to close cases.

Capital Plan Overview

On January 16, 2020, the Administration released the Preliminary Capital Commitment Plan for Fiscal 2020-2024 (the Commitment Plan) and the Fiscal 2021-2024 Preliminary Capital Budget (the Capital Budget).

The following section will provide an overview of the Preliminary Commitment Plan and Capital Budget for DFTA, examining to what extent DFTA’s capital projects meet its infrastructure goals, where improvements need to be made, and the overall feasibility of DFTA’s capital program.

Preliminary Capital Budget for Fiscal 2021-2024



The Capital Budget provides the estimated need for new appropriations for Fiscal 2020 along with projections for the subsequent three-year capital program. As shown in the chart at left (blue bars), DFTA’s Fiscal 2021 Preliminary Capital Budget includes just \$12 million in Fiscal 2021-2024. The budget adds \$188,000 for Isabella Geriatric Center, and \$11.8 million for general improvements to property across the City used by DFTA. This represents significantly less than one percent of the City’s total \$53.9 billion Capital Budget for 2021-2024.

Appropriations for Fiscal 2020 total \$40.1 million, all City funds (grey bar). This includes \$36.7 million in reauthorized prior appropriations and \$3.4 million in

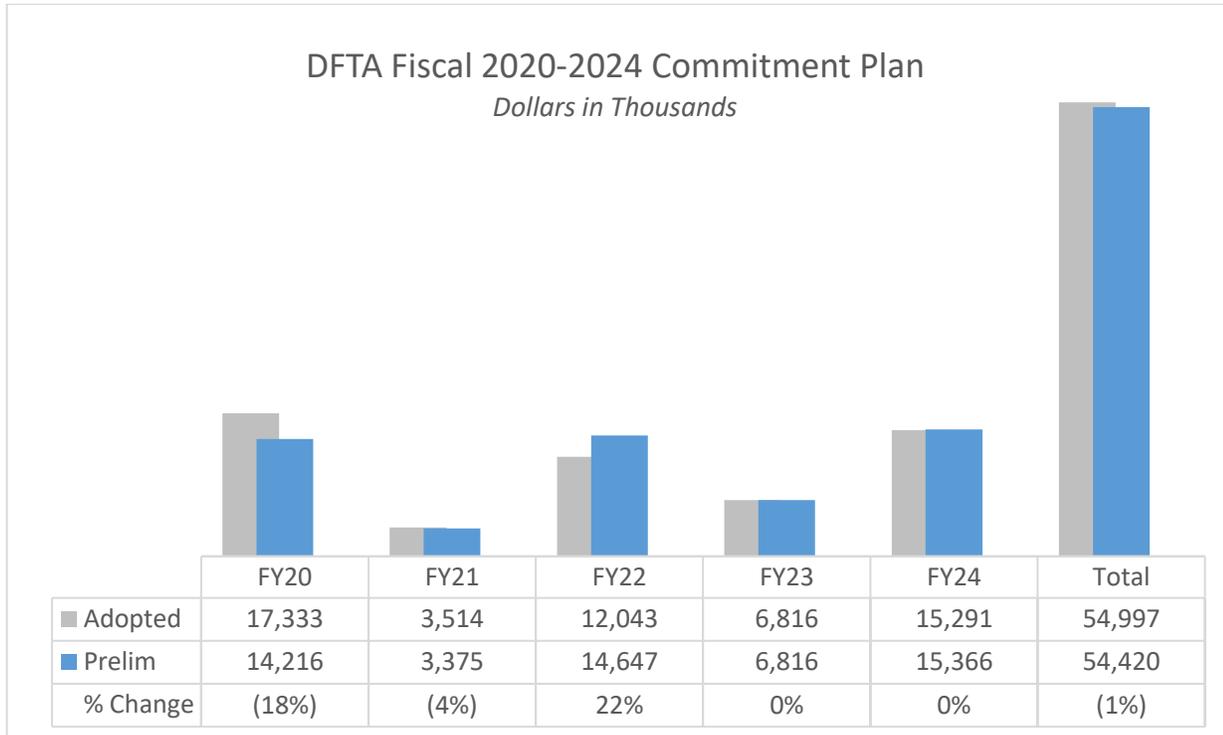
authorized Fiscal 2020 appropriations.³⁰ The Capital Budget suggests that DFTA will roll substantial, yet currently indeterminate, appropriations into Fiscal 2020.

