

File No. 111162

Committee Item No. 6

Board Item No. \_\_\_\_\_

## COMMITTEE/BOARD OF SUPERVISORS

### AGENDA PACKET CONTENTS LIST

Committee: Budget and Finance Committee

Date: November 2, 2011

Board of Supervisors Meeting

Date \_\_\_\_\_

#### Cmte Board

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| <input type="checkbox"/>            | <input type="checkbox"/> | Motion                                       |
| <input type="checkbox"/>            | <input type="checkbox"/> | Resolution                                   |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Ordinance                                    |
| <input type="checkbox"/>            | <input type="checkbox"/> | Legislative Digest                           |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Budget & Legislative Analyst Report          |
| <input type="checkbox"/>            | <input type="checkbox"/> | Ethics Form 126                              |
| <input type="checkbox"/>            | <input type="checkbox"/> | Introduction Form (for hearings)             |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Department/Agency Cover Letter and/or Report |
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| <input type="checkbox"/>            | <input type="checkbox"/> | Grant Information Form                       |
| <input type="checkbox"/>            | <input type="checkbox"/> | Grant Budget                                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Subcontract Budget                           |
| <input type="checkbox"/>            | <input type="checkbox"/> | Contract/Agreement                           |
| <input type="checkbox"/>            | <input type="checkbox"/> | Award Letter                                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Application                                  |

#### OTHER

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Completed by: Victor Young

Date: October 28, 2011

Completed by: Victor Young

Date: \_\_\_\_\_

An asterisked item represents the cover sheet to a document that exceeds 25 pages. The complete document is in the file.

[Appropriating \$3,448,827 of State Revenue Loss Reserves and Federal Revenues for Adult Day Health Centers at the Human Services Agency - FY2011-2012]

**Ordinance appropriating \$3,370,001 of State revenue loss reserves and \$78,826 of Adult Protective Services federal match revenues to provide one-time bridge funding to Adult Day Health Centers, through the Human Services Agency, in order to mitigate state cuts in FY2011-2012.**

Note: Additions are single-underline italics Times New Roman;  
 deletions are ~~strikethrough italics Times New Roman~~.  
 Board amendment additions are double underlined.  
 Board amendment deletions are ~~strikethrough normal~~.

Be it ordained by the People of the City and County of San Francisco:

Section 1. The sources of funding outlined below are herein appropriated to reflect the funding available for Fiscal Year 2011-2012.

**SOURCES Appropriation**

Fund	Index/ Project	Subobject	Description	Amount
1G AGF AAA	995031	48990	State Revenue Loss	\$3,370,001
General Fund – Non- Project			Reserve	
1G AGF AAA	45ADREVS	40105	APS/CSBG Health-Related	\$78,826
General Fund – Non- Project			Title XIX Federal	
<b>Total SOURCES Appropriation</b>				<b>\$3,448,827</b>

1 Section 2. The uses of funding outlined below are herein appropriated in Subobjects  
 2 03801-Community Based Organization Services and 00501-Temporary Salaries and reflects  
 3 the projected uses of funding to support the Human Services Agency in providing one-time  
 4 bridge funding to Adult Day Health Centers in order to mitigate State cuts in Fiscal Year 2011-  
 5 2012.

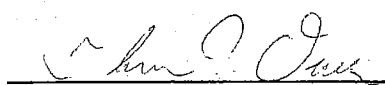
6  
 7 **USES Appropriation**

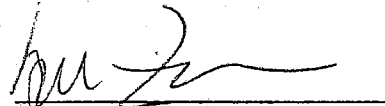
Fund	Index/ Project	Subobject	Description	Amount
2S HWF DSS – Human Services Special Revenue	45ASCL	03801	Community Based Organization Services	\$3,303,257
2S HWF DSS – Human Services Special Revenue	45ASCL	00501	Temporary Salaries	\$145,570
<b>Total USES Appropriation</b>				<b><u>\$3,448,827</u></b>

17  
 18 Section 3. The Controller is authorized to record transfers between funds and adjust  
 19 the accounting treatment of sources and uses appropriated in this ordinance as necessary to  
 20 conform with Generally Accepted Accounting Principles.

