

CITY OF LOS ANGELES

CALIFORNIA

JAIME H. PACHECO-OROZCO
GENERAL MANAGER

DEPARTMENT OF AGING
AN AREA AGENCY ON AGING
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KAREN BASS
MAYOR

April 23, 2025

The Honorable Councilmember Katy Yaroslavsky
Chair, Budget and Finance Committee
Room 395, City Hall
Los Angeles, CA 90012

ATTN: Mandy Morales, Legislative Assistant
Office of the City Clerk

RE: PROPOSED BUDGET FISCAL YEAR 2025-26 (FY 2025-26), CFN 25-0600

Dear Councilmember Yaroslavsky,

We understand the challenging economic climate that the Offices of the Mayor and City Administrative Officer faced in developing a balanced City budget. We appreciate the opportunity to weigh in on the proposed recommendations with the goal of ensuring that the unique needs of seniors and their caregivers are addressed by the City's Older Adult System of Care, which is administered by the Department of Aging (Department). We are pleased the recommendations continue to support the congregate meal programs offered at the City's Multipurpose Seniors Centers and other Congregate Dining sites. We are aware that the City's fiscal situation necessitated reductions in several programs serving homebound seniors, including the Home-Delivered Meal, Evidence-Based, and Transportation programs. We are troubled, nevertheless, that the proposed budget recommends eliminating the Department of Aging (effective July 1, 2025) and establishing a Senior Services Division within the Community Investment and Family Development Department (CIFD). We are also concerned that the budget proposal recommends the deletion of several filled positions.

Regarding the proposal to eliminate the Department of Aging, there are concerns about the lack of community participation and transparency in proposing this reconfiguration. To address these concerns, the Department urges that the City Council request a study on the feasibility, effectiveness, and potential efficiencies of consolidation prior to its implementation. The Department also recommends that any decision to move forward be made after this study, which should include meaningful dialogue with the Department, the Advisory Council on Aging, impacted older adults, community organizations, and service providers in the aging field.

As a primarily grant-funded department, we believe that the budget recommendations neither improve service delivery nor achieve meaningful General Fund cost savings. The recommendation to delete positions may not have accounted for the complexity and diversity of funding streams supporting the City’s Older Adult System of Care nor for the federal prohibition against supplanting local funds with federal grant monies. Equally important, the proposed deletion of the Older Worker Employment Program (OWEP) staff positions, who work exclusively with Seniors Experiencing Homelessness, will end a vital program that helps these individuals secure unsubsidized employment, in accessing subsidized housing, and re-establishing critical social and community connections. OWEP staff are essential in developing and administering subsidized employment training opportunities for these individuals, who are often challenged with barriers and obstacles unrelated to their employment.

The Department is requesting that the six filled positions identified for deletion be restored.

With respect to the Management Analyst (MA) position in the Program Management Division (PMD) that is identified for deletion, the Department proposes to exchange a Management Assistant position that is currently “filled” by a 120-day appointment. The MA position in the PMD is currently filled in-lieu by a Management Assistant. With the swap, the Department would discontinue the 120-day appointment at the end of this fiscal year, and surrender the MA position authority moving forward. This exchange would reduce the General Fund obligation by \$43,118 and free up \$64,677 in Special Funds that can be used as discussed below.

Table 1: Position Authority Exchange

Position	Wages and Count	General Fund	Special Fund
Filled PMD Position Identified for Elimination Management Analyst (filled by Management Assistant in-lieu)	\$107,795	\$43,118	\$64,677
Counter Proposal - Transfer Incumbent to a Vacated Position Management Assistant (held for 120-day appt)	\$73,333	\$0	\$73,333

With respect to the five OWEP positions, the Department has identified sufficient offsets in Special Funds (\$407,414) that support restoration of these positions. The proposed offsets also consist of additional deletions of vacant positions not identified for elimination in the Mayor’s Proposed budget.

The total salary cost for these five filled positions is \$375,056 (\$347,770 in General Funds and \$27,286 in Special Funds). Given the federal prohibition on supplanting, the Department is not allowed to use these Special Funds savings to do a direct swap with the General Funded OWEP positions. As such, the Department is proposing instead to use these Special Fund savings (\$407,414) to adjust the cost allocation of those positions that rely on a combination of General Fund and Special Funds, thereby reducing the General Fund burden these positions would otherwise incur.

