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IBO's Programmatic Review of the 2007 Preliminary Budget

*Department for the Aging
(DFTA)*

IBO

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Introductory Note

IBO's programmatic reviews of the 2007 preliminary budgets of selected city agencies are intended to assist the public and elected officials better understand the allocation of budgetary resources to city services by presenting agency budgets in a way that is more closely aligned with the actual programs, functions, and services of major city agencies.

The current city budget presentation inhibits understanding and participation in three ways.

First, agency budgets, organized into broad *units of appropriation*, do not easily allow users to understand how much money is being spent from one year to the next on the programs and services that citizens and their elected representatives care about—programs such as job training, childhood lead-poisoning prevention, HIV/AIDS prevention and treatment, after-school programs, immigrant services, affordable housing construction, and recreation programs.

Second, budget proposals are presented in terms of Financial Plan changes, rather than in terms of year-to-year comparisons. A proposed cut, or “PEG,” of \$1 million in a program is presented without information on how much was previously projected for spending on that program in previous Financial Plans, and whether the \$1 million “cut” would leave spending lower, higher, or the same as previous years' spending levels. This presentation often manifests itself in annual debates over “hidden cuts” and what has been “baselined” in the Financial Plan. This manner of presenting the budget makes it difficult to understand the consequences for agency programs of budgetary decisions.

Finally, it is virtually impossible to link spending decisions to program results. Although at one time the city was a trailblazer in performance reporting, the lack of linkage between performance data reported in the Mayor's Management Report and elsewhere, and clear spending information, makes it difficult for citizens, elected officials, and even agency managers to know what they are getting for their money and to evaluate alternatives. Our programmatic budget presentations integrate existing performance data from the Mayor's Management Report, Capstat, and other sources produced by the Mayor's office alongside spending figures, to provide a unified presentation of both spending and performance.

Our goal in preparing these budget reviews has been to hew as closely as possible to how the agencies themselves present their organization, programs, and services, on their official Web sites and other sources, including using the agencies' own language to describe programs in most cases. While we have sought, and in most cases received, considerable input from agencies in the preparation of the program budget reviews, our presentations are not necessarily how the Mayor's budget office or the agencies themselves would present their budgets, were they to do so in programmatic terms. Nonetheless, we think that our presentations can be instructive and point the way toward how to improve understanding of the city's budget in a way that enhances public participation in the budget process.

IBO will periodically update our program budgets. We will continue to separately issue our analysis of the Preliminary Budget, including of selected agency budgets, as we have every year as required by City Charter section 246.

We welcome your comments or questions, which you may direct to IBO at (212) 442-0632, or by e-mail to ibo@ibo.nyc.ny.us.

Department for the Aging

MISSION

The mission of the Department for the Aging is “to work for the empowerment, independence, dignity and quality of life of New York City's diverse older adults and for the support of their families through advocacy, education and the coordination and delivery of services”.

AGENCY DESCRIPTION

DFTA supports a wide range of senior services, both directly and through contracts with community-based organizations, including 328 senior centers. The services provided include case management, home care, respite services for caregivers, meals, legal counseling, health promotion services, home energy and weatherization assistance, employment opportunities, and transportation. Seniors can access most of these services including meals through DFTA-contracted senior centers.