21 APPROVED AS TO FORM:  
 22 DENNIS J. HERRERA, City Attorney

FUNDS AVAILABLE  
 Ben Rosenfield, Controller

23  
 24 By:   
 25 Deputy City Attorney

By:   
 Date: October 24, 2011

**Item 6**  
**File 11-1162**

**Department:**  
Human Services Agency (HSA)  
Department of Aging and Adult Services (DAAS)

## EXECUTIVE SUMMARY

### Legislative Objective

- Supplemental appropriation ordinance of \$3,448,827, including \$3,370,001 from the State Revenue Loss Reserve and \$78,826 of Federal matching funds to provide one-time bridge funding to the Human Services Agency (HSA) for Adult Day Health Care (ADHC) centers in order to offset State ADHC budget reductions.

### Key Points

- The State of California eliminated \$170,000,000 in funding to ADHC centers Statewide, resulting in approximately a \$10,000,000 annualized reduction in funding to seven ADHC centers located in San Francisco. As a result, as of December 1, 2011, ADHC centers will no longer receive any State Medi-Cal or matching Federal funds.
- Under the proposed supplemental appropriation of funds, the Department of Aging and Adult Services (DAAS) of HSA intends to work with the existing seven ADHC center providers in the City, through an existing Institute on Aging (IOA) non-profit contract to provide ADHC services to the most vulnerable elderly participants and to transition eligible ADHC participants to less costly and alternative available City services.

### Fiscal Impacts

- The requested supplemental appropriation of \$3,448,827 would provide one-time bridge funding, including (a) \$3,062,500 to the Institute of Aging to reimburse seven ADHC centers and fund alternative support services, (b) \$240,757 for the Institute on Aging staff to assess ADHC clients, and (c) \$145,570 to fund one Senior Administrative Analyst and one Protective Services Worker at DAAS from December 1, 2011 through June 30, 2012
- The estimated cost to continue these services in FY 2012-13 would be approximately \$5,730,000.

### Policy Consideration

- The requested supplemental appropriation of \$3,448,827 is below the current \$10,000,000 annual funding level, but is intended to allow the City, through ADHCs service providers and other programs, to continue to serve the most vulnerable of the City's elderly population.

### Recommendation

- Approval of the proposed ordinance is a policy matter for the Board of Supervisors.

**MANDATE STATEMENT / BACKGROUND****Mandate Statement**

Charter Section 9.105 requires that amendments to the annual appropriation ordinance are subject to approval by ordinance of the Board of Supervisors, and subject to the Controller certifying the availability of funds.

**Background**

According to the California Department of Aging, Adult Day Health Care (ADHC) is a licensed community-based day care program operated in a ADHC center that provides a variety of health, therapeutic, and social services to those at risk of being placed in a nursing home. ADHC centers are licensed by the California Department of Public Health and certified for participation in the State's Medi-Cal Program by the California Department of Aging. The primary objectives of the ADHC program are to: (a) restore or maintain optimal capacity for self-care to frail elderly persons or adults with disabilities; and (b) delay or prevent inappropriate or personally undesirable institutionalization, by partnering with the participant, the family, the physician, and the community to maintain personal independence. In some situations, individuals already institutionalized may be placed back in the community with ADHC assistance and support services.

The Human Services Agency's (HSA) Department of Aging and Adult Services (DAAS) Deputy Director, Shireen McSpadden, reports that the State's ADHC program has existed in California for approximately 40 years. According to Ms. McSpadden, for-profit and non-profit ADHC centers currently receive a daily reimbursement rate of \$76 per person served, receiving 50 percent reimbursement from State Medi-Cal funds and a matching 50 percent reimbursement from the Federal Title XIX – Social Security Act funding.<sup>1</sup> Ms. McSpadden advises that the City has never had a direct contractual relationship with the ADHC centers nor been involved with the administration of ADHC centers.

In the State's FY 2011-12 budget, the State eliminated a total of \$170,000,000 in funding to ADHC centers statewide, resulting in an approximate annual \$10,000,000 reduction (\$5,000,000 in State Medi-Cal funding and \$5,000,000 in matching federal funding) for ADHC centers located in San Francisco. As a result, as of December 1, 2011, ADHC centers will no longer receive any State Medi-Cal or matching Federal funds. From July 1, 2011 through November 30, 2011, the seven ADHC centers located in San Francisco are anticipated to receive approximately \$4,170,000 in State and Federal funding.