DFTA’s Capital Budget is not realistic as it frontloads spending and accounts for very little additional spending in the outyears. The Fiscal 2020 Ten-Year Capital Strategy put forward Strategic Guiding Principles, enumerating efforts 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. The budget should explicitly plan for growth in the number of program sites, which are required to serve a growing senior population in the City.

³⁰ See succeeding footnote regarding the calculation of Fiscal 2020 capital appropriations.

Preliminary Capital Commitment Plan for Fiscal 2020-2024

DFTA’s Preliminary Commitment Plan includes \$54.4 million in Fiscal 2020-2024. This represents significantly less than one percent of the City’s total \$85.5 billion Preliminary Commitment Plan. The Capital Commitment is significantly higher than the Capital Budget because it includes the current appropriations for Fiscal 2020. The current uncommitted appropriations likely will be re-appropriated in Fiscal 2021.



DFTA’s Preliminary Capital Plan for Fiscal 2020-2024 has decreased by a modest \$577,000 to a total of \$54.4 million. The decrease is largely due to \$500,000 for building improvements at Parker Jewish Institute in Queens moving out of the Plan.

The total appropriations for DFTA in Fiscal 2020 are \$40.1 million, far in excess of planned commitments totaling \$14.2 million.³¹ This excess balance of \$25.9 million in appropriations gives the DFTA considerable flexibility within the capital plan.

A natural result of more realistic timelines is capital projects extending beyond the Commitment Plan’s five-year time frame. To address this, the Administration has added Section VII, “Redistribution of the City’s Capital Plan,” to the Commitment Plan. This section helps increase the transparency of the Commitment Plan by showing the distribution of funding beyond the required five years to ten years (Fiscal 2020-2029). This extension allows the Council and the public to better differentiate between movement beyond the years of the Commitment Plan and a simple elimination of funding. DFTA’s ten year total is \$69.1 million which is \$14.7 million greater than DFTA’s \$54.4 million five-

³¹ Appropriations for Fiscal 2020 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 2020. 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.

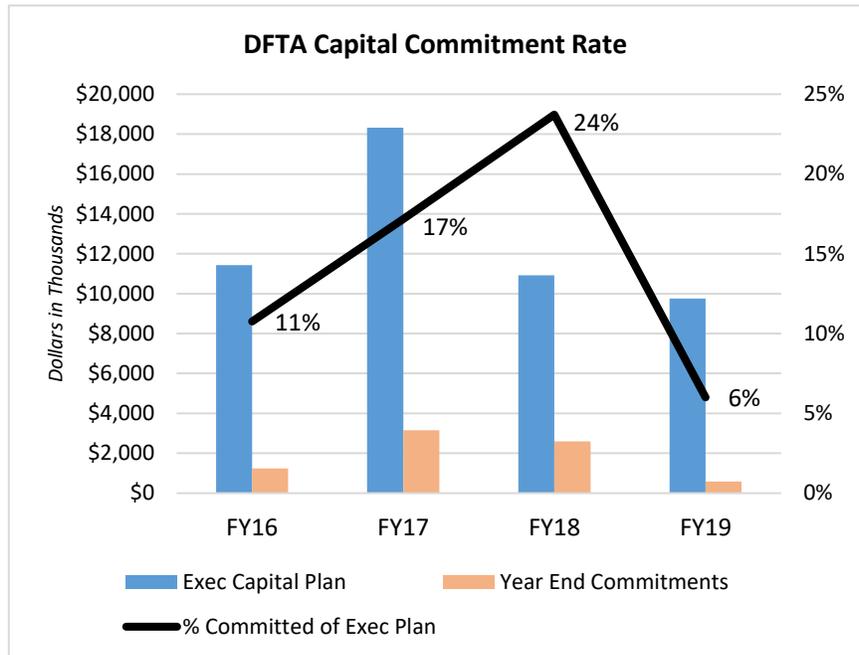
year plan. The increase indicates the City’s commitment to continuing many of its current projects beyond the time frame of the Capital Commitment Plan.

DFTA had actual commitments of only \$585,000 in Fiscal 2019, thereby achieving a commitment rate (defined as the ratio of actual capital commitments to planned capital commitments) of six percent. DFTA’s commitment rate has been very low in comparison to most other agencies. DFTA is again on track to end this year with unmet commitment targets. DFTA’s Capital Budget and Plan should be revised to more accurately reflect planned spending.