Table 2: Proposed Offsets to Retain OWEP Staff

Position	Wages and Count	General Fund	Special Fund
Filled OWEP Positions Identified for Elimination (2 Administrative Clerks, Management Analyst, Social Worker I, Project Assistant)	\$375,056	\$347,770	\$27,286
Proposed Offsets			
Vacant Positions Identified for Elimination (Accountant, Management Analyst, Senior Administrative Clerk, Secretary)	\$323,342	\$184,631	\$138,711
Vacant Positions Available for Additional Offset (Accounting Clerk, Management Analyst)	\$176,740	\$0	\$176,740
Special Funds Available to Offset General Fund Obligations (\$64,677* + 27,286 + 138,711 + \$176,740)			\$407,414

* as indicated in Table 1 above

Based on our analysis, we are confident that we can preserve the six positions targeted for deletion through a combination of swapping position authorities and using Special Fund savings to support the staffing of the PMD and the OWEP. This is not a one-time cost reduction but a sustainable, long-term solution.

DISCUSSION

History of the Department of Aging

In May 1974, upon the recommendation of the Mayor’s Task Force on Senior Citizens, the City of Los Angeles created a Council on Aging to advise the Mayor and City Council on the needs of seniors. In November 1974, an Office for the Aging was subsequently created as a unit of the Mayor’s Office to plan and develop programs for seniors, obtain funding, and monitor and assess the effectiveness of local services.

In March 1975, the California Department of Aging (CDA) designated the City Office on Aging as an Area Agency on Aging (AAA) and provided funds under the Older Americans Act of 1965 (OAA). As the designated AAA, the city then became a federally funded planning and service area under Title III guidelines of the OAA and was given the responsibility for developing and implementing a local Area Plan for comprehensive and coordinated services for seniors.

In August 1977, the Community Development Department (CDD) was established to coordinate all federal and state grants administered by the City for social, economic, and urban rehabilitation programs. As a division, the AAA served as the advocate and focal point for seniors and made considerable progress in meeting the special needs and concerns of the City’s older residents.

In May 1983, the City Council and Mayor established the Los Angeles Department of Aging (LADOA) as it became evident that subsuming services to seniors under the CDD did not appropriately address the unique needs of older adults in the City. The elected officials rightly

understood that the number of older adults would continue to increase year after year, that seniors would live longer, and that more would prefer to age in place than reside in care facilities. LADOA was created as a new, distinct, and independent department to achieve the goals of the OAA as well as to ensure an Older Adult System of Care would meet the extant and future needs of seniors in the City.

The Current Landscape and the Department of Aging

California's Aging network is geographically divided into 33 Planning and Service Areas (PSAs), each overseen by an Area Agency on Aging (AAA). The AAAs are responsible for planning and administering services for seniors, funded through a combination of Older Americans Act, Older Californians Act, and other grant programs.

The City's Department of Aging has been designated by the California Department of Aging (CDA) as the AAA for the City of Los Angeles and serves as the administrative entity responsible for implementing a comprehensive Older Adult System of Care. The City is the only local municipality in the state of California to be designated as a AAA. The Older Adult System of Care is designed to help seniors maintain their independence, support healthy aging, and ensure access to suitable housing options through high-quality, culturally appropriate, and socially inclusive programs and services. Our mission statement clearly outlines our core responsibilities, focusing on empowering older adults and enhancing their quality of life through dedicated service and support.

The Department has identified three key priorities that guides our Older Adult System of Care:

1. **Addressing Food Insecurity:** LADOA aims to tackle food insecurity among older adults as an integral part of improving and investing in city services. This initiative recognizes the significant impact of nutrition on the health and well-being of seniors.
2. **Combating Homelessness:** LADOA is committed to assisting seniors who are experiencing or who are at-risk of homelessness by providing subsidized job training opportunities. This initiative not only addresses immediate employment needs but also contributes to long-term stability and empowerment for vulnerable seniors.
3. **Reducing Social Isolation:** LADOA seeks to mitigate social isolation among older adults by implementing programs in partnership with other city departments that are focused on intergenerational activities. This initiative not only enriches the lives of seniors and younger adults but also strengthens community ties, contributing to the overall safety and wellbeing of city residents. It also improves the delivery of city services by leveraging other city resources.

The Department oversees an Older Adult System of Care comprising 19 primary centers and various non-profit agencies that provide a wide range of services, including specialized support for seniors at risk of or experiencing homelessness in the Central Business District. LADOA administers programs funded through both "on-budget" and "off-budget" designations for the City's budget purposes. Services that older adults receive from department staff and from staff at the Multipurpose Senior Centers and partner agencies may include information and referral assistance to vital community programs and services; case management; legal assistance for eviction protection, financial fraud and abuse; congregate and home-delivered meal programs; benefits counseling; ombudsman services; subsidized job training programs for low-income, unemployed seniors; and transportation assistance to medical and non-medical appointments. LADOA collaborates closely with other City agencies to support other City programs, leverage

resources, and enhance access to a broad range of available services for seniors and family caregivers.