FIVE-YEAR EXPENDITURE TRENDS BY PROGRAM AREA

| Department for the Aging | | | | | |
|---|----------------|----------------|----------------|----------------|----------------|
| <i>Dollars in millions</i> | 2003 | 2004 | 2005 | 2006 | 2007 |
| | Actual | Actual | Actual | January | Preliminary |
| | Expenses | Expenses | Expenses | Plan | Budget |
| Spending by Program Area | | | | | |
| Meals | \$73.6 | \$74.1 | \$72.3 | \$83.9 | \$58.8 |
| Social Services and Transportation | 56.5 | 57.3 | 41.6 | 54.1 | 60.8 |
| Home Care | 24.2 | 26.9 | 23.4 | 23.9 | 26.1 |
| Case Management | 13.0 | 13.1 | 13.4 | 15.9 | 11.9 |
| Central Insurance and Equipment Purchases | 13.0 | 14.0 | 19.9 | 14.8 | 17.9 |
| Employment Opportunities and Services | 5.6 | 5.8 | 6.1 | 6.7 | 5.9 |
| Family Caregiver Program | 1.4 | 1.6 | 4.8 | 4.2 | 4.2 |
| Health Information, Safety, and Other Services | 3.2 | 1.5 | 1.7 | 3.5 | 0.4 |
| General Information and Referral Services | 3.5 | 3.3 | 3.5 | 1.2 | 1.2 |
| Home Energy and Weatherization Assistance | 1.4 | 1.2 | 1.5 | 1.2 | 0.7 |
| General Administration and Other Expenses | 34.1 | 29.9 | 43.0 | 54.7 | 38.2 |
| Unallocated Financial Plan Changes | N/A | N/A | N/A | (0.3) | (0.3) |
| TOTAL | \$229.5 | \$228.6 | \$231.2 | \$263.8 | \$225.8 |
| Spending by Object | | | | | |
| Personal Services | \$22.8 | \$22.8 | \$24.1 | \$17.4 | \$16.6 |
| Other Than Personal Services | 206.7 | 205.8 | 207.1 | 246.3 | 209.2 |
| Full-time Personnel* | 376 | 391 | 376 | 382 | N/A |
| Capital Commitments | \$5.0 | \$2.1 | \$4.9 | \$39.0 | \$5.5 |
| SOURCES: IBO; Comptroller's Annual Financial Report; Monthly Transaction Analysis Report; and January 2006 Capital Commitment Plan. | | | | | |
| NOTES *Full-time personnel: Actual as of June 30 for 2002 through 2005; as of November 30 for 2006. | | | | | |

NOTE: For Department for the Aging most spending is for contractual services. Department staff may support several programs and/or carry out multiple functions, and cannot be assigned to specific programs. We therefore show fulltime positions only at the agency-wide level.

Department for the Aging

PROGRAM CHART

| Program Area | Programs |
|---|--|
| Meals | |
| Social Services and Transportation | |
| Home Care | |
| Case Management | |
| Central Insurance and Equipment Purchases | |
| Employment Opportunities and Services | Senior Community Service Employment Program (SCSEP) Foster Grandparent Program |
| Family Caregiver Program | |
| Health Information, Safety, and Other Services | |
| General Information and Referral Services | |
| Home Energy and Weatherization Assistance | |

Department for the Aging
Meals

PROGRAM AREA: MEALS

Seniors can obtain free breakfast and lunch meals at any of the department’s 328 senior centers. Senior centers are community-based facilities where older New Yorkers can access a wide range of services including meals, educational and recreational activities, and social services. The centers are located throughout the five boroughs and are open five days a week, except holidays. In addition, home delivered meals are provided during the week to eligible seniors. (Note this program area does not include agency spending on food shopping assistance and nutrition counseling. Nor does it include funding for City Meals on Wheels [CMOW]—a separate nonprofit organization which provides a home-delivered meal on the weekend and holidays. In 2006 the department set aside \$1.5 million for CMOW weekend and holiday meals.)

| Meals <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|---|----------------------------|-------------------------|-------------------------------|
| Spending | \$72,262 | \$83,909 | \$58,820 |
| Personal services | 0 | 0 | 0 |
| Other than personal services | 72,262 | 83,909 | 58,820 |

SOURCE: IBO.

Performance Results:

| Meals Performance Statistics | Type of Indicator | 2002 | 2003 | 2004 | 2005 |
|---|-------------------|--------|--------|--------|--------|
| Congregate lunch meals (daily) | Output | 29,354 | 28,856 | 28,010 | 28,655 |
| Home delivered meals (daily) | Output | 14,485 | 14,588 | 14,722 | 14,635 |

SOURCE: Mayor’s Management Report.

PROGRAM AREA: SOCIAL SERVICES AND TRANSPORTATION

DFTA-funded senior centers provide a wide range of social services which consist of scheduled and organized activities that provide seniors the opportunity to develop interests, skills and creativity, to interact socially, and to engage in health-related activities such as physical exercise and education. In addition, vans operated by senior centers provide individual and group transportation to frail elderly who are unable to utilize subways or buses. The vans help transport individuals to a variety of locations including senior centers, social service agencies, and to medical and other essential appointments.

| Social Services and Transportation <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|--|----------------------------|-------------------------|-------------------------------|
| Spending | \$41,638 | \$54,107 | \$60,844 |
| Personal services | 0 | 0 | 0 |
| Other than personal services | 41,638 | 54,107 | 60,844 |
| SOURCE: IBO. | | | |

