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Report on the Fiscal 2017 Executive Budget Department for the Aging

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Executive Budget Summary

- **Expense Budget Overview.** The Department for the Aging's (DFTA or the Department) Fiscal 2017 Executive Budget totals \$295 million; roughly \$15 million less than DFTA's Fiscal 2016 Adopted Budget of \$310 million.
 - Approximately \$180.6 million, or 61 percent of DFTA's Fiscal 2017 Budget is City tax-levy (CTL) funding; \$40.2 million or 14 percent is State dollars; nearly \$74 million, or 25 percent is federal; and approximately \$380,000, or less than one percent is Intra-City funding.
 - DFTA's total headcount for Fiscal 2017 is 690 positions, consisting of 335 full-time positions and 335 full-time equivalent positions, for a net increase of 220 positions when compared to the Fiscal 2016 Adopted Budget.
- **Executive Budget Changes**
 - New needs total \$6.9 million in Fiscal 2017 and \$9.4 million in the outyears:
 - \$4.8 million to increase case management base salaries;
 - \$1.3 million for improved vendor oversight; and
 - \$800,000 for senior center rent increases.
 - Other adjustments total \$8.5 million.
 - Savings total \$50,000 in Fiscal 2017 and \$181,000 for Fiscal 2018 and the outyears.
- **Major Agency Issues**
 - **Case Management Salaries.** In the Preliminary Budget Response, the Council called for \$12 million to raise case manager salaries from \$35,000 to \$55,000 and supervisor salaries from \$48,000 to \$65,000. Only \$4.8 million was added in Fiscal 2017 and \$7.3 million in Fiscal 2018 to raise case manager salaries to \$50,000 and supervisors' salaries to \$60,000.
 - **Case Management Services.** Although the Council called for the Administration to baseline \$3 million in its budget response, the agency's Executive Budget lacks sufficient funding to address the current case management waitlist of 1,500 seniors. In Fiscal 2016, the Council provided \$3 million to address the case management waitlist.
 - **Homecare Services.** In the Preliminary Budget Response, the Council called for \$4.25 million in baselined funds to address the homecare waitlist. Without an added \$4.25 million, DFTA will not be able to address its anticipated waitlist of 500 to 550 seniors for homecare services.
- **Capital Budget.** The Fiscal 2017 Executive Capital Commitment Plan includes \$44.6 million in Fiscal 2016-2020 for DFTA. The Department's capital budget largely supports senior center improvements and renovations, including:
 - \$5.4 million for the Leonard Covello Senior Center in Manhattan;
 - \$3.6 million for the Lenox Hill Neighborhood Association; and
 - \$2.6 million for the Sunnyside Community Services, Inc.

DFTA Overview

This report presents a review of DFTA's Fiscal 2017 Executive Budget. The section below presents an overview of the Department's budget and how it has changed during the course of Fiscal 2016, followed by a review of the significant budget actions introduced in the Fiscal 2017 Executive Budget. Major issues related to the Department's budget are then discussed. Analysis and highlights of DFTA's Capital Commitment Plan for the Fiscal 2017 Executive Budget follows the discussion of the expense budget. Appendix 1 reports the changes made to the Fiscal 2016 and Fiscal 2017 Budgets since Adoption of the Fiscal 2016 Budget. For additional information on the Department's budget and its various programs, please refer to the Fiscal 2017 Preliminary Budget Report for the Department for the Aging at: <http://council.nyc.gov/html/budget/2017/pre/125%20-%20Department%20for%20the%20Aging.pdf>

DFTA Financial Summary						
	2014	2015	2016	Executive Plan		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2016	2017	2016 - 2017
Spending						
Personal Services	\$22,180	\$23,424	\$25,565	\$25,977	\$30,171	\$4,606
Other Than Personal Services	241,696	261,812	284,461	297,340	264,871	(19,591)
TOTAL	\$263,876	\$285,236	\$310,026	\$323,317	\$295,042	(\$14,984)
Budget by Program Area						
Administration & Contract						
Agency Support	\$29,520	\$25,362	\$28,217	\$27,628	\$31,598	\$3,381
Case Management	22,176	25,643	28,745	29,361	30,608	1,864
Homecare	16,573	16,436	22,628	23,386	19,136	(3,492)
Senior Centers and Meals	149,690	166,451	188,348	185,946	170,216	(18,132)
Senior Employment and Benefits	8,193	8,263	7,323	8,581	7,740	416
Senior Services	37,725	43,081	34,765	48,415	35,744	979
TOTAL	\$263,876	\$285,236	\$310,026	\$323,317	\$295,042	(\$14,984)
Funding						
City Funds	\$152,309	\$178,473	\$200,948	\$198,959	\$180,629	(\$20,319)
State	37,391	39,657	37,164	40,163	40,168	3,004
Federal - Community Development	1,715	1,325	2,239	3,344	2,241	2
Federal - Other	69,959	63,574	69,356	78,487	71,634	2,278
Intra City	2,501	2,206	320	2,363	370	50
TOTAL	\$263,876	\$285,236	\$310,026	\$323,317	\$295,042	(\$14,984)
Budgeted Headcount						
Full-Time Positions	276	273	300	304	335	35
Full-Time Equivalent Positions	384	454	170	386	335	185
TOTAL	660	727	470	690	690	220