In December 2020, LADOA and the Los Angeles County Aging & Disabilities Department (AD) (formerly a division within the County's Workforce Development, Aging, and Community Services Department) submitted a joint letter to the CDA, outlining the desire to provide a regional approach to the delivery of comprehensive services to older adults. In particular, LADOA and AD requested approval to submit a joint area plan. On July 19, 2021, in consultation with the Federal Administration for Community Living, the CDA provided a formal response that provided acknowledgment of and concurrence with our proposal to improve services and supports for older adults. In FY 2023-24, LADOA and AD submitted a "Four-Year Regional Area Plan on Aging 2024-2028," approved by City and County elected officials (CFN 24-0672).

Considerations For a Stand-Alone Department of Aging

Insufficient Planning Process and Lack of Stakeholder Input

Any proposed reconfiguration of the City's Older Adult System of Care should entail a judicious approach that relies on a feasibility and effectiveness study. This would allow the City to better understand potential impacts to seniors. This study should include a review of city departments, their services, and the services of their contracted agencies to determine if, and where, services to seniors overlap and to determine if administrative and programmatic efficiencies can be realized. This study would help the City make an informed decision and implement a strategic approach to consolidation having minimal disruption to service delivery for impacted Angelenos.

Also, it would be prudent for the City to hold public hearings and consult with the Department's Advisory Council on Aging (described below) to facilitate community engagement in the decision-making processes that will ultimately affect the quality of life of seniors and their caregivers. When there are proposed changes and/or service modifications to OAA Programs, the Department, as the designated AAA, is required to hold at least one public hearing annually to provide stakeholders an opportunity to review and comment on the proposals. For example, when the City and County (as two separate AAAs) decided to submit a Four-Year Regional Area Plan on Aging, the City and County jointly held four public hearings at various senior centers across the City, with the option to participate virtually. Surveys were also distributed to ensure those unable to attend either in-person or virtually could still offer input. This resulted in a total of 156 individuals who provided vital input on various topics including transportation services, program eligibility, disaster preparedness and recovery, social isolation and support, participation through neighborhood councils, senior housing and homelessness, and access to various community resources.

The Advisory Council on Aging is made up of volunteers with an interest in the provision of services to various older adult communities, such as low-income seniors, individuals with disabilities, supportive services providers, health care providers, family caregivers, indigenous groups, LGBTQ, and veterans. The Department works with this body to have meaningful dialogue around current and upcoming issues impacting seniors and makes informed decisions based on their feedback. It will be critical for the City to engage with its Advisory Council on Aging regarding potential implications of the proposed reconfiguration and impacts to service delivery.

Complexity of Aging Programs, Funds, and Reporting Requirements

Currently, LADOA's on-budget funding exceeds \$11.5 million, including a General Fund subsidy of \$7,531,939 and a Special Fund subsidy of \$3,977,233. The majority of our \$60 million funding is off-budget, consisting of state and federal pass-through funds that enables us to offer a comprehensive array of direct and supportive services. This system of care provides services delivered by contracted community-based organizations at 16 Multipurpose Senior Centers (MPCs), three mini MPCs, and various other agencies located citywide. Services include but are not limited to case management, transportation assistance, evidence-based programs, benefits counseling, legal assistance, nutrition programs, congregate and home-delivered meal programs, ombudsman services, and social activities. Additionally, the Department provides direct services in-house including information and referral assistance, the Aging Resource and Disability Connection providing focused assistance for individuals with disabilities, and two subsidized job training programs. The contracting and reporting requirements are vast. For FY 2024-25, the Department is executing over 80 contracts and a minimum of 35 amendments to these contracts; administers over 300 different budgets; and processes close to 4,500 invoices to contracted service providers. Additionally, the Department is required to adhere to, at a minimum, 10 different reporting requirements from local, state and federal entities and conduct audit and fiscal reviews for close to 600 expenditure elements that require a high level of knowledge and expertise. Due to the complexities of these various fiscal and programmatic components, it is most appropriate for this Department to be a stand-alone city entity led by a General Manager as it has been since the inception of this Department.