Performance Results:

| Social Services and Transportation Performance Statistics | Type of Indicator | 2002 | 2003 | 2004 | 2005 |
|--|-------------------|---------|---------|---------|------|
| Number of one-way rides provided per person by senior center vans | Output | 747,497 | 748,901 | 766,419 | n.a. |
| SOURCE: Department For The Aging. | | | | | |

Department for the Aging
Home Care

PROGRAM AREA: HOME CARE

DFTA provides home care services to eligible frail elderly to allow them to safely remain in their homes. The home care services which include assistance with daily chores and personal care are provided to seniors who are not eligible for Medicaid and who require non-medical in-home assistance. According to the Message of the Mayor (released May 2005), the department provides home care services to 4,822 elderly residents through contracts with 37 community-based organizations. The department also participates in the Work Experience Program (WEP) administered by the city's Human Resources Administration. WEP is a citywide workfare program that provides public assistance recipients with work assignments in exchange for their benefits. DFTA's WEP workers provide home care services to the elderly in exchange for their welfare grant.

| Home Care <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|---|----------------------------|-------------------------|-------------------------------|
| Spending | \$23,439 | \$23,904 | \$26,304 |
| Personal services | 293 | 172 | 172 |
| Other than personal services | 23,146 | 23,732 | 26,132 |

SOURCE: IBO.

Performance Results:

| Home Care <i>Performance Statistics</i> | Type of Indicator | 2002 | 2003 | 2004 | 2005 |
|--|-------------------|-----------|-----------|-----------|-----------|
| Hours of home care provided | Output | 1,525,100 | 1,550,500 | 1,577,600 | 1,550,600 |
| Number of DFTA WEP participants | Output | 310 | 563 | 404 | 459 |

SOURCE: Mayor's Management Report.

Department for the Aging
Case Management

PROGRAM AREA: CASE MANAGEMENT

DFTA contracts with case management agencies to provide homebound seniors access to a broad range of support services. Case management involves identifying the needs and strengths of older persons with functional impairments, planning with these clients on how to meet their needs, and arranging and coordinating services and resources on their behalf. The goal of case management is to help clients maintain their independence to the extent possible and improve their current quality of life.

| Case Management <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|---|----------------------------|-------------------------|-------------------------------|
| Spending | \$13,388 | \$15,853 | \$11,853 |
| Personal services | 0. | 0 | 0 |
| Other than personal services | 13,388 | 15853 | 11853 |

SOURCE: IBO.

Performance Results: No reported performance statistics.

Department for the Aging
 Central Insurance and Equipment Purchases

PROGRAM AREA: CENTRAL INSURANCE AND EQUIPMENT PURCHASES

Non-profit organizations that contract with several city agencies including DFTA are eligible to participate in the city's Central Insurance Program (CIP) which provides comprehensive general liability, worker's compensation, disability and a host of employee benefit programs for the contract agencies' personnel. DFTA also provides funding for equipment purchases for senior centers.

| Central Insurance and Equipment Purchases <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|---|----------------------------|-------------------------|-------------------------------|
| Spending | \$19,950 | \$14,809 | \$17,856 |
| Personal services | 0 | 0 | 0 |
| Other than personal services | 19,950 | 14,809 | 17,856 |
| SOURCE: IBO. | | | |

Performance Results: No reported performance statistics.

Department for the Aging
 Employment Opportunities and Services

PROGRAM AREA: EMPLOYMENT OPPORTUNITIES AND SERVICES

DFTA offers older New Yorkers a variety of unique opportunities to be more productive, enhance community life and share skills and experience with others. The department offers several employment programs including the Senior Community Services Employment Program (SCSEP) and the Foster Grandparent Program which are described in more detail below. In addition, the department provides older workers training in office technology, customer service, and the food and restaurant industry through several public-private initiatives.

| Employment Opportunities and Services <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|---|----------------------------|-------------------------|-------------------------------|
| Spending | \$6,087 | \$6,678 | \$5,933 |
| Personal services | 5,026 | 5,524 | 4,906 |
| Other than personal services | 1,061 | 1,154 | 1,027 |
| Programs | | | |
| Senior Community Services Employment Program (SCSEP) | \$4,552 | \$5,009 | \$5,009 |
| Foster Grandparent Program | 1,535 | 1,669 | 924 |
| SOURCE: IBO. | | | |

Performance Results: No reported performance statistics.

