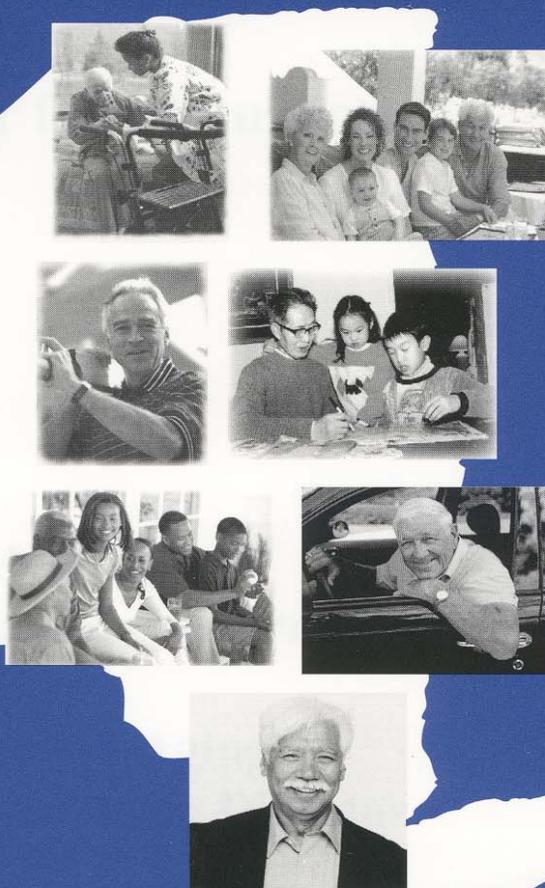


# State Agencies Prepare for the Impact of an Aging New York

# Project 2015



**WHITE PAPER for Discussion**

NEW YORK STATE

George E. Pataki, Governor - Patricia P. Pine, Ph.D., Director, NYS Office for the Aging

***Project 2015***  
**State Agencies Prepare  
for the Impact  
of an Aging New York**

**White Paper for Discussion**

**New York State  
George E. Pataki, Governor**

**Office for the Aging  
Patricia P. Pine, Ph.D., Director**

**Albany, New York  
2002**

Also available on the web: [www.aging.state.ny.us](http://www.aging.state.ny.us)

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This publication is also available on the web at  
**<http://www.aging.state.ny.us/explore/project2015/index.htm>**

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Director



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October 2002

Dear Governor Pataki:

This White Paper entitled “Project 2015: State Agencies Prepare for the Impact of an Aging New York” is a compendium of 36 briefs developed by state agencies as part of your continuing commitment to make state government responsive to the needs of all New Yorkers.

In February, you asked the state agencies to consider the significant demographic changes that will occur in New York State over the next 13 years, particularly the aging of the State’s population. The agencies were asked to reflect upon the impacts these changes will have on state government and to recommend actions and strategies that can effectively address these impacts.

The Project 2015 State Agency Work Group comprised of agencies’ representatives was led by the Office for the Aging, and these 36 briefs are the result of the agencies’ deliberations. Their work provides a substantial, practical guide for assuring that the goods and services provided by government meet the needs of New York’s increasingly diverse population.

I invite you to use the information and ideas in this document for further work by the state agencies followed by discussions among the citizens and organizations in local communities around the state. Together we can move forward to make sure that New York State continues to be the best, most vital place to live for all its residents.

Sincerely,

Patricia P. Pine, Ph.D.



**Project 2015:  
State Agencies Prepare for the Impact of an Aging New York**

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# INTRODUCTION

**Patricia P. Pine, Ph.D.**

The purpose of this paper is to provide the history and background of Project 2015, a unique initiative in New York State. Preparing for demographic change is a formidable and risky task, as predicting the future is not clear-cut. New York State is undertaking this task. The work presented in this paper represents the best efforts of New York State government agencies to predict the changes within their missions in the hope of effectively serving older New Yorkers and a more diverse New York in the future.

Project 2015 is a series of endeavors to assist New York State to prepare for the anticipated changing demographics of the state early in the 21<sup>st</sup> century. It is a near certainty that there will be an increased older population, as the Baby Boom generation becomes age 65 and older and becomes the Elder Boom generation. In addition, due to New York's hospitality, there also will be an increased number of new immigrants, many of whom will be neither fluent nor conversant in English. These populations will place demands on New York State, its government, and its communities.

## **History and Context of Project 2015**

In 1998, Dr. Patricia Pine, Director of the New York State Office for the Aging, asked the State Society on Aging of New York (SSA) for assistance in bringing the message of an increasing older population to policy makers, planners, and other leaders in the state. Dr. Joanna Mellor was President of the State Society at that time, and she offered the expertise of the SSA members. The SSA is a thirty-year-old membership organization of researchers, teachers, providers of services, and others interested in aging. SSA members offered to participate with staff from the State Office for the Aging to write articles on what would be the effect of a dramatically increased aging population on New York State in such areas as housing, health care, mental health services, transportation, economics, and other life style areas. There are 24 articles and briefs written by more than forty authors in *Project 2015: The Future of Aging in New York State, Articles and Briefs for Discussion*. The articles included the demographic projections of aging for the year 2015 and recommendations on how to prepare for the increased demand.

To accompany this publication, the New York State Office for the Aging compiled a booklet on the demographic projections of the older population entitled *Demographic Projections to 2025*. This publication is based on 1990 U.S. Census data and includes population projections by five-year age groups from 1995 to 2025, including 2015. This publication also points out the increasing number of minority older people who will reside in New York State.

## INTRODUCTION

Following publication of the two documents, the State Office for the Aging and the State Society on Aging held Community Forums across the state to discuss the topics presented in the Project 2015 articles and briefs.

Very few states have endeavored to accomplish a planning project similar to the one that New York State has undertaken. Examples include North Carolina and Minnesota; both have reviewed the projections of an older population, and the State of Minnesota has undertaken some major changes in the provision of long term care as a result of its predicted number of older people. Neither state has the double impact of both an older population and a more culturally diverse population of all ages. California has developed a Strategic Planning Initiative for Older Californians, and it used New York State as part of its model. In 1999, the United Nations hosted an International Year of Older Persons, which focused international attention on an increasing older population in industrialized nations worldwide. As part of this year-long focus, events held in New York City and Washington, D.C. promoted the economic and cultural value of older people to society. In April 2002, the United Nations hosted the Second World Assembly on Aging in Madrid in order to discuss and adopt an International Plan of Action on Aging. The Plan calls for changes in attitudes, in national and international policies, and in community, corporate and organizational practices so that the enormous potential of aging in the 21<sup>st</sup> century is fulfilled. The Plan seeks to ensure that people everywhere will be enabled to age with security and dignity, and continue to participate in their societies as citizens with full rights.

### **Current Activities**

In February 2002, Governor George E. Pataki charged 36 cabinet-level state government agencies to review their major policies, programs, and structure in light of the State's increasingly older and more diverse population, particularly the aging of the Baby Boomer generation into the elder cohort. The Governor's Director of Operations, James Natoli, likened the forthcoming Elder Boom to that of the Baby Boom when they were to begin school in the 1950s. Major plans for consolidation and expansion were put in place for them at that time. It is now time to prepare for their old age. The Governor titled this initiative "Project 2015: State Agencies Prepare for the Impact of an Aging New York."

During 2002, the 36 state agencies, led by the State Office for the Aging, established a workgroup with representation from senior staff of the agencies. The Governor's Office of Employee Relations provided valuable assistance in facilitation and workgroup and meeting organization, and the Empire State Development State Data Center contributed significant demographic data to assist the agencies in their deliberations and planning. The state agencies reviewed their major programs, policies, and procedures and each developed a policy brief that highlighted critical functions or issue areas that would be affected by the State's shifting demographic profile and which should be addressed within the next ten years. Through a prioritization process, each

## INTRODUCTION

agency selected the three most important functions or issue areas, identified action steps, and forecast expected results. These briefs, arranged alphabetically by agency, are included in this White Paper.