*The difference of Fiscal 2016 Adopted Budget compared to Fiscal 2017 Executive Budget.

The City's Fiscal 2017 Executive Budget totals \$82.2 billion, \$3.7 billion more than the Fiscal 2016 Adopted Budget of \$78.5 billion. City funds (City tax-levy and non-tax revenues) total \$59.4 billion when compared to the Fiscal 2016 Adopted Budget amount of \$56.9 billion. For DFTA, the Fiscal 2017 Executive Budget totals \$295 million, nearly \$15 million less than its Fiscal 2016 Adopted Budget of \$310 million. Additionally, the Department's personal services

(PS) spending increased by \$4.6 million since the Fiscal 2016 Adopted Budget, while other than personal services (OTPS) spending decreased by \$19.6 million. The addition of 35 full-time positions and 185 full-time equivalents largely accounts for the increased PS spending, while the significant decrease in OTPS mainly results from the absence of Council funding.

Since the Fiscal 2016 Adopted Budget, approximately \$12 million in new needs and \$11.2 million in other adjustments has been added to DFTA's Fiscal 2017 Budget. To the Fiscal 2016 Budget, just over \$13 million has been made in other adjustments. Although the Executive Budget includes necessary resources for contract oversight, case management salaries, and senior center funding, significant gaps still remain, due primarily to the absence of one-time Council funding which totaled over \$30 million in Fiscal 2016. (See Appendix 1 for a list of all changes since the Fiscal 2016 Adopted Budget.)

Below is a summary of key funding changes by program area and source when comparing DFTA's Fiscal 2017 Executive Budget to its Fiscal 2016 Adopted Budget.

- **Decrease in City Funding.** Approximately \$180.6 million or 61 percent of DFTA's Fiscal 2017 budget is City tax-levy (CTL) funding. The Department's Fiscal 2017 Executive Budget reflects a \$20.3 million decrease in City funds. The majority of this decrease is due to the absence of one-time Council funding for senior centers and meals in Fiscal 2016. In Fiscal 2016 the Council added \$33.8 million to DFTA's budget. This falls mostly on senior centers as shown by the \$18.1 million drop.
- **Decreased Funding for Homecare.** DFTA's homecare budget decreases by nearly \$3.5 million in Fiscal 2017. The decrease is due to a one-year increase of \$4.25 million added for homecare services in Fiscal 2016 only.
- **Increase in Full-Time Equivalent Headcount.** The Department's overall budgeted headcount increases by 35 full-time positions in Fiscal 2017, most of which were contract auditing staff and staffing for DFTA's IT unit.
- **Increased Funding for Administration and Contract Agency Support.** DFTA's Fiscal 2017 Executive Budget reflects an increase of approximately \$3.4 million for administration and contract agency support. This increase can be mainly attributed to the addition of resources for improved vendor oversight and the shift of staffing for the Department's information technology unit, which has been housed at the Human Resources Administration (HRA) as part of a cost savings measure enacted by the previous Administration.

New in the Executive Budget

The following are major financial plan actions for Fiscal 2017 included in the Executive Plan:

- **Case Management Salaries.** The Fiscal 2017 Executive Plan includes \$4.8 million in Fiscal 2017 and \$7.3 million in Fiscal 2018 and in the outyears to increase the salaries of roughly 300 case management workers and supervisors. Although it falls short of the \$12 million requested by the Council as part of the Preliminary Budget Response, the \$7.3 million will increase case management worker salaries from \$35,000 to \$50,000 and supervisor salaries will rise to \$60,000 from \$55,000.
- **Improve Vendor Oversight.** Beginning in Fiscal 2017, an additional \$1.3 million and seven full-time positions will allow DFTA to improve its contract audit and oversight capabilities.