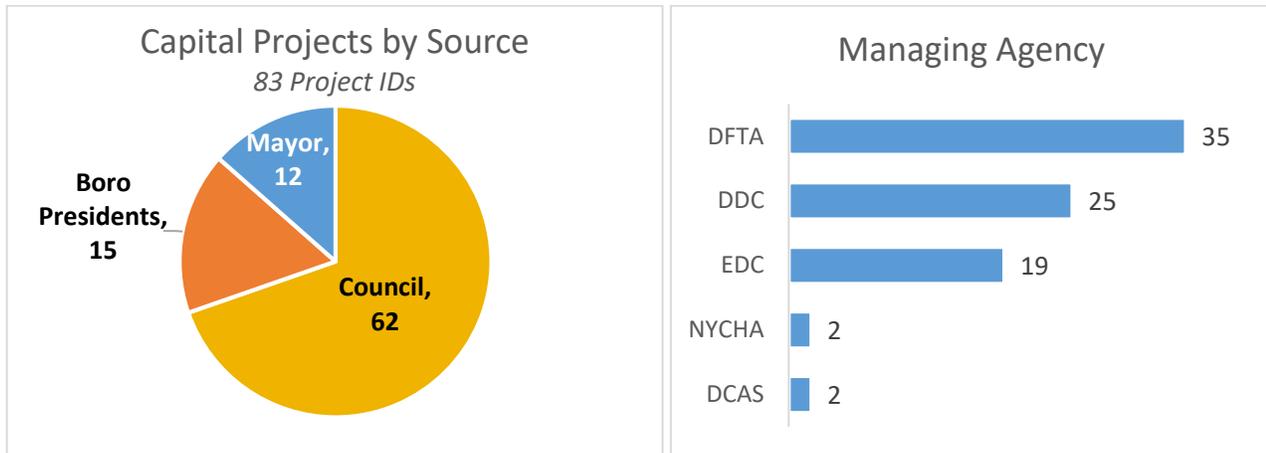
The chart to the right displays the Department’s capital commitment plan as of the Fiscal 2016-2019 Executive Budget and the actual commitments in the corresponding fiscal year. The chart also shows the capital commitment rate.³²

DFTA’s Commitment Plan includes 37 budget lines and 83 project IDs. The “Improvements to Property, Citywide” budget line is by far the largest, and contains 16 unique project IDs.

The City Council supports a majority of capital projects as measured by project ID. The Council supports 62 projects, the Borough Presidents support 15 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 where greater clarity in the capital budget would enhance transparency.



³² 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.



DFTA manages the largest share of projects, 35, with Department of Design and Construction (DDC) at 25 projects and New York City Economic Development Corporation (EDC) at 19 projects. NYCHA and Department of Citywide Administrative Services (DCAS) manage a small share of projects, two projects each. Many DFTA capital projects are managed by DDC, such as the large project at Leonard Covello Senior Center, or EDC, which requires DFTA to collaborate with other City agencies in order to monitor progress and improve the commitment rate.

Fiscal 2021 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 Issues

- **Borough Based Jails.** The Fiscal 2021 Preliminary Capital Commitment Plan included \$12.9 million in NYCHA’s capital budget for upgrades to senior centers at Patterson (\$5.1 million), Mitchel (\$4.4 million), Millbrook (\$1.8 million), and Mott Haven (\$1.6 million) Houses. DFTA must ensure NYCHA’s expedient application of this infusion of capital funds to senior centers.
- **Supporting Senior Capital Projects 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 buildings, 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 barrier to DFTA’s effective management of its capital portfolio, due to the multitude of restrictions on non-City owned capital projects.

Major projects in the Fiscal 2021 Preliminary Capital Commitment Plan:

