



MEMORANDUM

TO: Aging and Adult Services Commission Finance Committee
 THROUGH: Shireen McSpadden, DAAS Executive Director
 FROM: Daniel Kaplan, Deputy Director of Administration,
 Human Services Agency (HSA)
 DATE: January 30, 2019
 SUBJECT: Department of Aging and Adult Services Budget
 for FY 2019-20 & FY 2020-21

While the City’s budget projections show a strong economy, slowing revenue growth and increasing expenditures are resulting in a citywide deficit of \$107.4 million for FY 19-20 and \$163.4 million (cumulative) for FY 20-21. The Mayor’s Office has asked for all City departments to reduce their General Fund budgets by 2% in each budget year. For the Human Services Agency, this results in an ongoing budget reduction target in each fiscal year:

	FY 2019-20 (2.0% GF)	FY2020-21 (4.0% GF)
Ongoing Reduction	765,376	1,530,752

Due to the uncertainty of labor negotiations and City revenues on the projected deficit, departments are also required to provide contingency proposals that reduce General Fund support by 1% in FY 19-20, and an additional 1% in FY 20-21. Furthermore, because employee costs are the largest driver of deficits, the Mayor’s Office has asked that departments not grow their overall staffing levels.

HSA Budget Strategies

HSA is using the following principles in building its proposed budget:

- Maintain client services
- Maximize revenue opportunities within existing programs
- Look for ways to repurpose existing position vacancies and funds to meet new needs

HSA will seek to leverage State and Federal revenues to meet budget reduction targets in the coming year. We continue to work through state organizations, including the County Welfare Directors’ Association (CWDA) to support improvement of administrative funding in major program areas.

DAAS Program Highlights and Initiatives:

Direct Services Division

In-Home Supportive Services (IHSS)

Changes to the IHSS Maintenance of Effort (MOE) that took effect in FY 17-18 continue to impact the cost of the IHSS program for the City. Under the revised MOE, the City's share of costs can increase due to (1) wage increases for IHSS providers, (2) increased hourly costs for services provided through the IHSS contract with HomeBridge, and (3) increases in administrative expenditures. In FY 18-19, the City's MOE payment will increase as a result of the increase in the City's minimum wage to \$15 per hour, as well as increases in the hourly rate paid for contract mode services provided by Homebridge.

In addition to the increase in the minimum wage, the Board of Supervisors passed a Minimum Compensation Ordinance (MCO) in October 2018 that sets wages for IHSS workers at above the City's minimum wage. Wages for IHSS workers will increase to \$16.00 per hour on February 1, 2019, \$16.50 on July 1, 2019, \$17.50 on July 1, 2020, \$18.00 on July 1, 2021, and \$18.75 on July 1, 2022, followed by cost of living increases in line with the Consumer Price Index. HSA estimates that these increases will add \$6.2 million to the IHSS MOE in FY 18-19, and additional \$7.3 million in FY 19-20. The cost of these increases will grow over time with the mandated rate of inflation, and further increases in the subsequent years will add more costs. The Mayor's Budget Office has included over \$100 million in cost growth attributed to the MCO in their five-year budget projections.

The Governor's proposed budget for FY 19-20, which was released this month, includes changes to the structure of the IHSS MOE that will reduce counties' share of the IHSS costs if enacted. These changes include a reduction in the mandated inflation rate from 7% to 4% beginning in FY 20-21 as well as an overall reduction of the base amount effective FY19-20. These changes, if enacted, will substantially improve the financial picture for the program.

DAAS strives to provide IHSS recipients with a range of service options in order to meet their diverse needs. Although the majority of IHSS recipients in San Francisco receive care from a friend or family member, many others struggle to hire a provider, or are unable to manage their own care due to dementia or mental illness. In response to these needs, the IHSS program has worked in collaboration with the San Francisco Public Authority and Homebridge to establish the SF IHSS Continuum of Choice and Support (Continuum). The Continuum offers progressive levels of assistance to IHSS recipients to aid them in receiving and thriving in IHSS services.

A notable new service that is an integral part of this Continuum is the Independent Provider Plus Mentorship Program. Operated by San Francisco's Public Authority, this innovative program supports IHSS recipients who are not connected to a provider and who struggle to navigate the administrative pieces of hiring an IP and/or the management of their on-going care. IP Plus uses peer mentors to educate and assist IHSS recipients in interviewing, hiring, care planning and timesheet processing. Mentorship engagement is generally six weeks and assumes that after coaching the recipient will be able to manage their on-going care independently.