Dramatic Shifts in the Angeleno Population

Seniors currently represent nearly a quarter of the City's population, and over the course of the next fifteen years will grow annually by nearly 50,000 individuals. Seniors make up nearly a quarter of the City's homelessness population, with many experiencing homelessness for the first time after the age of 50 years. Nearly two-thirds are housing insecure (paying more than 30% of their incomes on housing costs). And, nearly a quarter of seniors live at 150% of poverty level. Also, this population is not just growing, but it is increasingly becoming a multicultural, multiethnic, and multilingual senior population, one that is no longer a white, non-Hispanic demographic. For example, per the 2022 U.S. Census data, of the 763,361 older adults aged 60+ that reside in the City of Los Angeles, 433,066 (or 45.1%) are native born, while 419,295 (or 54.9%) are foreign born. As of 2023, 5.5% of foreign-born older adults entered the City in 2010 or later, 8.5% entered from 2000 to 2009 and 86% entered before 2000. Also as of 2023, 75.3% of the foreign born older adult population are naturalized U.S. citizens, while 24.7% are currently not U.S. citizens. This incredibly dynamic and diverse population needs a focused and targeted service delivery approach that the City has been providing through the Department as its designated AAA. To consolidate under another entity would dilute the City's concerted and strategic efforts to serve this burgeoning and incredibly diverse population.

Homeless Senior Prevention Efforts

The Department administers two subsidized job training programs specifically designed to serve low-income, unemployed seniors who are 55 years and older: the federally funded Senior Community Service Employment Program (SCSEP) and the locally funded Older Worker Employment Program (OWEP). Besides being locally funded, the OWEP exclusively serves older adults who are experiencing homelessness or who have a history of experiencing homelessness. The OWEP was formalized as a core departmental function in FY 2018-19.

These two comprehensive programs provide not only stipends as part of the job training experience but include case management, benefits counseling and navigation, information and referral assistance, and job-related training courses, all aimed at helping participants secure unsubsidized employment. Since the start of FY 2024-25, the Department has enrolled 29 new participants, bringing the total number currently served to 119. Among the new enrollees, 11 are formerly incarcerated individuals, compared to eight served in the previous fiscal year, with two of the five formerly incarcerated participants assigned directly to the Department. The proposed budget effectively eliminates OWE and, consequently, adversely denies services to nearly 30 homeless seniors who rely on this program for income stabilization, housing, and living costs.

Federal Context

The Department receives approximately 90% of its funding streams from state and federal pass-through funds like the Older Americans Act (OAA) largely administered by the U.S. Administration for Community Living (ACL). Recently, the Trump Administration proposed a radical restructuring of aging services including dismantling the ACL and the complete elimination of several key OAA, elder justice, and human services funding sources and programs. The federal proposal would eliminate services for Evidence-Based Programs, Elder Rights, the State Health Insurance Assistance Programs, Aging and Disability Resource Centers, Adult Protective Services, Elder Fall Prevention, Respite Care, and Chronic Disease Self-Management Education.

The dismantling of the ACL will have massive implications for how senior and family caregiver services are delivered. While the ACL manages a whole array of funding streams that range from nutrition programs to vital research initiatives, its core functions include improving coordination of limited resources, increasing efficiency across programs, and reducing fragmentation across 2,500 state and local aging organizations throughout the country. The ACL acts as a hub for various local, state, and federal entities around healthy aging, caregiving, housing, workforce, and the prevention of abuse and neglect.

In short, this federal proposal would fragment OAA services across different Health and Human Services (HHS) agencies. This would result in a disjointed and dilution of service delivery and funding administration impacting seniors.

The proposed consolidation under consideration by the City Council would further exacerbate the fragmentation of senior services and funding streams, making it increasingly difficult for seniors to access comprehensive services and targeted supports.

Minimal Proposed Savings Under Consolidation

The proposed reconfiguration will eliminate (1) General Manager and (1) Executive Administrative Assistant III and add a Chief Management Analyst or an Assistant Chief Grants Administrator to oversee the programmatic and fiscal responsibilities required under the AAA designation. In our analysis, we found that this would only result in a total General Fund savings of \$92,379. This is because only a portion of the salaries for these two positions have a General Fund burden. Specifically, as presented in the proposed budget, the General Manager position has a General Fund allocation of 39% and the Executive Administrative Assistant III position has a General Fund allocation of 50%. Therefore, the elimination of these two positions will not realize substantial General Fund savings, given these positions do not rely fully on the General Fund as budgeted.

Table 3: Potential General Fund Savings

Position	Wages and Count	General Fund	Special Fund
General Manager	\$268,240	\$104,614	\$163,626
Executive Administrative Assistant III	\$118,980	\$59,490	\$59,490
Total	\$387,220	\$164,104	\$223,116
Chief Management Analyst	\$183,911	\$71,725	\$112,186
General Fund Savings w/ Consolidation		\$92,379	

CLOSING REMARKS

Thank you for the opportunity to present our proposed offsets as we continue to face the realities of the present and future economic difficulties. We believe our proposals prioritize service delivery to seniors while retaining the staffing levels needed to adequately administer these programs. Despite the budgetary challenges, we are committed to ensure that City services improve the quality of life, increase independence, promote health, and ensure the dignity of the City’s older adult population. We will continue to advocate for the needs of older adults and their caregivers, with a specific focus on serving low income, unhoused seniors and finding sustainable and viable ways to maintain our Older Adult System of Care. The way we respond to the challenges that lie ahead will shape the future of how we as a City serve our seniors with the utmost care, compassion, and integrity.