- **Leonard Covello Senior Center** (312 E. 109th Street). This major DDC-managed project totals over \$19.5 million across the Plan. Funding supports a kitchen renovation, improved lighting and space design, a wheelchair lift, and code compliance requirements. Design work will begin in late spring 2020. The project may be phased because Covello, operated by Carter Burden Network, is a well-attended center that does not want to relocate from its City-owned premises for an extended period. The project is funded with a mix of Administration, Borough President, and Council funding.
- **Philip Randolph Senior Center** (108 W. 146th Street). The Plan continues the allocation of \$2.5 million for a gut renovation of the City-leased A. Philip Randolph Senior Center, located in a former bus depot in Harlem. DCAS is managing the project, which is financed by the Administration using existing Plan funds. Before construction may begin, DFTA is awaiting fire alarm sign-off on the temporary space into which the senior center will relocate while renovations are completed. The project is currently funded in Fiscal 2020, however it will be rolled out across several years as a timeline is established.
- **India Home**. The Plan includes \$3.3 million for the purchase of a permanent senior center space for India Home in Queens. NYC EDC, which is managing the project, reported in December 2019 that the acquisition was in the intake phase, which means NYC EDC was preparing the City's first offer for the cost to purchase the space.
- **Swinging 60s Senior Center**. Similar to India Home, the City is working to purchase a permanent space for Swinging 60s Senior Center, operated by Conselyea Block Association in Brooklyn. DFTA reports that progress is further along with preparing to purchase the space, yet a firm timeline has yet to be established. Similar to India Home, Swinging 60s is managed by NYC EDC.
- **Vehicle Purchases**. The Preliminary Plan adds \$100,000 for two meal delivery vans at Encore Community Services in Fiscal 2022. Other planned vehicle purchases include those for the Institute for Puerto Rican/Hispanic Elderly in Manhattan (\$165,000 in Fiscal 2021) and Robert Couche Senior Center in Queens (\$50,000 planned in Fiscal 2022).

Projects Completed in Late 2019/Early 2020:

- **James Monroe Senior Center**. Kitchen expansion, ADA accessible bathrooms, and general upgrades in the Soundview neighborhood of the Bronx.
- **Clinton Senior Center**. Bathroom reconstruction, managed by NYCHA, in Hell's Kitchen.
- **Jefferson Senior Center**. Kitchen reconstruction, managed by NYCHA, in East Harlem.

Appendices

A. Budget Actions in the November and Preliminary Plans

<i>Dollars in Thousands</i>	Fiscal 2020			Fiscal 2021		
	City	Non-City	Total	City	Non-City	Total
DFTA Budget as of the Adopted 2020 Budget	\$300,627	\$118,511	\$419,138	\$261,885	\$116,671	\$378,556
New Needs						
Indirect Cost Rate	\$4,607	\$0	\$4,607	\$4,607	\$0	\$4,607
Senior Centers	919	0	919	2,526	0	2,526
Subtotal, New Needs	\$5,525	\$0	\$5,525	\$7,133	\$0	\$7,133
Other Adjustments						
CSBA Attorneys	\$8	\$0	\$8	\$8	\$0	\$8
DFTA FUNDING FY20	0	700	700	0	0	0
DFTA NYCCC-FY20	0	740	740	0	0	0
Direct Care Reduction	0	(2,844)	(2,844)	0	(2,844)	(2,844)
Elder Reserve	0	520	520	0	0	0
FALL PREVENTION GRANT	0	150	150	0	150	150
FGP (CNCS) Realign to NGA	0	80	80	0	80	80
FIDA - HIICAP Realign	0	(1)	(1)	0	0	0
FIDA - NY Connects Rollover	0	17	17	0	0	0
FY20 Care Transitions (DSRIP)	0	254	254	0	0	0
I/C mod with Dept of Aging	0	7	7	0	0	0
IBT L237 Non-LL56 groups	1	0	1	2	0	2
CDBG - Renovations	0	4,470	4,470	0	0	0
Member Items	(69)	0	(69)	0	0	0
MIPPA Grant Realignment and Rollover	0	77	77	0	0	0
NCOA - Realign to NGA	0	87	87	0	87	87
New York Connects Subcontracts	0	884	884	0	0	0
ReServe Program and Services	0	229	229	0	0	0
Unmet Needs (EISEP)	0	4,014	4,014	0	4,014	4,014
Subtotal, Other Adjustments	(\$60)	\$9,385	\$9,325	\$10	\$1,487	\$1,497
Savings Program						
Agency Accruals	\$0	\$0	\$0	(\$2,000)	\$0	(\$2,000)
Agency Phone Plan Review	(2)	0	(2)	(3)	0	(3)
One-Time Revenue	(500)	500	0	0	0	0
Prior Year Revenue	(2,000)	2,000	0	0	0	0
Subtotal, Savings Program	(\$2,502)	\$2,500	(\$2)	(\$2,003)	\$0	(\$2,003)
TOTAL, All Changes	\$2,964	\$11,885	\$14,849	\$5,140	\$1,487	\$6,627
DFTA Budget as of the Preliminary 2021 Budget	\$303,591	\$130,397	\$433,988	\$267,025	\$118,159	\$385,184