These additional resources follow a Department of Investigations (DOI) report that found DFTA's contract audit process to be inadequate, as well as concluded that the Department's audit team was both understaffed and overburdened. An investigation of fraud committed by a non-profit organization funded by DFTA to provide senior meals and other services highlighted deficiencies in the Department's oversight of contracts. The DOI report found that a more in-depth review of the organization's records could have uncovered the fraud prior to the DOI investigation. It was also noted that DFTA's limited audit resources contributed to conditions that can allow for fraud. Specifically, the Department's auditing team is understaffed with only two staff members to conduct audits, both carrying caseloads over 100 organizations. Although the Fiscal 2017 Executive Budget adds seven full-time staff members to improve contract oversight and auditing capabilities, DFTA should evaluate its process and implement procedural changes as recommended by the DOI. The DOI report may be found at:

http://www.nyc.gov/html/doi/downloads/pdf/2016/Feb16/pr02_uba_arrests_report_020316.pdf

- **Senior Center Rent Increases.** The Fiscal 2017 Executive Plan includes baseline funding of \$800,000 in Fiscal 2017 for increased rent and utility costs at approximately 50 senior centers. DFTA will distribute additional baseline funding by need.
- **Citywide Savings Program.** The Citywide Savings Program allows agencies to voluntarily identify cost savings. In its Fiscal 2017 Executive Budget, DFTA proposed \$50,000 in savings in Fiscal 2017 and \$181,000 in Fiscal 2018 and in the outyears.
 - **Revenue Maximization.** Accessing Medicaid administrative funding for case management services will allow the Department to save \$50,000 in City funding yearly, beginning in Fiscal 2017.
 - **Managed Long Term Care Partnerships.** Developing partnerships between Medicaid-funded Managed Long Term Care (MLTC) plans and DFTA's contracted senior service providers will save \$131,000 yearly starting in Fiscal 2018. These partnerships will enable providers to draw down federal reimbursements in lieu of City funds, enabling the Department's programs to serve more of the City's growing senior population.

DFTA Budget Issues

The following section provides issues and concerns as it pertains to DFTA's Executive Budget.

Preliminary Budget Response.

The Council's response to the Mayor's Fiscal 2017 Preliminary Budget included numerous recommendations for the Department for the Aging including establishing pay parity for case management workers, addressing both the case management and homecare waitlist, baseline funding for senior center operations, establishing a NNORC funding stream, enhancing NORC support, baseline NYCHA senior center funding, and increase supports for caregivers.

- **Pay Parity for Case Management Workers and Case Management Waitlist.** DFTA's case management program links homebound seniors with 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.

With approximately 20,500 case management clients, DFTA has 1,500 eligible seniors on a waitlist for case management services. The case management waitlist has grown partly due to the fact that DFTA case management workers made significant lower wages than their counterparts in other social services agencies. The inability to retain case management workers due to low wages not only exacerbates the case management waitlist, but it worsens the homecare waitlist as homecare services can only be accessed through DFTA case management services. The Council requested that the Administration baseline the \$3 million added by the Council for Fiscal 2016 in order to address a case management waitlist. At a minimum, \$3 million in added baselined funding would allow DFTA to maintain its current level of service, but not fully meet the need for case management services among seniors in New York City.

- **Address the Homecare Waitlist.** In its Preliminary Budget Response, the Council called for the City to baseline \$4.25 million in one-time funding for Fiscal 2016 to address the homecare waitlist. DFTA's Homecare Program provides assistance to low-income frail seniors who are above the Medicaid eligibility threshold and are in need of assistance with daily chores and personal care in order to safely remain in their homes. No additional funds were added to alleviate the waitlist, despite an anticipated homecare waitlist of 500 to 550 seniors for Fiscal 2017.
- **Baseline Funding for Core Senior Center Operations.** The Fiscal 2017 Preliminary Budget Response urged the Administration to baseline the Fiscal 2016 Council allocation of approximately \$5.3 million for core senior center operational expenses, with \$3.6 million supporting underfunded senior centers, \$1.1 million for senior center space costs, and \$660,000 for senior center transportation costs. Relying on one-time Council funding year after year compromises the consistency of services that senior centers provide, as this funding is not guaranteed and delays the contracting of services as DFTA has to wait until the budget is adopted to proceed with Council funded-contracts.
- **Establish a Neighborhood Naturally Occurring Retirement Communities Program.** The Council called upon the Administration to add \$1.9 million in new baselined funding to DFTA to create a City funded NNORC program that builds upon the current State funded NNORC program in the City. In Fiscal 2016, the Council allocated \$1.9 million for Neighborhood Naturally Occurring Retirement Communities (NNORCs), which supports 15 NNORCs. City Council discretionary funding is the only City funding provided to NNORCs, as the City does not fund a NNORC program.
- **Increase Support for Naturally Occurring Retirement Communities.** The Council also urged the City to expand funding for Naturally Occurring Retirement Communities (NORCs) by \$1.95 million to support additional NORCs across the City. In Fiscal 2016, the Council allocated \$1.95 million to enhance baselined funding for 14 existing DFTA and Council funded NORCs.
- **NYCHA Senior Centers.** In its Preliminary Budget Response, the Council called upon the Administration to baseline \$3 million to provide ongoing operations of the remaining fifteen New York Housing Authority (NYCHA) senior centers that had been facing closure due to a lack of future funding. The Fiscal 2017 Executive Budget added \$3 million to NYCHA's budget to support these fifteen centers, but only from July 1, 2016 to June 30, 2017. A lack of baselined funding means that it is unclear if these senior centers will be able to operate and provide services in Fiscal 2018 and beyond. Additionally, the Council has continually asked