If I can provide additional information or answer any questions, I can be reached on my cell at (213) 810-4006.

With gratitude,



JAIME H. PACHECO-OROZCO
 General Manager

- cc: Brenda Shockley, Deputy Mayor, Economic Opportunity
- Chris N. Lee, Deputy City Attorney
- Allison Lamas, Office of the City Administrative Officer
- Maria D. Gutierrez, Office of the City Administrative Officer
- Tony Wilkinson, Chair, Los Angeles Advisory Council on Aging

Attachment - Organizational Chart

Department of Aging Org Chart FY 2024-25

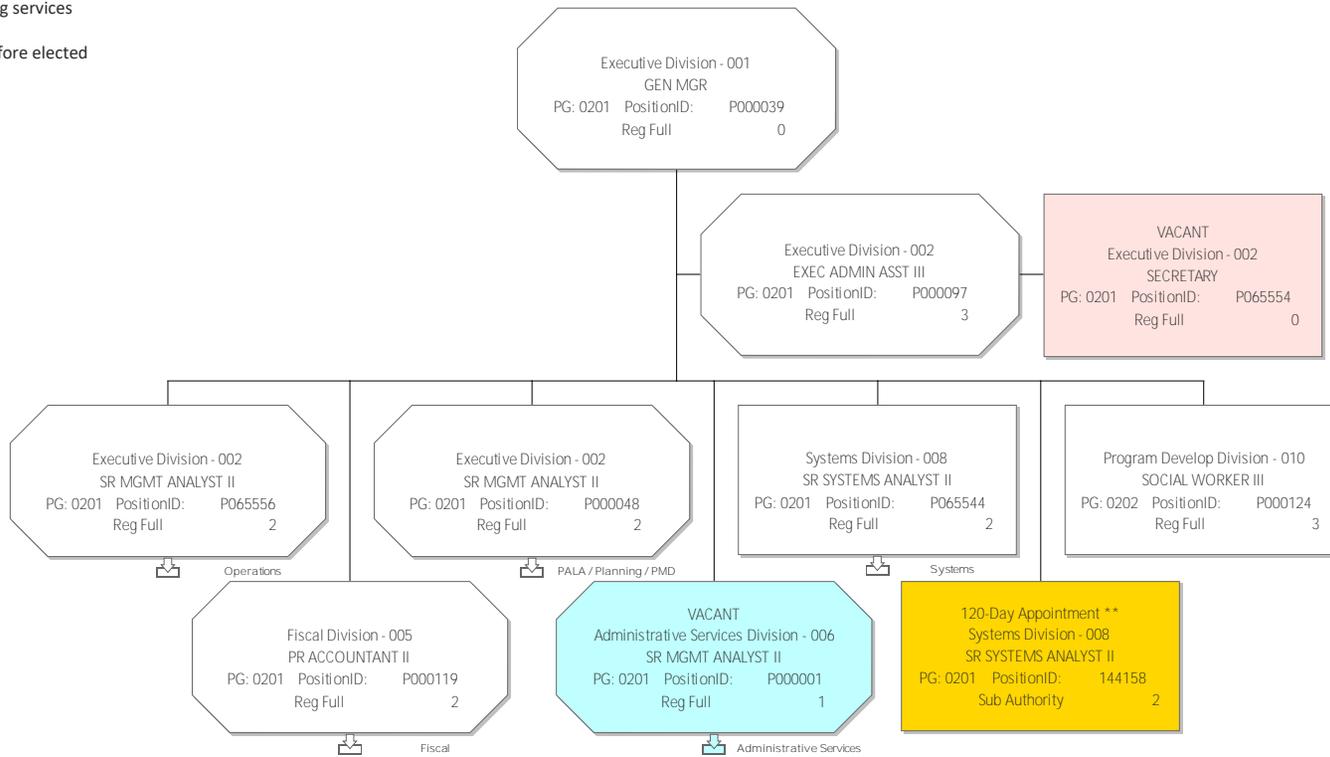
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Department of Aging Executive Division

Executive Division

- Overall administration of the Department
- Grants management
- Develop and maintain key partnerships with local, state, and federal agencies to expand the Department's aging services network
- Represent the Department before elected officials and offices