B. Council-Funded DFTA Initiatives

FY20 Council Initiatives	
<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 Prevention Programs	335
Elie Wiesel Holocaust Survivors Initiative	4,000
Healthy Aging Initiative	2,040
Information and Referral Services	408
LGBT Senior Services in Every Borough	1,500
Naturally Occurring Retirement Communities (NORCs)	5,400
Senior Centers for Immigrant Populations	1,500
Senior Centers, Programs, and Services Enhancement	3,309
Social Adult Day Care Enhancement	1,506
Support Our Seniors	5,100
Subtotal	\$28,407
Local Initiatives	\$9,050
TOTAL	\$37,457

- **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 2020, 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 2020, 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 2020, for the second consecutive year, 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 Programs.** In Fiscal 2020, 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, \$4 million was allocated by the Council in Fiscal 2020, an increase of \$500,000 from 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 2020 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 2020 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 \$5.33 million in Fiscal 2020 to support vertical and horizontal NORCs across the City. An enhancement of \$1.75 million above Fiscal 2019 levels allowed the Council to establish five new NORCs and ensure nursing services were maintained at 34 NORCs. 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 \$1.5 million in Fiscal 2020 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 ten non-DFTA-contracted senior centers that are immigrant-led and serve immigrant populations.
- **Senior Centers, Programs, and Enhancements.** In Fiscal 2020, the Council provided \$3.38 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 \$1.5 million to enhance DFTA's nine social adult day care programs in Fiscal 2020, an increase from \$1.06 million in Fiscal 2019. 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 \$5.1 million in Fiscal 2020 to provide senior services and programming identified by the Council Members.

C. DFTA Contract Budget

DFTA FY21 Preliminary Contract Budget				
<i>Dollars in Thousands</i>				
Category	FY20 Adopted	Number of Contracts	FY21 Preliminary	Number of Contracts
Contractual Services - General	\$85	8	\$114	8
Data Processing Equipment Maintenance	40	3	40	3
Maintenance and Operation of Infrastructure	300	1	300	1
Maintenance and Repairs - General	77	4	107	4
Maintenance and Repairs - Motor Vehicle Equip	4	1	4	1
Office Equipment Maintenance	12	2	10	2
Payments to Delegate Agencies	280,454	1,334	280,326	1,334
Printing Services	99	6	90	6
Prof. Services - Accounting and Auditing Svcs	678	17	687	17
Prof. Services - Computer Services	50	3	50	3
Prof. Services - Legal Services	0	0	20	1
Prof. Services - Other	3,675	6	3,982	6
Telecommunications Maintenance	16	4	16	4
Temporary Services	341	3	341	3
Training Program for City Employees	4	1	4	1
TOTAL	\$285,834	1,393	\$286,091	1,394

D. Program Application of Key State and Federal Funding Sources

		<p style="text-align: center;">Key</p> <ul style="list-style-type: none"> • 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	✓	✓	✓		✓	✓	✓	✓	✓

E. Program Areas

Administration and Contract Agency Support

Administration & Contract Agency Support						
<i>Dollars in Thousands</i>						
	FY18	FY19	FY20	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY20	FY21	FY20-FY21
Spending						
Personal Services						
Additional Gross Pay	\$512	\$574	\$187	\$187	\$187	\$0
Amounts to be Scheduled	0	0	312	312	312	0
Full-Time Salaried - Civilian	14,076	14,677	15,974	15,958	16,085	110
Overtime - Civilian	20	31	0	16	0	0
P.S. Other	(1)	(3)	0	0	0	0
Unsalaries	888	867	598	599	\$595	(4)
Subtotal	\$15,495	\$16,146	\$17,072	\$17,073	\$17,179	\$107
Other Than Personal Services						
Contractual Services	\$900	\$978	\$664	\$982	\$723	\$59
Contractual Services - Professional Services	1,920	1,793	2,630	1,907	2,660	30
Fixed & Misc. Charges	25	113	39	39	39	0
Other Services & Charges	12,474	11,452	20,229	20,310	20,435	206
Property & Equipment	356	469	200	519	200	0
Supplies & Materials	258	320	347	379	347	0
Subtotal	\$15,933	\$15,126	\$24,110	\$24,137	\$24,405	\$295
TOTAL	\$31,428	\$31,271	\$41,182	\$41,210	\$41,584	\$402
Funding						
City Funds			\$34,810	\$34,838	\$35,210	\$400
Federal - Community Development			153	153	155	1
Federal - Other			5,301	5,301	5,301	0
State			917	917	917	0
TOTAL	\$31,428	\$31,271	\$41,182	\$41,210	\$41,584	\$402
Budgeted Headcount						
Full-Time Positions - Civilian	182	180	198	195	195	(3)
TOTAL	182	180	198	195	195	(3)
<i>*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.</i>						

