



MEMORANDUM

TO: Department of Disability and Aging Services (DAS)
Finance Committee

THROUGH: Shireen McSpadden, DAS Executive Director

FROM: Daniel Kaplan, Deputy Director of Administration,
Human Services Agency (HSA)

DATE: January 15, 2020

SUBJECT: Disability and Aging Services Budget
for FY 2020-21 & FY 2021-22

As they have the past few years, the City’s budget projections show a strong economy, but slowing revenue growth and increasing expenditures. These factors result in a citywide deficit of \$195.4 million for FY 2020-21 and \$224.1 million (cumulative) for FY 2021-22. The Mayor’s Office has asked for all City departments to reduce their discretionary General Fund budgets by 3.5% in each budget year. For the Human Services Agency (HSA), this results in an ongoing, budget reduction target in each fiscal year:

	FY 2020-21 (3.5% GF)	FY 2021-22 (7% GF)
Ongoing Reduction	\$2,200,219	\$4,400,439

Furthermore, because employee costs are the largest driver of deficits, the Mayor’s Office has asked that departments not grow their overall staffing levels. To the extent the financial picture improves, or one-time revenues become available, the Mayor has made clear she will target new investments towards homelessness, mental health and clean streets.

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. With the State economy’s strength, HSA anticipates modest revenue growth in its State allocations.

DAS Program Highlights:

As DAS prepares its budget submission, it is looking at community needs and key organizational issues across the department. Below are highlights of those current year developments and accomplishments that will shape the budget-planning process.

Direct Services Division

In-Home Supportive Services

The FY 19-20 State Budget included changes to the In-Home Supportive Services (IHSS) Maintenance of Effort (MOE) that improved the outlook for the City's MOE obligation relative to prior projections. These changes put the MOE on a more sustainable path for counties going forward, reducing uncertainty. No further changes are anticipated in the coming years. However, the costs to the City of the program continue to grow due to required inflation on the MOE, wage increases for IHSS providers, and increases in the hourly rate paid for contract mode services. Under the City's Minimum Compensation Ordinance and the agreement with the IHSS Independent Providers' (IPs') union, wages for IHSS workers increased to \$16.00 per hour on February 1, 2019, \$16.50 on July 1, 2019, and will continue to rise to \$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. In total, the City's MOE is projected to grow by \$15.9 M to \$135.7 M in FY 19-20, and then by another \$10.9 M in FY 20-21, and \$9.1 M in FY 21-22, to a total of \$167.1 M in FY 21-22.

Internally, the IHSS division embarked on several large projects to enhance services to IHSS recipients and providers this year. On the provider side, in partnership with the HSA's Innovation and IT teams, IHSS participated in a Lean-inspired, process-improvement activity to improve services to IHSS IPs in the call center and lobby. The most significant change was moving the lobby services to the 2 Gough Benefits and Resource Hub (BRH). This shift meant IHSS could better accommodate the 100-200 IP visitors per day with a larger lobby as well as private meeting rooms that enabled IHSS to engage them in other services offered by DAS. IHSS also improved communication with IPs by adding back a live-person option in the call center, and by using data to improve phone staffing to strive for lower wait times. IHSS is also currently working on implementing a texting platform that will allow for more proactive communication to IPs. Lastly, per agreement with SEIU 2015, the union for IPs, the division modified the IP Provider Orientation process to a group format, now held in the remodeled space located at 77 Otis. In this new format, presentations from the Public Authority, the union, and Homebridge have been integrated into the training process. Furthermore, IHSS now has the Public Authority providing on-the-spot LiveScan fingerprinting to IPs for a low cost.

On the recipient side, IHSS partnered with HSA's SF Benefits Net to outreach and enroll newly-eligible SSI recipients into CalFresh. Using our existing Food Security screening mobile app, we simplified screening and added a question about CalFresh enrollment interest. We screened 4,164 IHSS recipients for food insecurity in the first quarter of FY 19-20. Of these recipients, 702 screened positive for food insecurity. Of those that screened positive, 473 expressed interest in CalFresh, and 241 have now been enrolled in CalFresh. IHSS will continue to do the screening through June 2020 to ensure all active IHSS recipients have been reached. Going forward, all new IHSS applicants will be asked about CalFresh enrollment at the time of application.

Lastly, IHSS has pushed to enroll all IHSS recipients and providers into electronic timesheets. Per new federal Medicaid rules, all recipients and providers of personal-care services must capture and approve time worked through an electronic visit verification system. IHSS is using State funds provided for this effort to

employ a project team hired through the Public Authority and Homebridge to provide hands-on training to the IHSS population. This effort is further augmented by our social workers and Independent Provider Assistance Center staff who are helping to enroll and direct recipients and providers to daily trainings happening throughout the City. As of December 2019, IHSS has enrolled more than 60% of the over 45,000 IHSS recipients and providers into the electronic timesheet system and intends to achieve 100% enrollment by June 2020.