The White Paper includes an overview of the most major demographic changes expected in the State, a sociological overview of the changes expected in New York, and a compendium of the briefs prepared by the state agencies. The overviews are important in that they lay the groundwork for the Baby Boomers becoming the Elder Boomers in New York State, and they provide a framework within which to understand the content of the agencies' briefs. This is societal change; the impact of a large cohort of older people and a significantly diverse population will have a major effect on how New York State "does business." The population statistics provided in the demographic overview are vital to the discussion. Without their numbers, the dramatic shifts in several of the State's demographics can be overlooked. For example, the result of immigration patterns in New York is vividly pointed out in the expected numbers of minority people of all ages.

The state agency briefs in this White Paper provide the results of the state agencies' work in 2002. The briefs are a study in comparing and contrasting; they can be considered both individually and collectively as a compendium of issues important in the state. They reflect the individual agencies' areas of responsibility concerning the impact of our changing population.

In the future, the White Paper can be utilized by other levels of government and local communities for their work in preparing for a changing population. For example, county officials, members of the business community, regional development organizations, citizen groups, and community leaders can review the work of the state agencies and consider the proposed action steps and how these or other steps may be appropriate to best serve their populations.

The Center for Excellence in Aging Services, School of Social Welfare, University at Albany, State University of New York is working with the Office for the Aging to produce a manual documenting the process New York State used to implement this model project. The manual will be available for use by other states and organizations wishing to plan for their own increasingly older and diversified populations.

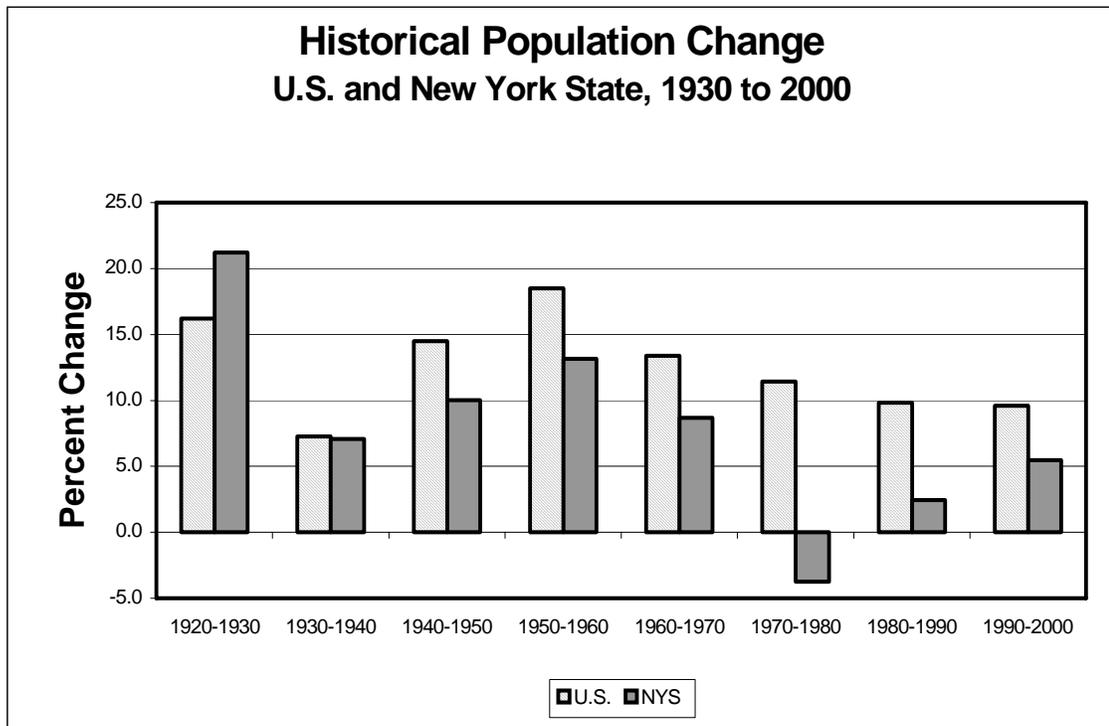
The efforts of many people, including New York State employees, other professionals, and community advocates and volunteers have contributed to the work of Project 2015. This work has laid the foundation to assure the continuing viability of the State's communities in the future and has begun a movement that will make New York a quality place for all its residents to live.



# THE FACE OF NEW YORK – The Numbers

Robert Scardamalia

New York’s demographic structure reflects the results of some of the same major demographic forces that have shaped the nation’s population; for example, like the nation, New York’s population is getting older. However, the State’s population characteristics are unique in many ways. New York’s population size, distribution, and composition have been driven by very dynamic demographic events both internal and external to the State. Such forces as foreign immigration, high levels of domestic in- and out-migration, and the high fertility levels of the Baby Boom generation have shaped New York’s population and will continue to do so in the future.



- High foreign immigration accounted for rapid growth well into the 1920’s but by 1930 federal immigration quotas significantly reduced foreign entry.
- The 1940’s and 50’s were characterized by industrial growth which was a magnet for migration from rural to urban areas and from the South to the North.
- The Baby Boom and continued migration accounted for rapid growth into the 1960’s.
- The national economic dislocation of the 1970’s resulted in the loss of nearly three quarters of a million residents from New York. Almost every city saw a decline in population between 1970 and 1980.

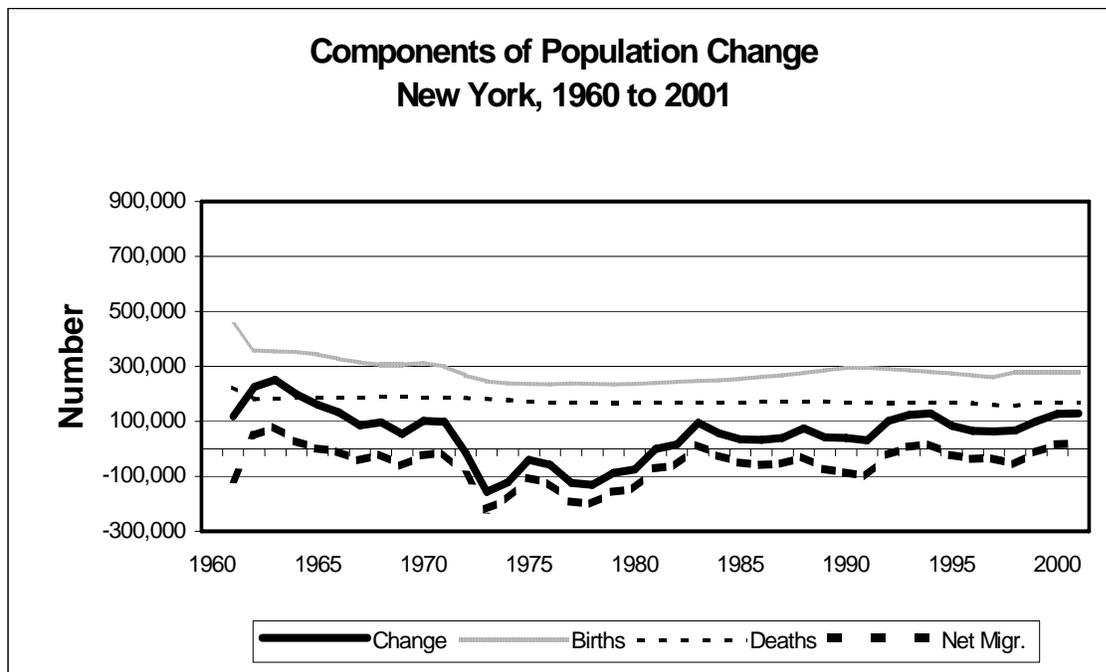
- Economic recovery in the 1980's and 90's was modest, driven by an improved economic climate, increased births due to the echo effect of the Baby Boom, and continued high levels of foreign immigration.