Case Management

Case Management						
<i>Dollars in Thousands</i>						
	FY18	FY19	FY20	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY20	FY21	FY20-FY21
Spending						
Personal Services						
Additional Gross Pay	\$11	\$23	\$10	\$10	\$10	\$0
Full-Time Salaried - Civilian	811	799	1,245	1,269	1,277	32
Unsalaries	0	0	0	192	192	192
Subtotal	\$822	\$822	\$1,254	\$1,471	\$1,478	\$224
Other Than Personal Services						
Contractual Services	\$37,609	\$39,042	\$36,890	\$38,700	\$37,955	\$1,065
Other Services & Charges	0	0	1,600	1,036	181	(1,419)
Subtotal	\$37,609	\$39,042	\$38,490	\$39,736	\$38,136	(\$354)
TOTAL	\$38,431	\$39,864	\$39,745	\$41,207	\$39,615	(\$130)
Funding						
City Funds			\$26,891	\$27,072	\$25,479	(\$1,411)
Federal - Other			291	291	291	0
Intra City			50	50	50	0
State			12,513	13,794	13,794	1,281
TOTAL	\$38,431	\$39,864	\$39,745	\$41,207	\$39,615	(\$130)
Budgeted Headcount						
Full-Time Positions - Civilian	10	10	12	12	12	0
TOTAL	10	10	12	12	12	0

**The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*

Homecare

Homecare						
<i>Dollars in Thousands</i>						
	FY18	FY19	FY20	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY20	FY21	FY20-FY21
Spending						
Other Than Personal Services						
Contractual Services	\$32,258	\$34,728	\$32,009	\$34,042	\$34,042	\$2,033
Other Services & Charges	0	0	0	441	441	441
Subtotal	\$32,258	\$34,728	\$32,009	\$34,483	\$34,483	\$2,473
TOTAL	\$32,258	\$34,728	\$32,009	\$34,483	\$34,483	\$4,947
Funding						
City Funds			\$19,441	\$19,882	\$19,882	\$441
Intra City			300	300	300	0
State			12,268	14,301	14,301	2,033
TOTAL	\$32,258	\$34,728	\$32,009	\$34,483	\$34,483	\$2,473
Budgeted Headcount						
Full-Time Positions - Civilian	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

**The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*

Senior Centers and Meals

Senior Centers and Meals						
<i>Dollars in Thousands</i>						
	FY18	FY19	FY20	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY20	FY21	FY20-FY21
Spending						
Personal Services						
Additional Gross Pay	\$71	\$109	\$8	\$8	\$8	\$0
Full-Time Salaried - Civilian	3,178	3,305	3,458	3,458	3,489	31
Overtime - Civilian	0	0	0	0	0	0
Subtotal	\$3,249	\$3,414	\$3,466	\$3,466	\$3,496	\$31
Other Than Personal Services						
Contractual Services	\$194,854	\$204,148	\$177,036	\$178,654	\$174,406	(\$2,629)
Contractual Services - Professional Services	0	87	173	229	0	(173)
Fixed & Misc. Charges	0	0	0	0	0	0
Other Services & Charges	0	17	43,112	46,960	42,381	(732)
Supplies & Materials	0	5	22	0	0	(22)
Subtotal	\$194,854	\$204,257	\$220,343	\$225,842	\$216,787	(\$3,557)
TOTAL	\$198,103	\$207,671	\$223,809	\$229,307	\$220,283	(\$3,526)
Funding						
City Funds			\$153,620	\$154,192	\$152,367	(\$1,253)
Federal - Community Development			1,735	6,205	1,735	0
Federal - Other			51,925	54,425	51,925	0
State			16,529	14,485	14,256	(2,272)
TOTAL	\$198,103	\$207,671	\$223,809	\$229,307	\$220,283	(\$3,526)
Budgeted Headcount						
Full-Time Positions - Civilian	46	44	49	48	48	(1)
TOTAL	46	44	49	48	48	(1)
<i>*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.</i>						