** 120-day Appointment [Sub-Authority]

Legend



Light Orange = On Hold/120 Appointment Sky Blue = VACANT Position Light Pink = Proposed for Elimination Green = Counter Proposal for Elimination



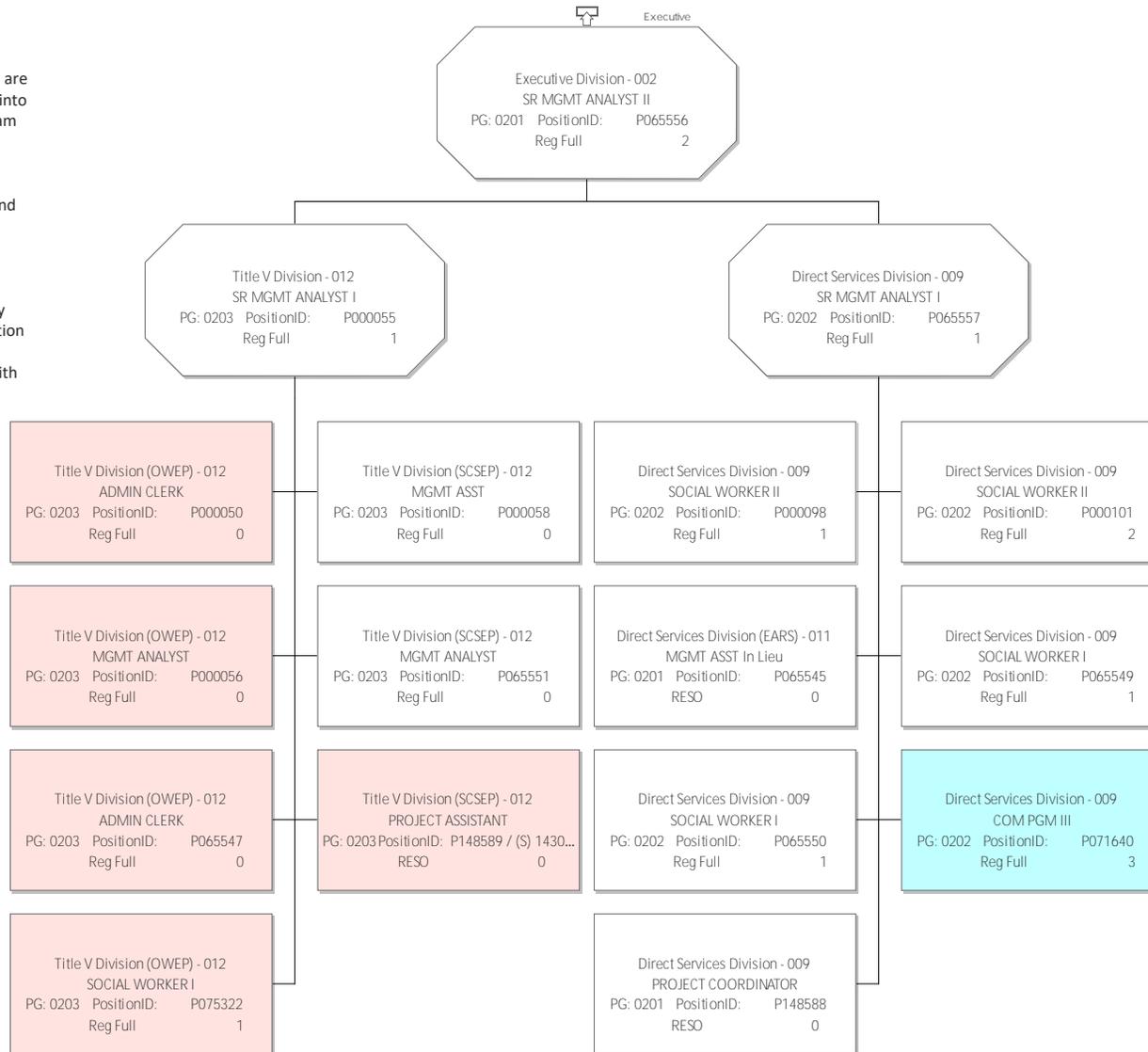
Department of Aging Administration / Operations

Title V Division

- Orient, assess, and enroll seniors who are currently experiencing homelessness into the Older Worker Employment Program
- Provide information and referral assistance, benefits counseling and navigation, job training sessions, and assistance with various applications and documents
- Conduct wellness checks and ensure participants are meeting all program requirements to maintain eligibility
- Conduct and participate in community outreach events to increase participation levels
- Develop and maintain partnerships with local non-profit organizations and government entities to serve as Host Agencies for senior job trainees