Homebridge operates San Francisco's Contract Mode IHSS and is a critical service on the Continuum, designed for IHSS recipients who are unable to hire and supervise their own IPs due to mental health issues or cognitive impairment. In order to address the severe recruitment and retention of an adequately sized provider workforce at Homebridge, DAAS funded a tiered wage structure, called STEPS (Skills-Training

and Employment Pathways), bringing the provider wage \$2-\$3 above the minimum wage. STEPS was launched in February of 2018, and early results show a decline in provider turnover and an increase in employee satisfaction. A comprehensive evaluation of the STEPS program will be ready for review in FY 19-20. In addition to STEPS, Homebridge made significant changes to its staffing and scheduling model to increase efficiency and recipient and provider support. The combination of these initiatives along with strengthened referral criteria and process have produced promising results.

Adult Protective Services

In December, CDSS notified San Francisco's APS program that the county's proposal for a Home Safe pilot project was selected through a competitive bid process. Over the next three years, the state will provide the program with \$773,981 to be used towards eviction prevention. San Francisco's Home Safe program consists of a collaboration between the Department of Homelessness and Supportive Housing (HSH), the Community Living Fund, Homebridge and APS. The goal is to provide intensive case management and home care to older people and adults with disabilities that are victims of abuse and/or self-neglect, and are facing eviction. The target population for the pilot will be formerly homeless clients that are living in Supportive Housing sites and who are at risk of eviction due to abuse and/or self-neglect. By removing the threats of eviction and providing critical wraparound services, the collaborative services model intends to effectively prevent approximately 125 vulnerable adults per year from becoming homeless.

Last year, APS successfully launched a High Risk Self-Neglect and Eviction Prevention Unit made up of Licensed Clinical Social Workers with enhanced training to support cases involving high risk self-neglect, hoarding and cluttering conditions, substance abuse, and risk for eviction or loss of housing. The unit has received an average of 28 new cases per month, during the first half of FY1819.

From January through December of 2018, APS received 2,045 reports of suspected financial abuse. In order to provide an effective response to these cases, APS has established a specialized financial abuse team that is working to enhance criminal justice investigations and support prosecutions regarding abuse cases that target vulnerable adults and seniors. The mission of the financial abuse team is to successfully intervene on behalf of clients with complex finances, and who are victims of financial crimes or multiple suspected abusers. The team is composed of 5 APS social workers and 2 supervisors who receive ongoing advanced training on financial abuse from SFPD's Special Victims Unit, the District Attorney's Office, and civil attorneys. The team members work closely with inspectors from SFPD's Special Victims Unit, meeting weekly to collaborate on cases. Since January 2018, the team has received 52 cases, and prevented victims from losing an estimated \$1.1 million to criminals and abusers.

Public Conservator

The Office of the Public Conservator (PC) is working closely with San Francisco's Mayor's Office and the Department of Public Health to prepare for the possible implementation of a new Housing Conservatorship program. This past June, SB1045 was signed into state law allowing San Francisco, Los Angeles, and San Diego counties to pilot a new conservatorship program over the next five years, pending local board approval. The Housing Conservatorship program aims to help people who are unable to care for themselves due to a combination of serious mental illness and substance use disorder. Individuals that are served through this new program will receive wraparound supportive services. Additionally, the Housing Conservatorship program will ultimately provide a connection to permanent supportive housing in San Francisco.

The Office of the Public Conservator continues to work to expand its existing Community Independence Participation Project (CIPP), which provides public conservatorship support for persons who voluntarily

consent to participate in a collaborative court model and can safely reside in the community. In total, the CIPP has served 52 clients since inception in 2011; 8 clients are currently active in the program.

Legal representation for the Office of the Public Conservator was moved from the District Attorney's Office to the City Attorney's Office as of January 1, 2019. This change was initiated by a local city ordinance that was sponsored by Mayor Breed when she was President of the Board of Supervisors. The District Attorney's Office will continue to manage a very small percentage of conservatorship cases that involve serious criminal justice charges. This transition has been completed in a smooth and collaborative manner with no disruption to services.

Public Guardian

Over the next year, the Office of the Public Guardian will be collaborating with UC Hastings' Medical-Legal Partnership to carry out a series of educational seminars related to conservatorship. Through a partnership with UCSF's Optimizing Aging Collaborative, DAAS identified that medical providers lack accurate information about the role of probate conservatorships and referral pathways. Through targeted training to medical professionals and their partners, the Office of the Public Guardian intends to improve collaboration with San Francisco's network of hospitals and clinics, as well as increase appropriate referrals to the office.

Community Services Division

Dignity Fund

The current fiscal year—FY 18-19—is the second year under the Dignity Fund charter amendment. This year, DAAS received \$3 million in new funding for services that support older adults and people with disabilities to live in the community. Working with the Dignity Fund Oversight and Advisory Committee, DAAS developed an allocation plan to expand existing services and issued five Requests for Proposals for new programming. The new programs include Intergenerational Programming (\$300k), Peer Ambassadors (\$100k), Volunteer Visitor Program (\$100k), Workforce Support (\$225k), and consultant support to complete an Evaluation of Case Management Systems and Needs (\$150k). The allocation plan also included some budget modifications to expand existing services, including Home-Delivered Meals—specifically to Adults with Disabilities—Mitigating Social Isolation, Caregiver Respite, and training for community-partner staff in working with clients with complex needs.