Senior Employment and Benefits

Senior Employment & Benefits						
<i>Dollars in Thousands</i>						
	FY18	FY19	FY20	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY20	FY21	FY20-FY21
Spending						
Personal Services						
Additional Gross Pay	\$75	\$99	\$77	\$76	\$76	(\$1)
Full-Time Salaried - Civilian	1,446	1,527	1,929	2,158	2,170	241
Overtime - Civilian	0	0	0	0	0	0
Unsalaries	4,379	4,439	4,998	4,896	4,898	(100)
Subtotal	\$5,900	\$6,065	\$7,003	\$7,130	\$7,144	\$140
Other Than Personal Services						
Contractual Services	\$36	\$27	\$32	\$32	\$30	(\$2)
Contractual Services - Professional Services	3,722	3,346	1,397	2,909	1,293	(104)
Fixed & Misc. Charges	1	1	1	1	1	0
Other Services & Charges	425	422	410	463	428	19
Property & Equipment	1	6	4	24	4	0
Supplies & Materials	43	28	58	43	53	(6)
Subtotal	\$4,229	\$3,830	\$1,903	\$3,472	\$1,809	(\$94)
TOTAL	\$10,129	\$9,895	\$8,906	\$10,602	\$8,953	\$47
Funding						
City Funds			\$1,464	\$1,443	\$1,457	(\$7)
Federal - Other			7,145	7,389	7,312	167
Intra City			165	1,621	165	0
State			132	148	18	(114)
TOTAL	\$10,129	\$9,895	\$8,906	\$10,602	\$8,953	\$47
Budgeted Headcount						
Full-Time Positions - Civilian	25	25	27	27	27	0
TOTAL	25	25	27	27	27	0
<i>*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.</i>						

Senior Services

Senior Services						
<i>Dollars in Thousands</i>						
	FY18	FY19	FY20	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY20	FY21	FY20-FY21
Spending						
Personal Services						
Additional Gross Pay	\$22	\$76	\$7	\$7	\$7	\$0
Full-Time Salaried - Civilian	2,816	2,949	2,716	2,716	2,741	25
Overtime - Civilian	0	0	0	0	0	0
Unsalaries	0	46	4	84	111	107
Subtotal	\$2,838	\$3,071	\$2,727	\$2,807	\$2,859	\$132
Other Than Personal Services						
Contractual Services	\$51,160	\$60,180	\$34,800	\$51,905	\$34,196	(\$605)
Contractual Services - Professional Services	1,236	1,424	201	1,448	786	585
Fixed & Misc. Charges	0	0	0	0	0	0
Other Services & Charges	317	29	35,760	21,006	2,426	(33,334)
Property & Equipment	201	74	0	0	0	0
Supplies & Materials	5	16	0	13	0	0
Subtotal	\$52,919	\$61,723	\$70,761	\$74,373	\$37,408	(\$33,353)
TOTAL	\$55,757	\$64,794	\$73,489	\$77,180	\$40,267	(\$33,222)
Funding						
City Funds			\$64,401	\$66,164	\$32,630	(\$31,771)
Federal - Community Development			362	362	362	0
Federal - Other			7,855	8,889	6,505	(1,350)
Intra City			0	740	0	0
Other Categorical			0	254	0	0
State			871	771	771	(100)
TOTAL	\$55,757	\$64,794	\$73,489	\$77,180	\$40,267	(\$33,222)
Budgeted Headcount						
Full-Time Positions - Civilian	35	40	37	41	41	4
TOTAL	35	40	37	41	41	4

**The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*

F. Additional Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Percent meeting time to first action - Senior Center Complaint (14 days)	99%	96%	84%	*	*	94%	NA
Completed requests for interpretation	873	1,242	1,473	*	*	517	402
Letters responded to in 14 days (%)	80%	79%	71%	*	*	73%	88%
E-mails responded to in 14 days (%)	86%	99%	96%	*	*	94%	94%
CORE facility rating	92	98	N/A	*	*	N/A	N/A