## COMPONENTS OF POPULATION CHANGE

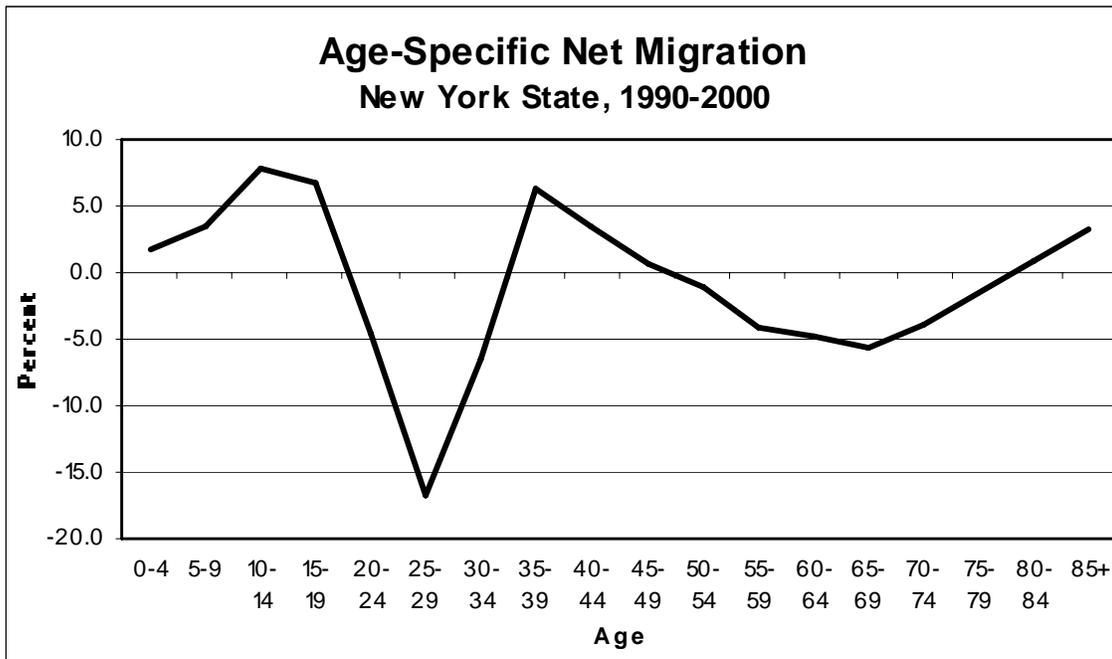
### Migration and Immigration:

Migration is the most volatile component of population change, and the most difficult to accurately measure. While data on the number of births and deaths are measured directly through the vital statistics registration systems, migration data must be estimated from indirect sources.

Foreign and domestic migration have been significant demographic forces affecting the size and composition of the population. New York has traditionally been a high turnover state benefiting from being an entry point for large pools of in-migrant population, but it has also lost population through heavy out-migration to other locations in the nation. Net migration is the driving force behind population growth or decline in New York as the State has experienced only brief periods of net in-migration over the last 30 years. Foreign immigration is a large positive component of total net migration and accounts for the addition of more than 100,000 persons each year. Even with this increase, New York has a net loss of population through migration because of the high level of domestic out-migration.



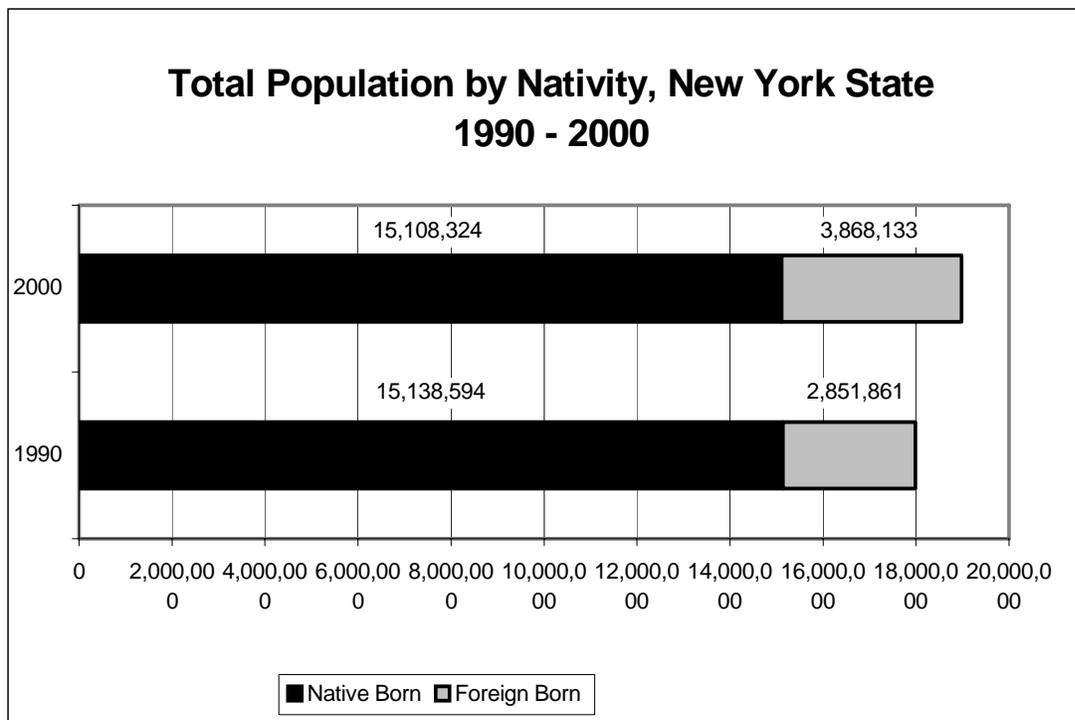
- Roughly 20 percent of New York’s in-migrants come from Florida and other Southern States. California and other Western states account for about 10 percent of in-migrants, while New Jersey and other Northeastern states provide 20 percent. Nearly 45 percent of New York in-migrants are from foreign locations and approximately 95 percent of those locate initially in the New York City area.
- Most of New York’s out-migrants seek Florida and other Southern states as their destination. Approximately 45 percent of out-migrants go south. California and other Western states pick up about 13 percent of New York out-migrants, and our bordering states in the Northeast pick up nearly 35 percent.
- As the following chart shows, net migration by age follows a distinct life-course pattern for New York. The highest rates of net out-migration occur among young adults (age 20 to 35) and among the middle and older ages (age 40 to 75). The frail elderly tend to move back to New York for family and services.



- New York births have remained very stable following the post Baby Boom decline in fertility and showed moderate increases during the period known as the “echo” effect of the Baby Boom. Births have again stabilized and will likely decline again with continued low fertility rates and a declining number of women of childbearing age.
- The number of deaths has been very stable throughout the last few decades but this figure will rise rapidly in the next 10 years as the Baby Boom ages.

## Racial and Ethnic Diversification

New York’s foreign-born population increased by more than 35 percent between 1990 and 2000 due to the continued high level of foreign immigration. This increase is most important in New York City and Nassau-Suffolk metropolitan areas where the foreign born make up nearly 30 percent of the total population. The foreign born population represents only 5 percent of the total population in the balance of the State, but has seen an increase between 1990 and 2000 of more than 13 percent.



For the first time ever, the 2000 Census allowed for multi-racial identification. More than 590,000 persons in New York State identified themselves as being of two or more races. This represents 3.1 percent of the total population. Comparisons over time are difficult because racial definitions are not strictly comparable between 1990 and 2000. The following uses the 1990 definition of a single race response compared to the combined 2000 definition of a single race response plus those responding with other combinations of races.