San Francisco currently has the following seven ADHC centers: (1) Bayview Hunters Point Adult Day Health, (2) Jewish Family and Children's Services - L'Chaim Adult Day Health, (3) SteppingStone Adult Day Health – Mabini, (4) SteppingStone Adult Day Health - Golden Gate,

<sup>1</sup> According to Ms. McSpadden, although the current rate per day per participant paid by State and Federal funds is \$76, ADHC centers estimate the total daily cost at approximately \$120 and depend on fundraising to cover the difference.

(5) SteppingStone Adult Day Health – Presentation, (6) SteppingStone Adult Day Health - Mission Creek, and (7) Self-Help for the Elderly Adult Day Health. Those seven ADHC centers currently serve approximately 1,200-1,500 frail and disabled elderly persons annually.

In 2007, the City and County of San Francisco launched a \$3,000,000 Community Living Fund (CLF), funded by the City's General Fund and Federal Community Services Block Grant - Health Related and Skilled Professional Medical Personnel, which is administered by DAAS. Prior to the Community Living Fund, it was difficult for adults with disabilities, including the elderly, to access the services necessary to allow them to continue living independently in their homes, or to return to community living from institutional placement. The Community Living Fund program monies are allocated for home and community-based services, or combination of goods and services, that help individuals who are currently or at risk of being institutionalized. The Community Living Fund program uses a two-pronged approach: (1) coordinated case management; and (2) purchase of services to provide the needed resources and services, not available through any other mechanisms, to vulnerable adults with disabilities, including the elderly. In FY 2011-12, the Board of Supervisors appropriated \$3,588,517 to the Community Living Fund, including \$2,413,293 from the General Fund and \$1,175,224 from Federal funds. Since 2007, Community Living Fund services have been provided through a contract between DAAS and the non-profit Institute on Aging (IOA).<sup>2</sup>

## DETAILS OF PROPOSED LEGISLATION

As shown in Table 1 below, the proposed supplemental appropriation ordinance for \$3,448,827 includes \$3,370,001 of the City's State Revenue Loss Reserve funds and \$78,826 of Federal matching funds to provide one-time bridge funding of \$3,303,257 for the Community Living Fund Assessment Team and ADHC service providers and \$145,570 for the DAAS staff, through the Human Services Agency (HSA) for the remainder of FY 2011-12, in order to mitigate the approximately \$5,833,333 in State reductions in funding to ADHC centers from December 1, 2011 through June 30, 2012.

<sup>2</sup> According to Ms. Martha Peterson, Human Services Agency Budget Analyst, based on a competitive Request for Proposal (RFP) process, HSA entered into an original Community Living Fund contract with IOA from March, 2007 through June 30, 2010 for a not-to-exceed \$7,500,000. Based on a subsequent RFP process in April of 2010, HSA entered into the current CLF contract with the IOA which extends for four years from July 1, 2010 through June 30, 2014 for a total not-to-exceed \$11,323,544.

**Table 1: Proposed Supplemental Appropriation Sources and Uses  
FY 2011-12**

<b>Sources</b>	
State Revenue Loss Reserve	\$3,370,001
Community Services Block Grant - Health Related and Skilled Professional Medical Personnel (CSBG-HR and CSBG-SPMP) Federal Match	78,826
<b>Total Sources</b>	<b>\$3,448,827</b>
<b>Uses</b>	
Institute on Aging's Community Living Fund Assessment Team and Seven ADHC Center Service Providers	\$3,303,257
DAAS CLF Support Staff	145,570
<b>Total Uses</b>	<b>\$3,448,827</b>

Source: Department of Aging and Adult Services

**FISCAL IMPACTS****Sources of Funds**

According to Ms. Cindy Czerwin, Budget and Revenue Analyst in the Controller's Office, the City's State Revenue Loss Reserve, which was originally funded with \$15,000,000 of General Fund revenues, was appropriated by the Board of Supervisors as part of the City's FY 2011-12 budget in order to set aside City funds to mitigate potential State budgetary reductions in FY 2011-12. If the proposed supplemental appropriation is approved, the City's State Revenue Loss Reserve would be reduced by \$3,370,001 to \$11,629,999.