Direct Services Division

- Provide information and referral assistance to seniors and family caregivers
- Develop and participate in community outreach events to increase access to programs
- Develop and maintain partnerships with local community organizations and allied city departments to expand the aging network and service delivery capacity
- Manage specialized programs focused on specific subsets of the senior population through the Aging Disability and Resource Connection and the Emergency Alert Response System



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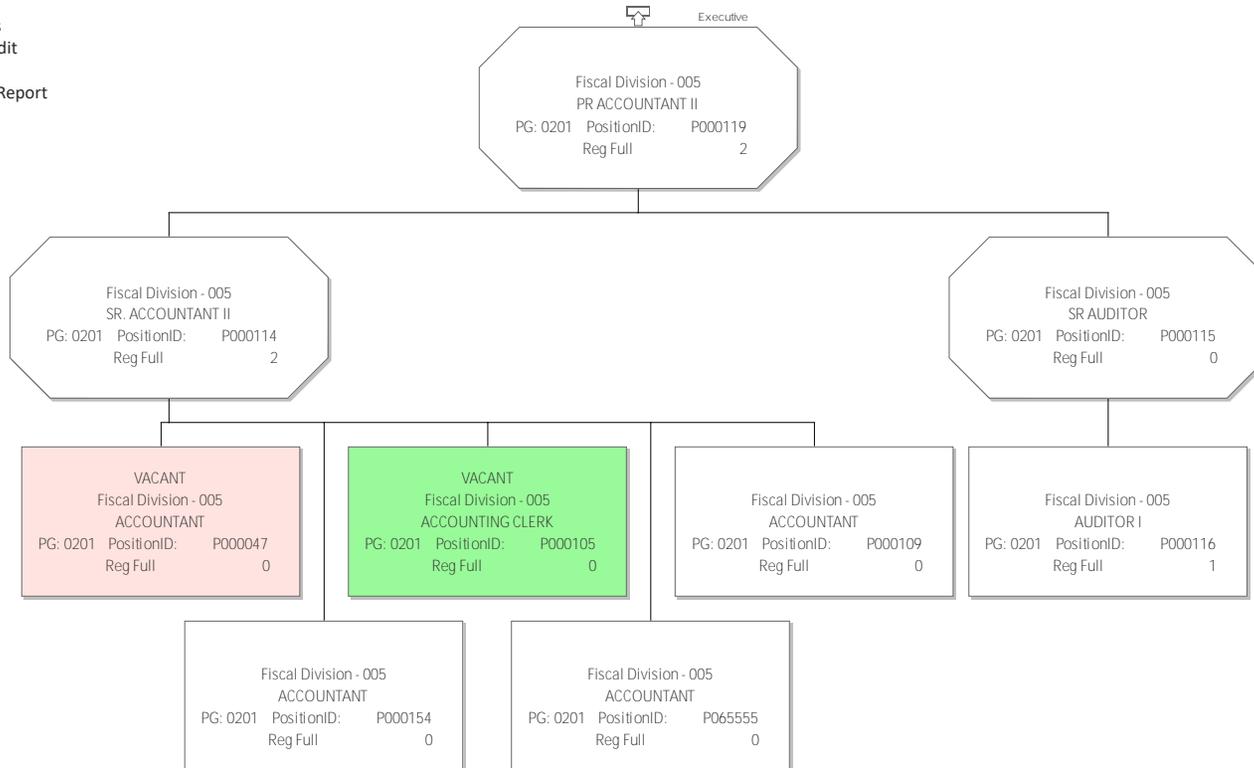
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Department of Aging Fiscal Division

Fiscal Division

- Process invoices for payment to service providers
- Manage monthly billings to various grantors
- Complete financial closeout reports
- Complete resolution of financial audit findings
- Annual SEFA for City's Single Audit Report
- Conduct Agency-Fiscal Monitoring Reviews
- Contract resolution and post-audit determinations
- Agency site visits
- Grant draw-down reconciliation
- Monthly cost allocation reports