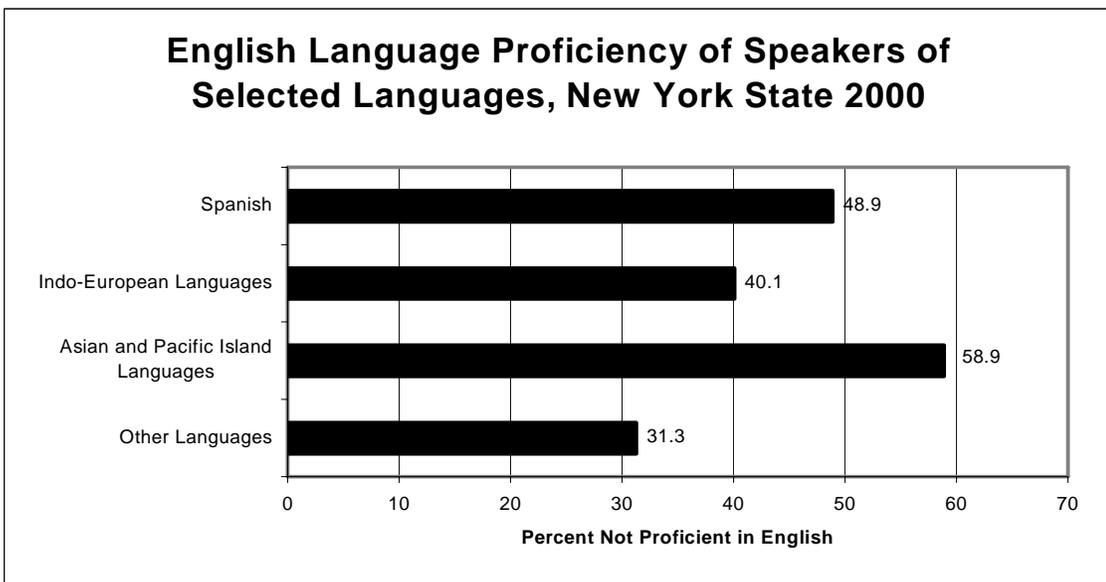
- The non-white population in 2000 was 5.7 million persons or 30 percent of the total. This population increased by about 1 million or more than 20 percent.
- The Black or African American population increased by 13 percent to 3.2 million.
- The Asian, Hawaii, and Pacific Islander population increased from 694,000 in 1990 to nearly 1.2 million in 2000. This is an increase of more than 70 percent and represents the most rapid increase of all major racial groups.

- The Hispanic population also grew rapidly between 1990 and 2000 increasing to 2.9 million persons. In 1990 the Hispanic Origin population was 2.2 million and increased by 30 percent.

The Decennial Census also identifies persons by their reported ancestry. While New York residents continue to represent a predominantly European ancestry, Indian and African populations have grown rapidly.

<b>Largest Ancestry Groups – New York State</b>			
<b>Ancestry Group</b>	<b>1990</b>	<b>2000</b>	<b>Percent Change</b>
Italian	2,843,872	2,737,146	-3.8
Irish	2,800,839	2,454,469	-12.4
German	2,900,879	2,122,620	-26.8
English	1,566,123	1,140,036	-27.2
Polish	1,181,077	986,141	-16.5
United States or American	468,760	717,234	53.0
West Indian	476,563	685,874	43.9
French	625,459	479,199	-23.4
Russian	596,583	460,261	-22.9

*New York’s diverse racial and foreign-born populations speak many different languages and are less proficient in speaking English than in 1990. Of the population five years and older, nearly 5 million people, or 28 percent, speak a language other than English at home. In 1990, the proportion was 21 percent.* Persons who don’t speak English at home are concentrated in New York City where 47.6 percent speak a language other than English, up from 41 percent in 1990. Ability to speak English in the Census is categorized as those who speak “very well,” “well,” “not well,” or “not at all.”



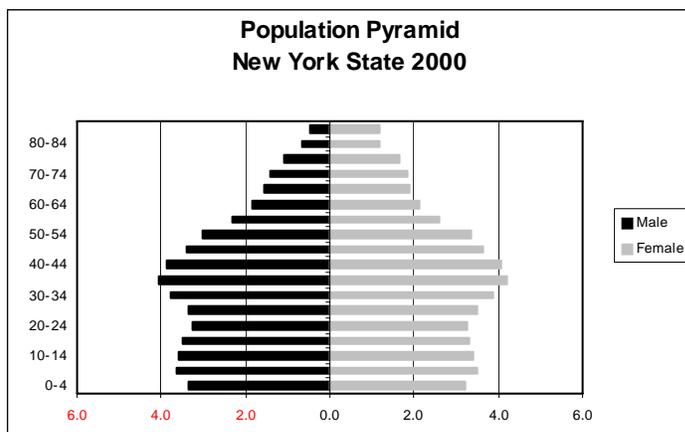
- Of persons who speak Spanish at home, nearly 50 percent speak English less than “very well.” For Indo-European languages, 40 percent are not proficient in English compared to 59 percent using Asian and Pacific Island languages and 31 percent using other languages at home.
- Of the 2.3 million people who are not proficient in speaking English, 51 percent speak Spanish at home, 29 percent speak Indo-European languages, 17 percent speak Asian and Pacific Island languages and only 3 percent speak some other language.

### Changing Age Structure

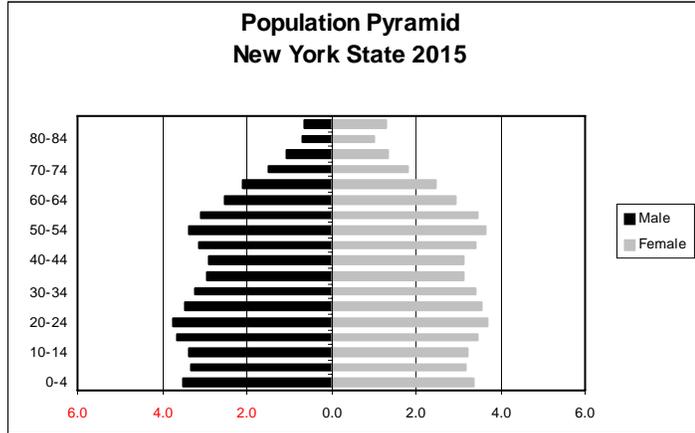
*New York’s population is getting older. The State’s median age increased from 30.3 years in 1970 to 32 years in 1980 and now exceeds 36 years. This increase is due to the aging of the Baby Boom, the leading edge of which (those born in 1947) has now reached the early retirement age of 55.* The Baby Boom was followed by a much smaller cohort as fertility rates dropped rapidly in the 1970’s. Though fertility rates remain at very low levels, the absolute number of births increased rapidly again in the late 1970’s through the early 1990’s as Baby Boom women reached their childbearing ages. Now, at the turn of the century, births are declining again as Baby Boom women age towards retirement.

This cyclical effect tends to create wide variation in the size of one generation compared to the next. However, high rates of out-migration among those age 30 to 65 have diminished the size of the Baby Boom cohort in New York. This, in turn, has reduced the size of the “echo” effect resulting in an older age population.

- New York’s age distribution is approaching a more mature and stable structure than many states experiencing rapid growth and high rates of in-migration.
- The proportion of the population age 0 to 19 will remain relatively stable between 2000 and 2015 making up approximately 27 percent of the total population in both years.
- The population 20 to 44 years old will decline from 37 percent of the total to 33 percent by 2015 as the tail end of the Baby Boom leaves this cohort.



- The youngest of the Baby Boom will be over 50 years old by 2015 while the oldest will approach 70 years old. This group will increase from 18 percent in 2000 to nearly 24 percent by 2015.
- The population age 70 and over will remain relatively constant at around 9 percent of the State’s total population.