the Administration to work with DFTA in order to evaluate if any of the NYCHA senior centers meet the qualifications to be converted into NORCs, and if so, if funding can be included in the Fiscal 2017 Budget for this transition. Converting qualified NYCHA senior centers into NORCs would not only provide quality programming for seniors in NYCHA buildings, but also would create a permanent solution for some of the NYCHA senior centers that face closure year after year.

- **Expand Caregiver Support Services.** The Council called upon the Administration in its Preliminary Budget Response to create a City funding stream (that matches the federal contribution) of \$4 million for caregiver services, services ranging from individual counseling and support groups, to health and financial education, to respite care, so that it can be expanded to benefit a greater number of individuals. Currently, DFTA's caregiver support services are primarily provided through contracts with 10 community-based organizations located in each of the five boroughs.
- **Examine the Informal Caregivers Community.** An estimated 1.5 million residents of the City are informal caregivers, many providing dozens of hours of care a week. In the Preliminary Budget Response, the Council called upon DFTA to allocate \$150,000 towards the assessment of the caregiver populations' demographics and needs in an effort to create a comprehensive plan.

DFTA Contracting.

In Fiscal 2016, the Council provided \$33.8 million to DFTA in order to fund senior meals, sustain senior centers, and support other core operations; this funding represents 11 percent of the Department's entire Fiscal 2016 budget. As the contracting agency for senior related Council Initiatives, DFTA requires adequate resources in terms of personnel to process contracts. Without such resources, issues in processing contracts may lead to delays in delivering vital services both to the detriment of providers, who rely on funding allocations to be processed rapidly in order to deliver services without operating at a budgetary deficit, and seniors who need the services.

Preliminary Budget Highlights

DFTA's Fiscal 2017 Executive Budget also entails changes made in the Preliminary Budget. Below are some of the key highlights from the Department's Fiscal 2017 Preliminary Budget:

- **Elder Abuse Prevention.** The Fiscal 2017 Preliminary Plan added a total of \$3.5 million in City baseline funding to provide services to victims of elder abuse. Of the total, \$1.5 million will support multi-disciplinary elder abuse teams (MDT) in every borough. These teams specifically work on the most severe elder abuses cases. The remaining \$2 million will fund baseline elder abuse services that had been included as a one-time Mayoral add in the Fiscal 2016 Budget.
- **Thrive NYC: Friendly Visiting.** As a part of the citywide Mental Health Roadmap, \$1.8 million was added in order to allow DFTA to connect clients living in social isolation with trained volunteers. The visiting volunteers will provide needed social contact and the opportunity to identify other issues that may need to be addressed.

DFTA Capital Program

Capital Commitment Plan

The Executive Capital Commitment Plan includes \$44.6 million in Fiscal 2016-2020 for the Department for the Aging. The Department's Executive Capital Commitment Plan decreased by \$943,000 when compared to its Preliminary Plan, representing a decrease of two percent. The decrease is largely due to the removal of \$1 million for the Conselyea Street Block Association.

Since the Office of Management and Budget (OMB) frontloads budgets for capital projects, which usually span multiple fiscal years, agencies often roll unspent capital funds into future fiscal years. In Fiscal 2015, the Department for the Aging only committed \$1.7 million or approximately five percent of its annual capital plan. Therefore, it is assumed that a significant portion of the DFTA's Fiscal 2016 Capital Plan will be rolled into outyears. The Executive Capital Plan rolled some of DFTA's funding forward and made an overall two percent reduction as shown in the table below.