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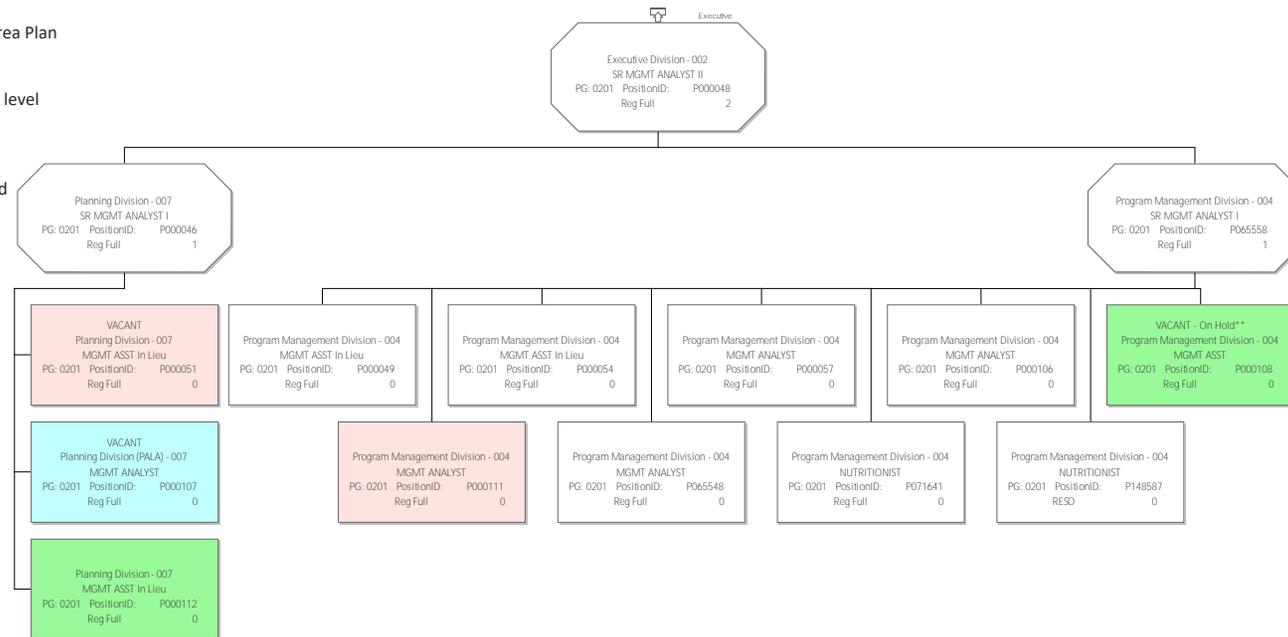
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Department of Aging PALA / Planning / PMD

Planning Division

- Development of the Four-Year Area Plan and the annual updates
- Data analysis and preparation of performance metrics and service level reports
- Procurement
- Develop and maintain strategic partnerships with local, state, and federal entities
- Develop special projects to enhance service delivery and strategic engagement opportunities
- Oversee public hearings



Program Management Division

- Contract development and execution
- Monitor Senior and Family Caregiver Programs for compliance and performance
- Budget preparation and process invoices to reimburse service providers
- Grants management and program development to augment and enhance programming
- Data collection as part of grant reporting requirements to local, state, and federal entities

Legend



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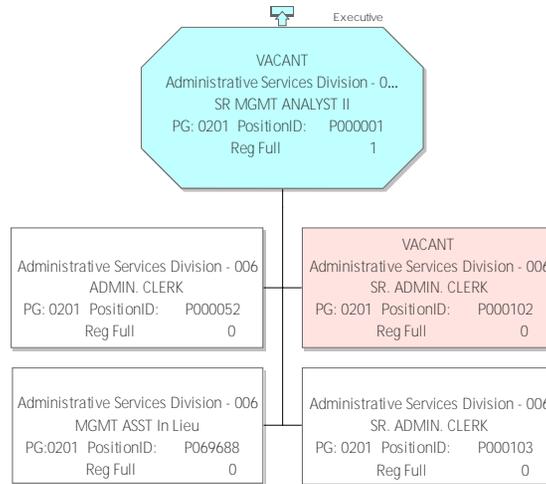
** On Hold to Fund Substitute SSA II



Department of Aging Administrative Services

Administrative Services Division

- Assist seniors, in person or by telephone, by referring them to proper sources
- Act as a receptionist on an as needed basis for public counter
- Assembles materials for mailing or shipping
- Assist with recruitment, including preparing interview packages, setting interview appointments, and preparing certification request forms
- Delivering documents to and picking up document from City Hall, the Controller's office, the Personnel Department, and or other City Departments
- Responsible for formatting documents, sort, classify, index, cross-reference, and file correspondence, reports, and other documents



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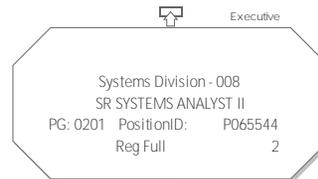
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Department of Aging Systems

Systems Division

- Cybersecurity Coordinator
- Department Webmaster
- Cybersecurity Training Coordinator
- Departmental Badging Liaison
- Departmental ADA compliance Manager
- Departmental Website Vulnerabilities Manager
- Departmental IT Troubleshooting
- Departmental Server Manager



Legend



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