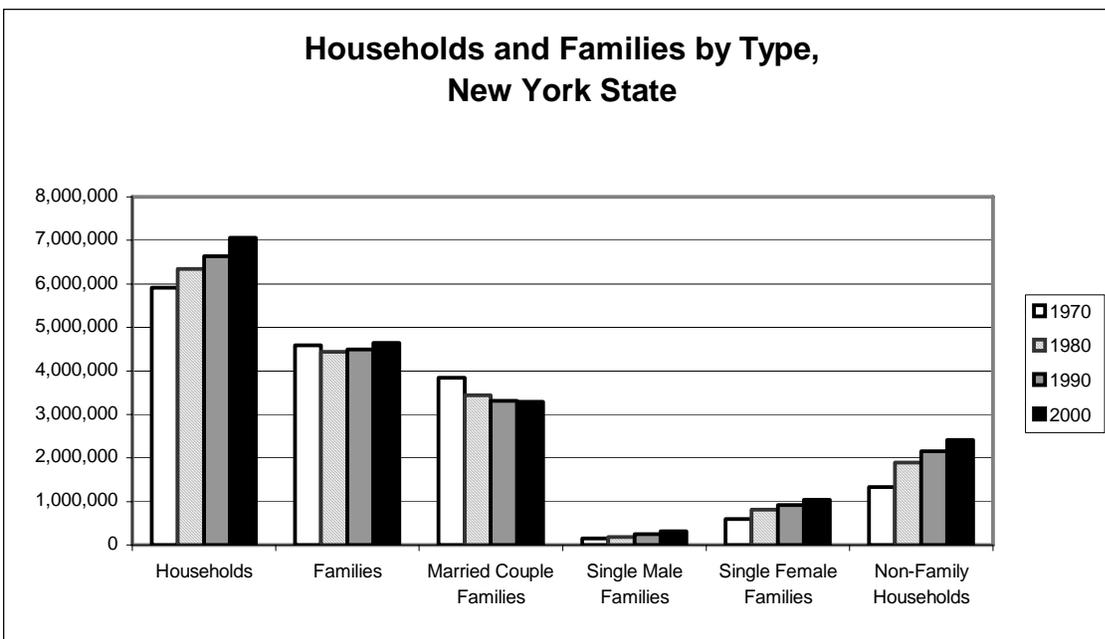
### Household Living Arrangements

There is an important distinction between the Census definitions of households and families. A **household** includes all of the individuals who occupy a housing unit. A household may consist of one family, two or more families living together, one person living alone, or any other group of related or unrelated people living together. A **family** is made up of two or more individuals living together who are related by blood, marriage, or adoption. Persons who are living alone constitute a household but not a family.

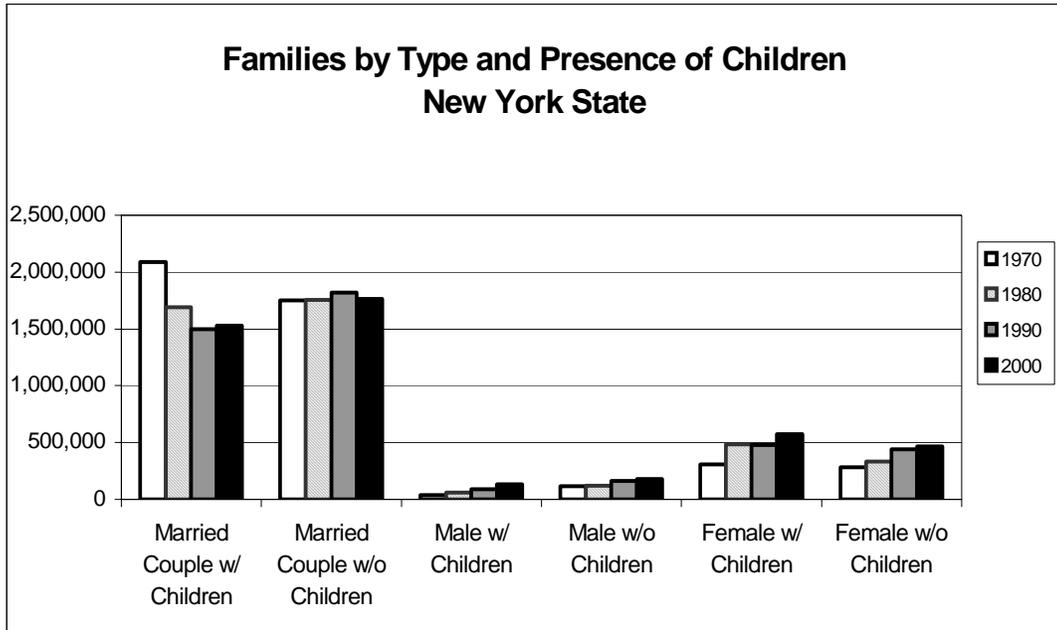
The 1960’s and 1970’s saw rapid increases in household and family formation as Baby Boomers established independent households. The number of households increased by nearly 13 percent between 1960 and 1970 and average household size actually declined from 3.1 to 3.0 persons per household due to a large increase in single person and couple households. The number of families increased by almost 6 percent and average family size remained stable at 3.5 persons per family.

Year	Total Households	Percent Change	Average Household Size	Total Families	Percent Change	Average Family Size
1960	5,248,261		3.1	4,336,041		3.5
1970	5,913,861	12.7	3.0	4,584,616	5.7	3.5
1980	6,340,429	7.2	2.7	4,443,248	-3.1	3.3
1990	6,639,322	4.7	2.6	4,489,312	1.0	3.2
2000	7,056,860	6.3	2.6	4,639,387	3.3	3.2

The characteristics of household and family living arrangements continue to change. As fertility rates declined through the 70’s and 80’s, marriage rates slowed and divorce rates increased resulting in a decline in average household and family size. Both average household and family size have stabilized in the last decade.



- In 1970, more than 83 percent of all families were married couple families. By 2000, the proportion of married couple families had dropped to 71 percent.
- While the number of families with a single male householder is small at 312,000, the number has more than doubled since 1970 and now makes up nearly 7 percent of all families.
- Families with a single female householder made up 13 percent of all families in 1970 but increased to more than 22 percent by 2000 and totals 1,038,000 families.
- Non-family households include persons living alone or with other non-relatives. In 1970 these households represented 22 percent of all households and by 2000 had increased to more than 34 percent.
- The number of married couple families with children under 18 declined rapidly during the 1970's and 80's. The decline stopped after 1990 and the number has increased slightly by 2 percent between 1990 and 2000. They now represent 33 percent of all families.
- Though the number of single male householders with children is small, (130,000) the number has increased rapidly and is more than 3 times the 1970 level.
- The number of single female householders with children has also increased since 1970 growing by more than 85 percent. The number showed a slight decline between 1980 and 1990 but has since grown by nearly 20 percent to 573,000 in 2000.



- With continued low fertility and the aging of Baby Boom women who are out of their childbearing years, the number of families without children has increased in virtually all time periods and for all family types. Only among married couple families between 1990 and 2000 has there been a decline in the number without children.

**Summary**

New York State has weathered many changes in economic climate and demographic forces both internal and external. The State has shown a moderate rate of growth over the last two decades and is projected to continue in the future. Underlying this moderate growth, New York, like most states, is undergoing changes in the size, geographic distribution, and composition of its population. Changes in the age structure will present an ongoing challenge, as will meeting the needs of children, the elderly, and an increasingly diverse population with special needs.



## **THE FACE OF NEW YORK - The People**

**Vanderlyn R. Pine, Ph.D.**

The power of social change is immense. Looking around our own lives provides most of us with a sense of permanence and stability. Our physical surroundings remain fairly static until we knowingly change something such as repainting the woodwork, hanging a new picture, or replacing the carpet. The seasons come and go with a comforting familiarity through which changes are gradual, incremental, and able to be anticipated. Our personal physical appearance undergoes daily, subtle changes which seem to accumulate to the eventual point at which, even though we know we are older, we feel surprised by how old we “suddenly” now look. Our social world changes in the same fashion, and after what seems to have been many years of stability, we “suddenly” become aware that a massive change is taking place.

We are in one of those historical moments right now. As the early 21<sup>st</sup> Century emerges, the Baby Boom is rapidly becoming older, and it seems as if “suddenly” the post-war cohort is about to become the Elder Boom. In 1946, after World War II (WW II) had ended and after many months or even years having been apart from their families and other loved ones, military personnel stopped making war, returned home and began making babies. The so-called GI Generation (born 1904-1924) is often referred to as the “Greatest Generation,” and they certainly proved that when it came time to have children. Between 1946 and 1964, 76 to 78 million babies were born achieving the highest level of offspring productivity in the history of the U.S. Early on, this new cohort was called the “Baby Boom,” using the metaphor of the Boom of the atomic bomb. At the same time, demographers, while observing the pre-WW II family, came to call it the Extended Family and the post-WW II family as the metaphorical “Nuclear Family.” Not only did Baby Boomers outnumber earlier generations, they received the pent-up generosity of post-Depression/post-Wartime parents and were given vast new attention and resources. Rather “suddenly,” this generation was seen to be physically larger and stronger and better fed and nurtured. Eventually, the cohort was more trained and better educated, listened to and paid attention to, and better paid and rewarded than all previous American generations. It is important to note that the post-WW II era brought huge demographic changes to the entire world, with many of the health improvements arising from wartime medical research.