According to Ms. Martha Peterson, Human Services Agency Budget Analyst, Federal matching funds totaling \$78,826 will be available for DAAS and Institute of Aging contract staff that performs Community Living Fund assessments, for total available funds of \$3,448,827 (\$3,370,001 plus \$78,826).

**Uses of Funds**

According to Ms. McSpadden, of the requested \$3,448,827, a total of \$3,303,257 would be awarded to the non-profit Institute on Aging through the City's existing Community Living Fund program. Of the total \$3,303,257 funding, \$3,062,500 (average of \$437,500 for each of seven ADHC organizations) would be allocated by the Institute on Aging to San Francisco's seven ADHC service providers based on the number of participants per day receiving services. The Institute on Aging would use the balance of \$240,757 (\$3,303,257 less \$3,062,500) to fund staff at the Institute on Aging to assess ADHC centers' clients and arrange for potentially alternative services. The remaining \$145,570 (\$3,448,827 less \$3,303,257) would fund one (a) Senior Administrative Analyst, and one (b) Protective Services Worker in DAAS to provide support services for the Community Living Fund program.

The Institute on Aging's staff and DAAS staff will assess the needs of each ADHC participant's and refer such participants to one of the following programs: (a) ADHC Centers, (b) Adult Day Care, (c) Alzheimer's Day Care Resource Center, and (d) Program for All-Inclusive Care of the Elderly; or a mix of other programs, such as In-Home Support Services, peer support, meals, etc. Ms. McSpadden advises that the proposed FY 2011-12 City funding is intended to be used to transition a number of ADHC participants to eligible appropriate alternative programs. Ms. McSpadden reports that DAAS expects to fully fund the ADHC centers for the first few months and then to reduce funding as participants are assigned to other programs following their assessment.

For the remainder of FY 2011-12, from December 1, 2011 through June 30, 2012, the DAAS plans to continue to provide ADHC services for approximately 800-1,200 of the total approximately 1,200-1,500 frail and disabled elderly participants currently served annually, with funding restricted to those elderly participants who are most at risk of losing their ability to maintain community living. According to Ms. McSpadden, the services that participants are currently receiving at the ADHC centers help them to remain living safely in the community, and that without the ADHC center services, such elderly persons would be unable to stay at home safely and would have to move into a skilled nursing facility.

Although the proposed supplemental appropriation only provides one-time bridge funding for FY 2011-12, according to Ms. Peterson, if the program is continued after FY 2011-12, the estimated full cost in FY 2012-13 is projected to be \$5,250,000 (\$750,000 x seven ADHC centers) plus approximately \$480,000 to retain the DAAS and Institute on Aging staff, or a total of approximately \$5,730,000. Ms. Peterson advises that with the elimination and downsizing of ADHC centers, there will be an ongoing need for DAAS and the Institute on Aging staff to transition ADHC participants into alternative available programs.

## **POLICY CONSIDERATIONS**

### **One-Time Bridge Funding is Below the Current Funding Level and Does Not Address Future Needs**

The requested supplemental appropriation for \$3,448,827 is below the current \$10,000,000 annual funding level, but is intended to allow ADHCs service providers to continue to serve the most vulnerable of the City's frail and disabled elderly population. Based on an effective date of December 1, 2011, the proposed supplemental appropriation request for \$3,448,827 is approximately \$2,384,506 below the current State and Federal funding level of \$5,833,333 for the remainder of FY 2011-12. However, according to Ms. McSpadden, the requested funding of \$3,448,827 will allow DAAS to assess all of the participants currently being served in the ADHC program (approximately 1,200-1,500) and will provide funding for each participant to be served in the most appropriate program, either through ADHC centers or through an alternate program. In addition, as noted above, in FY 2012-13, at a minimum, DAAS will request to maintain the Community Living Fund assessment team at an estimated annual cost of approximately \$480,000, as initiated under this ordinance, in order to continue to assist in transitioning ADHC participants into alternative available programs.