DFTA 2016-2020 Capital Commitment Plan						
<i>Dollars in Thousands</i>						
	2016	2017	2018	2019	2020	Total
Preliminary Plan	\$12,243	\$11,444	\$9,757	\$9,142	\$2,999	45,585
Executive Plan	11,433	10,544	9,651	9,342	3,672	44,642
Change	(810)	(900)	(106)	200	673	(943)
Percentage Change	(-7%)	(-8%)	(-1%)	2%	22%	-2%

Source: OMB Fiscal 2017 Executive Capital Commitment Plan

Executive Budget Highlights

DFTA's capital budget primarily supports repairs and construction at senior centers and facilities located in City-owned buildings. The Department's capital resources also fund necessary improvements to technology, including the replacement of computers, as well as purchasing equipment and replacing vehicles. Improving and maintaining property enables DFTA and its contracted providers to deliver high quality services and achieve its goal of enhancing the quality of life for New York City's older adults.

Some major capital projects in DFTA's budget include:

- \$5.4 million to renovate the Leonard Covello Senior Center in Manhattan, and the project will address poor boiler performance, exhaust system compliance, building-wide code compliance, and other issues;
- \$3.6 million for renovations and the purchase of equipment and furniture for the Lenox Hill Neighborhood Association. Renovations will be made to the site's auditorium;
- Approximately \$2.9 million to purchase and replace computers for providers;
- \$2.8 million for the replacement of provider vehicles; and
- \$2.6 million to complete renovations for the Sunnyside Community Services, Inc.

Appendix 1: DFTA Fiscal 2017 Budget Actions since Fiscal 2016 Adoption

<i>Dollars in Thousands</i>	FY 2016			FY 2017		
	City	Non-City	Total	City	Non-City	Total
DFTA Budget as of the Adopted 2016 Budget	\$200,948	\$109,079	\$310,027	\$162,629	\$109,081	\$271,710
New Needs - Prelim. 2017						
Elder Abuse Prevention	\$0	\$0	\$0	\$3,500	\$0	\$3,500
Thrive NYC: Friendly Visiting	0	0	0	1,800	0	1,800
Subtotal, New Needs	\$0	\$0	\$0	\$5,300	\$0	\$5,300
Other Adjustments - Prelim. 2017						
Intra City	\$0	\$1,935	\$1,935	\$0	\$0	\$0
AAA Transport	0	65	65	0	0	0
CCTP Rollover FY 15 into FY 16	0	44	44	0	0	0
CD Rollover	0	1,106	1,106	0	0	0
City Service Corps	(21)	0	(21)	(6)	0	(6)
Crime Victims Rollover	0	4	4	0	0	0
Realign to NGA	0	(566)	(566)	0	(16)	(16)
OSA Collective Bargaining	207	0	207	257	0	257
Member Item Reallocation	(290)	0	(290)	0	0	0
NY CONNECTS	0	4,421	4,421	0	2,123	2,123
One Time Revenue	(5,000)	5,000	0	0	0	0
Miscellaneous	0	309	309	0	309	309
Subtotal, Other Adjustments	(\$5,103)	\$12,318	\$7,214	\$251	\$2,417	\$2,668
TOTAL, All Changes Prelim. 2017	(\$5,103)	\$12,318	\$7,214	\$5,551	\$2,417	\$7,968
DFTA Budget as of the Preliminary 2017 Budget	\$195,845	\$121,397	\$317,241	\$168,180	\$111,498	\$279,678
New Needs - Exec. 2017						
Case Management Salaries	\$0	\$0	\$0	\$4,800	\$0	\$4,800
Improve Vendor Oversight	0	0	0	1,300	0	1,300
Senior Center Rent Increases	0	0	0	800	0	800
Subtotal, New Needs	\$0	\$0	\$0	\$6,900	\$0	\$6,900
Other Adjustments - Exec. 2017						
Add. Direct Care Grant Baseline	\$0	\$2,844	2,844	\$0	\$2,844	2,844
Headcount Adjustment	0	0	0	1,985	0	1,985
Heat Light and Power	(305)	0	(305)	(234)	0	(234)
Lease Adjustment	0	0	0	332	0	332
Member Items	46	0	46	0	0	0
Wage Adjustment	3,364	0	3,364	3,364	0	3,364
Miscellaneous	10	118	128	103	72	175
Subtotal, Other Adjustments	\$3,115	\$2,962	\$6,077	\$5,549	\$2,916	\$8,465
TOTAL, All Changes - Exec. 2017	\$3,115	\$2,962	\$6,077	\$12,449	\$2,916	\$15,365
DFTA Budget as of the Fiscal 2017 Executive Plan	\$198,960	\$124,359	\$323,317	\$180,629	\$114,412	\$295,042