In 2002, the vast majority of these Baby Boomers are alive and well, and they are fast becoming the Elder Boom, even though many of them do not like the idea of growing old at all. TV and print ads are constantly trying to sell “anti-aging” patents, pills, potions, and products, all intended to halt, hamper, hide, or hinder a person’s aging. Of course, other than death itself, such things really will not prevent the inevitable process of aging. It is at this level that the present and the future collide, because, like it or not, in 2015, American society will not just seem different, it will be different. The oldest Boomers will be 69 years old, and the youngest will be 51 years old, a span in the life cycle that traditionally embodies physical and psychological maturity, social power, and community prestige. Moreover, this large cohort will numerically outnumber both

those older and those younger cohorts, providing much enhanced Boomer clout in the marketplace, the voting booth, public policy, and all those areas of government concern. Additionally, the growing racial, ethnic, religious, and ideological diversity cited so often today will be far more obvious, not just in faraway cities or states, but actually within the families of the children of the Boomers, because there will be many more so-called “mixed marriages” across all the lines just noted and children and grandchildren will be of vast combinations of backgrounds. These characteristics will be very valuable and beneficial as more and more Americans work within the global economy, use the Internet for cross national communication, and travel throughout the world in increasing numbers. Our national diversity will enable greater understanding of other cultures and nations and will make the process of international integration both feasible and desirable.

As these changes occur, and since Boomers and their contemporaries also will be growing older, aging community leaders will not seem “so old,” nor will they be as threatening as they once were when the Baby Boomers were younger and said “never trust anyone over 30.” In 2015, age as a defining variable will seem less relevant because those positions of community prestige and political power will be concentrated in the hands of middle-aged and early retirement Boomers. At the same time, there will be many emergent responsibilities that will shape the lifestyles of the Boomers. Many will be trying to cope with aging parents, those very people who provided such indulgence and freedom when they were growing up. It is always difficult to watch your elders become more elderly, but for people who hoped for eternal youth, this experience will be both frustrating and in ways frightening. The physical declines that come with age will occur regardless of most of the now exciting new treatments and advertising promises. Watching such declines happen to one’s own parents will reinforce the realization that “I, too, am mortal,” making many Boomers hope for more promises for themselves. The demands of the Elder Boom will continue to push the envelope for increased and improved health care, short- and long-term aging care, and parental care. These demands will bring about many new initiatives, none of which is actually likely to stop or reverse the aging process, but certainly they are likely to help make the process easier and more people-oriented. These changes will exact a price from younger generations that follow, and eventually it will have to be balanced from a societal perspective.

The Baby Boom cohort was raised to believe that they did not have to accept existing, long-standing solutions to life’s vicissitudes. As the Boomers were growing up, many institutions came under fire, partly because their parents were committed to providing “non-Depression, non-Wartime” lives for their children, but also because the sheer numbers were over-taxing the existing social institutions of the time. Specifically, vast changes were wrought to the schools of the era; teenage sexual restrictions became passe and in many instances largely irrelevant; compulsory military service became a burden too unbearable to allow. The protocols for work shifted massively, paving the way for a new world of leisure time activities; many religious institutions were altered to make them “more relevant.” Meanwhile, the Boomers marched on, leading the social revolution of the late 20<sup>th</sup> century.

Today, the Elder Boomers will not accept the existing solutions for growing old. A quick glance at the emerging metaphors used to describe what were once seen as “problems of old age” helps emphasize the shifting landscape of everyday language. For example, we now have many treatments for “erectile dysfunction” rather than silence for dealing with “impotence;” what formerly was called “deafness” is no longer addressed with large, cumbersome hearing aids but with tiny, almost invisible, chip-like devices intended to help those with “hearing loss” to get the most from their conversations, and with years of booming music played directly into the ears of the Boomers by head sets, proportionately more of them will need help than ever before; variations of old-age care are increasingly being called different levels of “assisted living” or “life care communities,” and Boomers will demand not just assistance but “assistance with amenities.” All these lifestyle matters will continue to receive the ongoing attention of aging Boomers, and by 2015, it is certain that the demands and the metaphors used to describe them will be very different from those of today.

People of the Elder Boom have already made it clear that they do not like the idea of nursing homes for their parents, and certainly not for themselves. It is much more likely that in 2015, retirement communities are likely to be structured around resort-like full-service hospitality centers. It is already the case that in some parts of the country, the vaunted Senior Centers which began to emerge after WW II are today being called “Fitness Centers,” and the workers in them are becoming “Personal Trainers.” Again, the metaphors that are used to describe everyday life reflect not just verbal distinctions but also reveal people’s world view and their sense of the assumptive nature of life.

People no longer own “a family car,” rather most people within a family, young and old alike, now own their own individual car (or, increasingly, cars), creating multiple vehicles per household. In the immediate post WW II years, new roads and highways were built to accommodate what were expected to be more traveling families, individuals, truckers, and other newly mobile drivers. Most of the licensed drivers were men and many of the women neither were licensed nor even knew how to drive. We are riding on those same roads over 40 and 50 years later but with many more drivers, of all ages and both genders, and almost all Baby Boom men and women are behind the wheel of their own car. By 2015, virtually all Baby Boomers will still be driving, and will be on the road for work and leisure travel, pre-retirement and retirement trips, and parenting and grandparenting activities. Our streets and highways and traffic signals will need serious modernization and not just repaving.

Today, government agencies, commissions, and departments are in a difficult bind in this regard. Most programs are under stable management, have been “long-” or “fairly long-established,” have well-developed protocols and deeply entrenched methods for accomplishing their stated goals. Unfortunately, a stable management model is not always the most effective system to deal with rapid and dynamic social change. Furthermore, most programs for the older population were developed and implemented to address or solve what was seen to be or perceived as a problem for everyday life at that time. As noted, “the times, they are achanging’,” and those programs may no longer be relevant or appropriate, but to change them is likely to be difficult. All units of

government should now be considering what the needs are likely to be in 2015 and what can we do today to be prepared for them at that time. In addition, it will be essential to assume a more adaptive system for dealing with social changes so that as government agencies are confronted with obstacles in the years to come, they will be better able to deal effectively with the needs at hand, simultaneously re-addressing the then future needs. Those Boomers who are relatively healthy, more affluent, better educated, and technologically sophisticated are likely to provide the primary impetus for change. Policy makers must bear in mind that those who are not as healthy, financially poorer, less educated, and outside the “mainstream” cannot be ignored even if they are less visible and less likely to be able to press for new, relevant programs.

There are many examples that we can observe right now that emphasize how Elder Boomers will make new and different demands on the state system of solutions. In the health care domain, it is likely that new pressures will be brought to bear on such matters as the openness of medical procedures. Just as the Boomers demanded the right for fathers to be present for the births of their children, so will they likely seek the right to be present for medical procedures for aging conditions. In the same arena, as Viagra and other sex stimulants become more widespread doctors will be faced with new pressures to help keep AIDS and other STDs under control among the older population of sexually active Boomers. Similarly, as nursing homes and other long-term care facilities have more of these same sexually active Boomers under their care, the distribution of condoms will signal a new face on the institutionalized elderly. Add to these issues such systemic matters as the growth of preventive health care and maintaining wellness, and the existing solutions fall short of the demands.