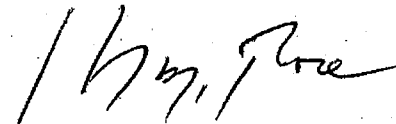
Ms. McSpadden states that DAAS will work with the ADHC center providers to transition their participants into less costly, existing City programs. DAAS is also looking into securing Federal matching funds in order to continue to provide such ADHC center services. According to Ms. McSpadden, DAAS is also planning to work with the City's two Medi-Cal managed care plans, Anthem Blue Cross and the SF Health Plan, to potentially include some ADHC center services within their plans.<sup>3</sup>

### Availability of Future City Funding

Ms. Melissa Howard, Fiscal and Policy Analyst in the Mayor's Office of Policy and Finance reports that at this time the City is unable to commit to continuing to backfill State reductions in ADHC center funding, such as is being requested under the proposed supplemental appropriation. In addition, Ms. Howard reports that in future fiscal years, City funding for the ADHC centers will be dependent on: (a) the City's overall financial position, given expenditure and revenue projections, and (b) other DAAS priorities.

### RECOMMENDATION

Approval of the proposed ordinance is a policy matter for the Board of Supervisors.



Harvey M. Rose

cc: Supervisor Chu  
Supervisor Mirkarimi  
Supervisor Kim  
President Chiu  
Supervisor Avalos  
Supervisor Campos  
Supervisor Cohen  
Supervisor Elsbernd  
Supervisor Farrell  
Supervisor Mar  
Supervisor Wiener  
Clerk of the Board  
Cheryl Adams  
Controller

<sup>3</sup> The term managed care describes a variety of techniques intended to reduce the cost of providing health benefits or to describe systems of financing and delivering health care.

## REQUEST FOR SUPPLEMENTAL APPROPRIATION

DEPARTMENT: DSS 45 Human Services DIVISION: DSSAG DATE: 10/20/11

To the Mayor:

Request is hereby made for supplemental appropriation from the following appropriation(s) or fund(s) in the amount(s) indicated;

APPROPRIATION NUMBER	DESCRIPTION OF APPROPRIATION OR FUND	AMOUNT
FUND TYPE/FUND/SUB-FUND DEPT-DIV-SEC INDEX CHAR/SUB-OBJ	1G/AGF/AAA DSS-DSSAM-CAO 45ADREVS 400/40105	\$78,826
FUND TYPE/FUND/SUB-FUND DEPT-DIV-SEC INDEX CHAR/SUB-OBJ	1G/AGF/AAA UNA-UNA01-FXX 995031 450 / 489 / 48990	\$3,370,001
	TOTAL	\$3,448,827

to the credit of the following appropriation(s) or fund(s) in the amount(s) indicated:

APPROPRIATION NUMBER	DESCRIPTION OF APPROPRIATION OR FUND	AMOUNT
FUND TYPE/FUND/SUB-FUND DEPT-DIV-SEC INDEX CHAR/SUB-OBJ	2S/HWF/DSS DSS-DSSAG-CGP 45ASCL 038/03801	\$3,303,257
FUND TYPE/FUND/SUB-FUND DEPT-DIV-SEC INDEX CHAR/SUB-OBJ	2S/HWF/DSS DSS-DSSAG-CGP 45ASCL 001/00501	\$145,571
	TOTAL	\$3,448,827

There are no surpluses in any of this department's appropriations available for transfer for the requested purpose(s). Complete detail as to the necessity for THIS appropriation is stated in attached letter.

### APPLICABLE BOXES MUST BE CHECKED

- This request included capital projects (s.o. 06700 OR 06700); a separate copy has been sent to the Chair, Capital improvement Advisory Committee.
- These funds have not been previously requested.
- These funds were previously requested by:  
 ( ) *Supplemental Appropriation* or ( ) *Budget Estimate* and were  
 ( ) *reduced* or ( ) *denied* by The Mayor, or The Board of Supervisors.

### CERTIFIED AS TO FACTS AND AMOUNTS AS ABOVE STATED, AND

RECOMMENDED: E. Anne Hinton (Department Head)

APPROVED: LaShaun Williams (Board or Commission)

Recorded Controller's Budget Division

By: \_\_\_\_\_ Date: \_\_\_\_\_ Request No. \_\_\_\_\_

FOR MAYOR'S USE

To the Controller:

The above request meets with my approval; as indicated above. You are hereby requested to prepare the necessary appropriation ordinance.

APPROVED:  
Edwin Lee

BY: 

DATE: 10/26/11

FORM 0.10 (revised 7/30/96)