Department for the Aging
 Employment Opportunities and Services

Senior Community Services Employment Program (SCSEP)

DFTA supports the federal Senior Community Service Employment Program (SCSEP) which offers temporary, part-time training opportunities in such settings as nonprofit businesses or government agencies. Each SCSEP participant receives training for upgrading job-seeking skills, job counseling and other supportive services, and job placement assistance to enable them to find permanent employment.

| Senior Community Services Employment Program (SCSEP) <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|--|----------------------------|-------------------------|-------------------------------|
| Spending | \$4,552 | \$5,009 | \$5,009 |
| PS | 3,669 | 4,041 | 4,041 |
| OTPS | 883 | 968 | 968 |

SOURCE: IBO.

Performance Results:

| Senior Community Services Employment Program (SCSEP) Performance Statistics | Type of Indicator | 2002 | 2003 | 2004 | 2005 |
|--|-------------------|------|------|------|------|
| SCSEP Enrollees | Output | n.a. | n.a. | 679 | 665 |
| SCSEP Applicants trained | Output | 227 | 465 | 287 | 216 |
| SCSEP Applicants placed in unsubsidized employment | Output | 197 | 234 | 207 | 194 |

SOURCE: Mayor's Management Report.

Foster Grandparent Program

DFTA's Foster Grandparent Program is a volunteer program that offers seniors age 60 and older a paid non-taxable stipend to serve as mentors, tutors and caregivers for children and youth with special needs. Foster Grandparents serve 20 hours per week in community-based organizations such as elementary schools, hospitals, day care programs, after-school programs, and Head Start programs. Besides the stipend, Foster Grandparents are reimbursed for transportation costs and receive a daily meal during service, an annual physical examination, and accident and liability insurance while on duty.

| Foster Grandparent Program <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|--|----------------------------|-------------------------|-------------------------------|
| Spending | \$1,535 | \$1,669 | \$924 |
| PS | 1,357 | 1,483 | 865 |
| OTPS | 178 | 186 | 59 |
| SOURCE: IBO. | | | |

Performance Results: No reported performance statistics.

Department for the Aging
Family Caregiver Program

PROGRAM AREA: FAMILY CAREGIVER PROGRAM

DFTA supports the National Family Caregiver Support Program, authorized by the Older Americans Act of 2000. Through NFCSP, individuals who provide informal care and support to older individuals and grandparents who care for children under age 18 receive assistance including: respite, individual counseling, training, support groups and information.

| Family Caregiver Program <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|--|----------------------------|-------------------------|-------------------------------|
| Spending | \$4,826 | \$4,188 | \$4,188 |
| Personal Services | 259 | 0 | 0 |
| Other than personal services | 4,567 | 4,188 | 4,188 |

SOURCE: IBO.

Performance Results:

| Family Caregiver Program <i>Performance Statistics</i> | Type of Indicator | 2002 | 2003 | 2004 | 2005 |
|---|-------------------|-------|-------|-------|-------|
| Caregivers who received services in-house through DFTA | Output | 2,405 | 2,346 | 3,553 | 4,271 |
| Caregivers who received services through DFTA contracted providers | Output | n.a | n.a | n.a | 7,398 |

SOURCE: Mayor's Management Report.

Department for the Aging

Health Information, Safety, and Other Related Services

PROGRAM AREA: HEALTH INFORMATION, SAFETY, AND OTHER SERVICES

DFTA, directly and through a network of community-based organizations, sponsors activities that promote healthy lifestyles and personal safety, educates individuals about available health resources and provides counseling and supportive services to elderly victims of abuse. The department supports the Health Insurance Information and Counseling Assistance Program (HIICAP), which offers free assistance to people with questions on health benefits and programs, supplementary health insurance and long term care insurance. The city received additional federal and state aid in 2006 to assist seniors with the changes to Medicare Part D prescription drug benefits. The department also receives state funding for a long term care ombudsman, an advocate who resolves issues with long term care facilities on behalf of residents and their families and makes referrals in cases of abuse and neglect. The department sponsors elder abuse prevention activities and crime prevention workshops and provides counseling and support services for victims.

| Health Information, Safety, and Other Services <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|--|----------------------------|-------------------------|-------------------------------|
| Spending | \$1,696 | \$3,477 | \$362 |
| Personal services | 763 | 436 | 362 |
| Other than personal services | 933 | 3,041 | 0 |
| SOURCE: IBO. | | | |