Children and families will also have a new (or greatly changed) face. Starting in the 1970s, there was an emerging shift in that there were proportionately many more divorces among the Boomers than in previous generations. Today, that shift is translating into the beginning of a generation of kids with multiple grandparents. For the children of 2015, there will be vast numbers of compounded and often very complex family dynamics. The fact of several sets of grandparents may mean some advantages for child care. However, a more likely scenario is that Elder Boom grandparents will have too many personal activities, both professional and leisure time, that will make them choose not to provide baby sitting services. Conversely, there will be some Elder Boom grandparents who are totally responsible for raising their grandchildren. These paradoxes and predicaments will put new burdens of a unique variety on agencies dealing with children, families, caretaking, and aging.

It is fairly easy to predict many of the immense demographic changes that are already taking place, and although it is absolutely critical to understand them and their potential impact, it is quite another matter to handle them effectively. Today, governments and communities are contemplating their futures. The task of reinventing public policy is a prodigious responsibility, especially when dealing with a group as vocal and demanding as the Elder Boom. It goes without saying that their voices must be heard. The trick is listening today to predict for tomorrow. A sensible place to start is to

observe the facts as presented in the White Paper article on the demographic realities of the State and to review the agencies' policy briefs.

As the years pass, it will become evident that some of the predicted patterns will happen in ways that support the predictions. Others will be slightly off the mark, while some will miss by the proverbial country mile. Regardless of such successes and failures, the process of planning is the key to dealing with the future successfully. The challenge for readers of this ambitious project is to accept the premise that trying to anticipate the future is a more productive and valuable experience than just allowing life to happen as it will. For practitioners of the art of policy formation, development, and implementation, the greater challenge is to winnow from the projections as many creative ways as possible to deal with the Elder Boomers in 2015.



# **ANALYSIS AND SUMMARY OF 36 STATE AGENCY BRIEFS**

**Vera Prosper, Ph.D.**

## **INTRODUCTION**

Much work is being done across the country and throughout the world to increase awareness of the overall aging of the population and to advance wider understanding of the implications of this aging phenomenon for countries and for communities. New York State is engaging in similar work.

In the United States, the large Baby Boom cohort has been a dominating factor in shaping the country's demographic profile and this group will continue in this role. Baby boomers have begun to reach early-retirement age, and by 2015 the first huge wave of boomers will be over the age of 65. Among the country's states, New York ranks third in the number of older people, which has focused increasing discussion on the impending growth and impact of this segment of the State's population. In addition to the aging phenomenon, however, New York is one of the very few states whose future profile is also being profoundly shaped by additional demographic trends-- most notably, patterns of immigration, migration, and minority status.

### **Questions Forming the Basis for State Agencies' Deliberations—**

As part of New York's ongoing effort to prepare for the future, Governor George E. Pataki directed state government agencies to consider what the resident makeup of the State is expected to be by 2015. The agencies were further directed to identify strategies for assuring that the State is prepared to recognize the advantages and to meet the challenges of the expected demographic change in creative, productive ways. Specifically, the agencies were asked to deliberate and report on the following questions:

1. Consider the impact of the State's changing demographics on your agency. What are your agency's overarching policy issues, direction, program considerations, changing constituency needs, and management issues related to these changing demographics?
2. Some agencies may already have begun to address the impact. If yours has done so, what is your agency currently doing to address or respond to these anticipated changes?
3. What recommended actions could your agency take in the next five to seven years to address the priorities you have identified that reflect the impact of the anticipated demographic changes? Also, consider collaborative approaches among state agencies and how such collaborations could fit into an overall state planning process.
4. What are several results you expect to achieve through your recommended actions?

### **Trends—**

An analysis of briefs written by 36 agencies found that deliberation focused primarily on:

1. The increase expected in the State's elderly population, with some discussion of the expected decline in the nonelderly population;
2. The growth in the number of people with disabilities, which is due to increasing longevity of both persons who were born with disabilities and those who acquired disabilities during their nonelderly years, as well as the dramatic growth in the group aged 85 and over, who are most vulnerable to aging-related impairments; and
3. New York's growing racial and cultural diversity, which is heavily influenced by the State's strong immigration and migration patterns.

### **Overarching Themes—**

The impacts identified and the solutions, strategies, and actions suggested by agencies can be viewed as falling under *two overarching themes that are highly interrelated*:

1. Quality of life, as the impacts and the responses affect the individual, and
2. Statewide vitality, as the impacts and the responses affect the State of New York as a whole community.

### **Cross-cutting Topic Areas—**

Four topic areas emerged from the analysis that cut across all agencies and across all demographic groups:

1. **Optimal Fit:** Every agency asserted that the need will grow for optimizing the fit between what is provided by government and the diverse set of consumers being served by government, in order to support the overall well-being of individual citizens and the State as a whole. This is reflected in the call for customizing programs, services, products, forms, information, and communication to fit the demographic diversity of age, language, race, ethnic culture, disability, and circumstances that will characterize the State's population. It is reflected in the call to make public facilities, transportation, and housing both accessible and appropriate to users' needs. It is reflected in the call to train agencies' existing and new staff in aging and diversity issues, in understanding the differing characteristics of people being served, and in effective communication with the various population groups. It is reflected in the current practice of several agencies and the future desire of others to hire aging specialists and consultants or incorporate task forces or bureaus on aging within their agencies.

2. **Collaboration:** Thirty two agencies recommended both conventional and original partnerships among state agencies, as well as between state agencies and community organizations and between government and the private business sector, as the most logical and resourceful means of addressing the impact of the State's shifting demographic profile. Going beyond suggesting the *concept* of collaboration as a planning or issue-resolving approach, agencies identified specific entities to form these collaborative alliances and specific task areas to be handled.

3. **Technology:** Twenty two agencies recommended an increasing reliance on various existing and new technologies as an efficient and effective method of improving communication and interaction with consumers, streamlining service and product delivery, increasing round-the-clock access to services, assisting people with disabilities and impairments, and responding to increasing consumer demand for (1) "self-service" information and transactions; (2) alternative technological options, including Internet-based services; and (3) seamless, across-government integration of transactions with the public. However, agencies cautioned about the need to (1) adapt all technological solutions and tools to the age, language, racial, cultural, educational, and disability characteristics of users; (2) recognize that many users will continue to need education and personal assistance in using the Internet and other technologies; and (3) be vigilant about the growing reliability, security, and privacy issues associated with the Internet and data-sharing technologies.

4. **The Workforce:** Twenty agencies underscored the implications of the aging of the current workforce, the mass retirements expected across the State within a few years, the shrinking younger labor pool, and the markedly changing demographic characteristics of the State's future labor pool. To close the impending workforce gap, as well as to match workers with ongoing demand changes in the labor market, creative solutions were given to retain experienced older workers, recruit retirees, stem the out-migration of the State's educated young adults, educate and train members of an increasingly diverse labor pool, and draw workers from groups not traditionally considered for workforce recruitment and retention.

## SYNOPSIS OF THE AGENCIES' DELIBERATIONS: TRENDS and IMPACTS

### TRENDS and IMPACTS: Aging of the Population (Increase In the Number of Older People and People With Disabilities)

#### Trends—

All agencies identified the growth in the number of elderly people as a major demographic force that will affect their services and programs, the makeup of their constituency groups, or the way agency business will be conducted. Most agencies also discussed the growth in the number of people with disabilities, both those who will age with long-standing disabilities and those who will incur disabilities during the elder

years. While overall aging was acknowledged, discussions of the impacts of numerous distinctive subgroups of elderly people emphasize the complexity of planning for an aging New York. For example, agencies highlighted: the escalating numbers of retirees, elderly property owners, older drivers, people over the age of 85, custodial grandparents of adult children and grandchildren; the increase in the age of farm owners and the age of the government workforce; the growth in the number of elderly people represented in a variety of special needs groups, such as those with dementia, drug and alcohol addiction, HIV/AIDS, lifelong disabilities, recent physical or mental impairments, those who live alone or are isolated or lacking family; the rising numbers of older people in such diverse subgroups as prison inmates, college students, and elderly parents of also-elderly adult children with developmental disabilities; the expanding numbers of immigrant, minority, ethnic, and poor elderly; as well as the sharp increase expected in the number of deaths, which will have an impact on cemetery space and burial policies and regulations.