Adult Protective Services

In July 2019, the Adult Protective Services (APS) division launched the two-year Home Safe pilot program in collaboration with the Department of Homelessness and Supportive Housing (HSH) and the Institute on Aging. The goal of this program is to support the safety and housing stability of low-income older adults and adults with disabilities who are at imminent risk of homelessness due to self-neglect. Drawing on lessons from APS's earlier High-Risk Self-Neglect and Eviction Prevention pilot, Home Safe provides clients with intensive case management, financial and legal assistance, referral to other social and housing services—and in some cases, assisted living facility placement—to help keep them housed safely in the community. Leveraging \$773,981 in State grant funding and \$1.1 M in local funding approved by the Mayor's Office, APS anticipates that Home Safe will serve approximately 120 vulnerable adults over the two-year pilot period.

In August, APS successfully completed a six-month pilot on the Identification, Services, and Outcomes (ISO) Matrix to study outcomes in Adult Protective Services work. The program carried out this initiative in partnership with both UCSF and Purdue University, through a federal grant from the Administration for Community Living. The ISO Matrix is a decision-support system that provides comprehensive, standardized procedures for APS to *Identify* (I) the types and severity of abuse; to estimate the types and amounts of *Services* (S) administered; and to measure the *Outcomes* (O) or effectiveness of the services provided. The tool allows for the evaluation of APS services, which can promote the development of best practices, and will lead to better quality of services and improved client outcomes. APS formally implemented the ISO Matrix tool in September, and it remains in use.

In October, APS began a new pilot to help participating financial institutions coordinate efforts to protect mutual clients from financial exploitation. With funding from the US Department of Justice, the Securities Industry Financial Markets Association (SIFMA), National Adult Protective Services Association (NAPSA), the University of Texas (as the project evaluator), Eversafe and Brookdale, APS collaborated to create a portal to standardize and enhance reporting and investigation of financial exploitation of older people and adults with disabilities. This pilot is establishing a structure for multidisciplinary collaborative interventions between APS, the State securities board, and financial institutions, with the goal of providing vulnerable adults with more timely interventions to identify and mitigate loss that results from financial exploitation. A key benefit is that APS will be able to request a digital forensic analysis to detect signs and/or patterns of financial exploitation. In 2019, San Francisco's APS Financial Abuse Team worked 108 cases, compared to 52 during 2018. The team is composed of five APS social workers and two 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.

Public Conservator

The Office of the Public Conservator (PC) is working closely with the Department of Public Health (DPH) to expedite the implementation of the new Housing Conservatorship program. This pilot program aims to help people who are unable to provide for their own health and well-being due to a combination of serious mental illness and substance use disorder. Individuals will receive wraparound services and permanent

supportive housing that is appropriate to meet their care needs. The appointed members of the Housing Conservatorship Working Group have already met several times to advise the respective departments on the evaluation of the program. It is anticipated that full implementation of the program will occur within the first three months of the calendar year.

In preparation for this new initiative, the Office of the Public Conservator has formed a specialized unit of clinicians with smaller caseloads, allowing them to work on a more intensive basis with clients. This unit will assist individuals under conservatorship who are living in community-based settings, as opposed to licensed-care facilities, through either the Housing Conservatorship program or the Community Independence Participation Program.

Public Guardian

In FY 19-20, the Office of the Public Guardian leveraged a small amount of funding for housing patches through the Community Living Fund, to assist eligible individuals under probate conservatorship. Eligible individuals are those with major neurocognitive disorders who are also low-income, and/or have depleted their resources, and need financial support to continue residing in the community. Additionally, all other housing options need to have been exhausted, and individuals must not be more appropriate for a higher level of care. While these patches are helpful for a limited number of individuals, the demand for appropriate and affordable housing continues to be high. Due to financial or increased-care issues, individuals are either forced to move out of county, stay marginally-housed until a long term solution is found, or ultimately become hospitalized. In the interim, individuals are waitlisted on the Assisted Living Waiver Program, which funds housing in Residential Care Facilities for the Elderly (RCFEs) for low-income, Medi-Cal-eligible older adults and persons with disabilities.

Community Services Division

Office of Community Partnerships

Fiscal Year 19-20 saw the launch of the Office of Community Partnerships (OCP) within the Department of Disability and Aging Services (DAS). The Office of Community Partnerships is a reorganization of three existing units (Office on Aging, Dignity Fund, and Long-Term Care Operations), placing their 18 staff positions under one organizational structure. These three, formerly separate, units shared a common primary responsibility: contracting with community-based organizations for delivery of services to older adults and adults with disabilities.

Reorganization under one, centralized configuration will facilitate improved coordination and planning among staff in their efforts to develop and deploy programs and services. This change will also foster increased standardization of policies and practices, and in turn improve data collection and technical assistance to the network of funded contractors. Currently, that network consists of over 60 community-based organizations, funded through over 240 unique contracts, to provide a panoply of services to over 38,000 unduplicated clients each year.