Performance Results:

| Health Information, Safety, and Other Services <i>Performance Statistics</i> | Type of Indicator | 2002 | 2003 | 2004 | 2005 |
|---|-------------------|------|------|--------|--------|
| Hours of direct service provided to elder abuse victims | Output | n.a. | n.a. | 16,239 | 20,013 |
| SOURCE: Mayor's Management Report. | | | | | |

PROGRAM AREA: GENERAL INFORMATION AND REFERRAL SERVICES

DFTA helps older New Yorkers access existing resources and educates the general public about benefits and entitlements available to the elderly and their families. In fiscal year 2002 the department automated the UNIFORM Benefits Assessment System which screens seniors for a range of city, state and federal entitlements and benefits and produces completed applications allowing individuals to access multiple benefits through a single interview process. Benefit eligibility screenings are provided at the agency, senior center sites, in the offices of some elected officials and on the web through QuickCheck. One of the benefits that the department screens for is SCRIE, a rental assistance program for income eligible seniors, 62 years or older, living in rent regulated apartments in New York City. The department also disseminates information about senior supports and benefits through outreach presentations held at public events such as health fairs. (Note this program area does not include extended service contracts which provide information and referral services in local community-based programs. In 2006, the department set aside \$1.7 million for extended service programs.)

| General Information and Referral Services <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|---|----------------------------|-------------------------|-------------------------------|
| Spending | \$3,504 | \$1,185 | \$1,157 |
| Personal services | 3,504 | 1,185 | 1,157 |
| Other than personal services | 0 | 0 | 0 |
| SOURCE: IBO. | | | |

Performance Results:

| General Information and Referral Services <i>Performance Statistics</i> | Type of Indicator | 2002 | 2003 | 2004 | 2005 |
|--|-------------------|-------|-------|-------|-------|
| Number of screenings provided through the UNIFORM Benefits Assessment System | Output | 1,040 | 4,288 | 3,227 | 1,895 |
| Number of public outreach presentations conducted | Output | n.a. | n.a. | n.a. | 206 |
| New applications received for the SCRIE Program | Demand | 6,449 | 6,789 | 7,447 | 8,100 |
| Average processing time for SCRIE applications (days) | Output | 34 | 32 | 37 | 18 |
| SOURCE: Mayor's Management Report. | | | | | |

Department for the Aging
Home Energy and Weatherization Assistance

PROGRAM AREA: HOME ENERGY AND WEATHERIZATION ASSISTANCE

DFTA helps eligible seniors apply for home energy and weatherization assistance. The Home Energy Assistance Program (HEAP) provides financial help with fuel and utilities to income eligible homeowners and renters. The Weatherization Referral and Packaging Program (WRAP) provides home weatherization and energy-related services to eligible older New Yorkers so that they can keep their homes warm in the winter and comfortable all year round.

| Home Energy and Weatherization Assistance <i>Dollars in thousands</i> | 2005 Actual Expenses | 2006 January Plan | 2007 Preliminary Budget |
|---|----------------------------|-------------------------|-------------------------------|
| Spending | \$1,519 | \$1,180 | \$671 |
| Personal services | 446 | 191 | 157 |
| Other than personal services | 1073 | 989 | 514 |
| SOURCE: IBO. | | | |

Performance Results: No reported performance statistics.

Department for the Aging
Capital

CAPITAL

| Department for the Aging Capital Program | | | | | | |
|---|--------------------|--------------|--------------------|--------------|-----------------------|---------------|
| <i>Dollars in millions</i> | 2004 Actual | | 2005 Actual | | 2006-2009 Plan | |
| Ten Year Plan Category | City | Total | City | Total | City | Total |
| Electronic Data Processing | n.a. | n.a. | n.a. | n.a. | \$8.4 | \$8.4 |
| Building Reconstruction | n.a. | n.a. | n.a. | n.a. | 8.9 | 8.9 |
| All Other, Net | 2.1 | 2.1 | 4.9 | 4.9 | n.a. | n.a. |
| TOTAL | \$2.1 | \$2.1 | \$4.9 | \$4.9 | \$17.3 | \$17.3 |
| SOURCES: IBO; Monthly Transaction Analysis reports for 2004 and 2005; and Ten-Year Capital Strategy, Fiscal Years 2006-2015, released May 2005. | | | | | | |