The comprehensive Dignity Fund Community Needs Assessment (DFCNA) identified in the legislation was completed in the previous fiscal year. The Service and Allocation Plan (SAP) is being developed in the current fiscal year for the initial four-year funding cycle, as outlined in the legislation. The DFCNA is used to inform service allocation for the four-year period beginning with FY 19-20. The FY 19-20 budget will include an additional \$3 million in new Dignity Fund appropriation.

Office on Aging (OOA)

In FY 18-19, OOA received \$2.8 million in enhancements and addbacks from the Mayor and Board of Supervisors. The largest beneficiary of this funding was Nutrition programs, with the biggest funding allocations focused on supporting and expanding Home-Delivered Grocery (\$683k) and Home-Delivered Meal (\$400k) programs. Funding will also support a new collaboration between Office on the Aging, community-based organizations, and HSA's JobsNow! program to increase employment opportunities for older adults and adults with disabilities (\$350k). OOA is currently preparing to put out Requests for Proposals for Legal Services for Older Adults, Ombudsman services, and Suicide Prevention and Emotional Support services in the current year for contracts starting in FY 19-20.

In FY 17-18, Office on the Aging-funded programs provided services to over 35,000 unduplicated consumers. OOA Nutrition programs provided over 2.2 million home-delivered meals and almost 1 million congregate meals. In FY 18-19, OOA projects to meet or exceed prior year service levels.

County Veterans Service Office

The County Veterans Service Office (CVSO) assists veterans and their dependents to obtain U. S. Department of Veterans Affairs' benefits and entitlements. CVSO represents veterans, their dependents and survivors during the benefits claims process. In FY 17-18, CVSO served about 3,000 unduplicated individuals. During that year, CVSO veterans were awarded \$1.8 million in retroactive benefits and approved for ongoing benefits totaling \$188,000 per month (average monthly benefit: \$515).

Long-Term Care Operations

In FY 18-19, Long-Term Care Operations (LTCO) continued to support a portfolio of long-term care programs and initiatives that assist with transitions from institutional care and support to home- and community-based services to help individuals age in place. The Community Living Fund (CLF) program, administered by Institute on Aging (IOA), continues to positively impact institution-to-community transitions for 92% of clients, with one or fewer unplanned acute hospital admissions within the last six-month reporting period (January—June 2018). The CLF program provides intensive case management and tangible goods and services to provide wrap-around services for vulnerable clients.

Support at Home (S@H) is a home-care voucher pilot program, which subsidizes home-care costs for older adults and adults with disabilities who have both financial and functional needs for home care, but are unable to fully afford private-pay home care and are ineligible for other subsidized home-care programs (e.g., In-Home Supportive Services, the Community Living Fund). The University of California-San Francisco's Institute of Health Policy Studies is conducting the S@H program evaluation, including program impact, outcomes, and cost-benefit analyses for both the study group and a comparison group. Additionally, the Year One Report for the S@H program shows some preliminary trends in the reduction of client stress, falls, emergency-room visits, and hospitalizations.

Age- and Disability-Friendly San Francisco Task Force

Beginning in 2017, the Age- and Disability-Friendly Task Force (ADFSF) met for one year to assess local assets and gaps that impact the ability of older adults and people with disabilities and, based on those results, developed an Action Plan which included tangible recommendations that would improve the accessibility and inclusivity for older adults and people with disabilities in San Francisco. The 24 recommendations range from policy, programmatic, and infrastructure initiatives to training, advocacy, and outreach efforts, and are organized by eight domains, specifically: transportation, communication, information and technology; housing; community and health services; engagement and inclusion; resiliency and emergency preparedness; employment and economic security; and outdoor spaces and public buildings.

A new team, the ADFSF Workgroup, was convened in January 2018 as the oversight body tasked with guiding the implementation of the Action Plan over the next three years (2018-2020). Co-chaired by the Director of the Mayor's Office on Disability and the Executive Director of the IHSS Public Authority, and staffed by DAAS, the ADFSF Workgroup consists of consumers and representatives from City departments, community-based organizations, academia, and business. During 2018, 12 of 24 recommendations were initiated and/or completed, each with a variety of partners and stakeholders reflective of specific project goals and deliverables.

Next Steps

At the next meeting of the Department of Aging and Adult Services Commission, we will present you with a full proposal of the DAAS budget for FY 2019-20 and FY 2020-21, for review and final approval.