The release of the 2018 Dignity Fund Community Needs Assessment (DFCNA) informed development of the Service and Allocation Plan (SAP) for the initial four-year funding cycle of the Dignity Fund, beginning in FY 19-20. The allocations for the current fiscal year, which is year one of the SAP funding cycle, are in the services areas of Case Management and Community Connection and Engagement, so the \$3 million in new funding was primarily allocated this year for these service areas. Working with the Dignity Fund Oversight and Advisory Committee and the frameworks established by the DFCNA and SAP, DAS issued five Requests for Proposals for new programming. These include Care Navigation services, Neighborhood-Initiated Programs and Services, Programming for Transgender Adults, Neighborhood-Based Choirs, and

consultant support to complete an evaluation of Case Management systems and needs citywide. The allocation plan also included some budget modifications to expand or stabilize existing services, including LGBTQ Animal Bonding Services, Digital Literacy (SF Connected), Community Service Centers, and a Taiko drumming program. Funding was also allocated in the current year for the Disability Community Cultural Center, still in development.

The OCP continues to support a portfolio of programs and initiatives that assist with transitions from institutional care and support to home- and community-based services aimed at helping individuals age in place and avoid institutionalization. The Community Living Fund (CLF) program, administered by Institute on Aging, provides intensive case management and tangible goods and services to provide wraparound care and services for vulnerable clients living in the community. CLF continues to positively impact institution-to-community transitions with one or fewer unplanned acute hospital admissions within the last six-month reporting period (January-June 2019) for 91% of clients.

Support at Home, a home-care voucher pilot program subsidizing home-care costs for older people and adults with disabilities, will end June 30, 2020. The program has shown success in improving quality of life for participants and caregivers, as well reductions in client stress, emergency room visits, and hospitalizations. These successes have warranted the department making this an ongoing program beginning in July 2020.

Benefits and Resource Hub

The DAS Benefits and Resource Hub (BRH) underwent a significant reorganization in Fiscal Year 19-20, bringing together three key units. The reorganization brought together the DAS Medi-Cal/CalFresh (MC/CF) Eligibility Unit, the DAS Integrated Intake Unit, and the County Veterans Services Office (CVSO) under one organizational structure. Joining the MC/CF Eligibility Team with the other services at the Hub significantly bolstered the BRH's portfolio of programming. The reorganization aims to streamline services at the Hub so it serves as a one-stop service center for older adults, adults with disabilities and veterans. Collaboration between the three units has led to improved service coordination and increased service access for consumers, as personnel become more knowledgeable about the broader range of services available.

The DAS MC/CF Eligibility Unit was a key partner with HSA's SF Benefits Net to outreach and enroll newly-eligible SSI recipients into CalFresh during the CalFresh Expansion in May 2019 to August 2019. The Integrated Intake Unit also collaborated with MC/CF Eligibility to screen consumers for CalFresh Eligibility. This ongoing partnership highlights the benefits of cross-pollination of services to best meet the needs of consumers across the City.

As part of the Governor's Master Plan on Aging, the BRH collaborated with the California Department of Aging through the Aging and Disability Resource Connection (ADRC) Re-Designation process. The DAS Benefits and Resource Hub has been acknowledged as a model ADRC center in California due to its unique partnership with community-based organizations to best meet the needs of a diverse population.

Finally, the release of the 2018 Dignity Fund Community Needs Assessment (DFCNA) informed development of the DAS Outreach Plan. The DAS Outreach Plan will be launched over the next year with a primary focus on improving public awareness of services and how to access them. In particular, this will highlight the services available at the BRH and also key access points in the community, including many of the partner CBOs across the City.

Age- and Disability-Friendly San Francisco

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 to live in the City and, based on those results, developed an Action Plan which included tangible recommendations designed to improve the accessibility and inclusivity for this population in San Francisco. The 24 recommendations range from policy, programmatic and infrastructure initiatives, to training, advocacy, and outreach efforts, and are organized by nine domains, specifically: transportation, communication, information and technology; housing; community and health services; engagement and inclusion; resiliency and emergency preparedness; employment and economic security; outdoor spaces and public buildings.

The ADFSF Workgroup, convened in January 2018 as the oversight body tasked with implementing the Action Plan, will kick off the third and final year of implementation in January 2020. The workgroup is co-chaired by the Director of the Mayor's Office on Disability and the Executive Director of the IHSS Public Authority, and staffed by DAS. Currently, 20 of the 24 recommendations are in-process, wrapping up, and/or completed, each with a variety of partners and stakeholders reflective of project-specific goals and deliverables. As each recommendation is unique, based on identified gaps and assets, the effort has engaged over 45 partners, including City departments, community-based organizations, academia, and other members of the community. The remaining four recommendations will be initiated and completed in this final year of implementation. The next phase will involve evaluating the success of the recommendations, which will be shared publicly by early 2021.

Next Steps

At the next meeting of the Department of Disability and Aging Services Commission, we will present you with a full proposal of the DAS budget for FY 2020-21 and FY 2021-22, for review and final approval.