### **Impacts—**

The major issues that emerged from deliberating the aging and disability trends reflected the missions and functions of the agencies expressing them.

**Increasing number and longevity of older people, their vulnerability to impairment, and the diversity of their circumstances:** Multiple agencies voiced the following issues in response to the growth expected in the number of older people, the continued increasing longevity among this population, and the variation that characterizes this population group:

- The changing characteristics of the State's consumer base will alter the interactions between providers and citizens. The State can expect a growing need and demand to modify and customize services, programs, materials, products, information-disseminating formats, outreach methods and procedures, and practical communication to be easily understood and useable by all subgroups of elderly people (age segments, race, culture, language ability, educational level, disability, geographic location, lifestyle) and to be useful to them.
- The need will intensify to train both internal agency staff and front line workers (such as health care workers, teachers, bank tellers) in aging issues and in effective communication with elderly people to reflect the changing marketplace and to competently respond to all types of older consumers. The need will increase to provide specialized training to specific worker and professional groups to assure implementation of features and actions that meet the needs of aging persons and people with disabilities.
- Increases can be expected in the incidence and variety of chronic diseases and disabilities, chronic physical and mental health conditions, and occupation-related diseases and injuries among the elderly population, which will increase the demand for information and assistance, case management, long-term care insurance products,

supportive assistance and long term care services, informal and formal caregivers, and physical modifications to housing environments. In addition, the need will grow to explore integrating mental health services with the public health system.

- The characteristics and traits of the Baby Boom generation vary from those traditionally associated with elderly people. The baby boomers will bring increasing expectations for lifestyles and services that accommodate individual choice and that will focus on preventative health care, healthy lifestyles, good nutrition, and adequate and flexible community-based activities and services.
- Data from the New York State Office for the Aging (NYSOFA) show that the greater majority of older people are well, healthy, agile, and financially stable. Data also indicate that the expectations of succeeding groups of older people to remain integrated as active, participating, productive members of their communities will grow. This is reflected in the notations of some agencies of the growing need to balance the issues of well-elderly and frail-elderly persons, while others noted that ways must be found to utilize the talents, skills, and experience imbedded within the elder cohort.
- Safety and security issues regarding the elderly population will increase significantly in amount and type, requiring increasing attention, tools, innovative strategies, staffing, community and neighbor involvement, and consumer education. Areas of concern include: financial, Internet, and predatory business crimes; personal crimes; elder abuse, neglect, and exploitation; consumer fraud and scams; service-related consumer protections such as utility shut-offs; community-wide disaster and emergency situations; accessibility and safety of public places (for example, lighting, stairs, sidewalks, curbs, trails, acoustics, signage); the home environment (falls, accidents, fires, isolation, no heat, fear of crime); security staff in all modes of public transportation; and food safety.
- There is a need to devote increasing attention to the topic of older drivers. Various agencies related specific issues, some conflicting, which illustrates the complexity of the impact of this topic: current and future elderly people will drive more than previous generations of elderly people, but will continue to drive less than younger people; the proportion of accidents among older drivers will not increase, but the number will increase because of the growth in the number of older drivers; vision, hearing, strength, and reaction time for driving declines among many older people; however, older drivers are generally characterized as self-assessing their own driving skills, limiting driving to less congested times of day, driving less during night hours and in poor weather, driving fewer miles per trip, and driving fewer miles overall; the reluctance of older drivers to give up driving will continue; giving up driving means dependence upon family members to meet mobility needs; changing family structures will increase the need for continued driving into the elder years (for example, custodial grandparents of grandchildren, single elderly people, elderly people with no available family members); the majority of older drivers reside in suburban and rural areas where alternative transportation modes are limited or nonexistent; the current status of street signage, road markings, parking areas, etc., is not adequate to accommodate the needs of older drivers

or persons with disabilities; and suggestions for more restrictive licenses, shorter renewal cycles, and greater oversight of older drivers are politically sensitive.

- A review of New York's policies over the past 20 years shows a shift from institutional to community-based living environments for both elderly and nonelderly populations. This will intensify in response to the 1999 federal court decision in *Olmstead v L. C.*, which requires states to provide chronic and long-term care services in least-restrictive, community-based living environments. Consumer demand will increase the need for additional accessible, adaptable, affordable, supportive housing and specialized housing units in a variety of choices that meet elderly and nonelderly populations' needs and preferences. Loss of existing affordable units across the State through various types of market rate conversions, as well as losses of specific housing options, such as Family Type Homes and Single Room Occupancies (SROs), will intensify this demand.

**The State's revenue picture:** Multiple agencies reported that the shifting age composition of the State's population will re-fashion the State's overall revenue picture, affecting a variety of public and private entities, consumers, and the State's economy. While some noted that there could be a negative impact on revenues used to fund specific infrastructure and services, others noted that increases in other revenue sources could temper or offset the overall effects of decreases. *Some* examples include:

- Rising numbers of health insurance claims by aging policyholders could put some health insurers at risk of financial instability. The stability of the health, homeowner, and auto insurance industries may rest on increasing premium costs for consumers of all ages. Interest will grow in Medicare supplement policies, continuing care retirement communities, and long term care insurance products, which help enable older people to stretch their money over their lifetimes; and there will be an increasing demand on the insurance industry to develop alternative innovative products to assure that older people do not outlive their available funds.
- Many of the State's aging immigrants will have spent none of their working careers in the United States and may not qualify for Medicare, Medicaid, or other federal assistance programs, which will increase the financial burden on state, county, and city health and social services departments, shift costs to all taxpayers, and may change overall benefit structures. Can these effects be tempered by the increasing use of immigrants to address the State's work force issues?
- The increasing ratio of retirees to workers will affect the State's income tax base, as well as communities' property and income tax revenues. However, will retention of older workers and hiring retirees mitigate losses in the income tax base? Will the increasing demand for second homes, vacation homes, and larger homes among the elderly population increase property taxes?
- A declining upstate population, particularly the migration of younger people out of rural areas and the graying of the suburbs, may erode the customer revenue base that

funds county clerk operations. However, as retirees engage in certain second and third careers and occupations, revenues from professional license and registration fees may increase.

- There may be increasing numbers of participants in the STAR (property tax) and SCRIE (rent subsidy) programs, but a declining number of veterans eligible for veterans' exemption programs.
- Exemption, reduced-cost, and free programs that target a growing number of older people and persons with disabilities will strain program and community operating budgets. However, policy changes in these types of programs may result in increased revenues.

**The workforce:** For several years, through the Department of Civil Service and the Governor's Office of Employee Relations, state agencies have been engaged in a government-wide workforce succession planning initiative in response to the aging of the State's public sector workforce and the rapidly changing nature of the New York's labor pool. In their deliberations for the Project 2015 initiative, agencies described the impact of the aging of their own staffs and the staffs of their statewide networks of voluntary providers, the impact of impending general mass retirements, and the implications of mass retirements expected among specific occupations, such as the state police, fire department personnel, teachers, and state agency management-level personnel. *Some examples include:*

- The impending loss of a large number of qualified workers through retirement will result in less stability and increased turnover in the state workforce. The magnitude of the impending retirements will result in the State losing the institutional memory, high level skills, experience, fundamental program knowledge, mentoring capacity, and talents gained by workers over the course of 20- and 30-year careers.
- Both the increasing numbers of public sector retirees and their longer retirement periods will dramatically increase the State's benefits costs (pensions and health care), resulting in hard choices about resource allocation. Agencies questioned whether new, creative fringe benefit products and new, flexible work options need to be developed to constrain costs and to respond to the changing preferences of the public workforce.
- For many agencies, over half their staffs are over the age of 50. There will be a growing demand for changes to create work-site environments that respond to the needs of older and disabled workers, including physical modifications, assistive devices, flexible work schedules and work arrangements, greater use of family leave for caregiving responsibilities, educational programs on aging and caregiving issues, and sensitivity training for managers regarding the traits and needs of older workers.
- Greater flexibility is needed in hiring and retention policies. Current civil service practices must be reconsidered, and new, creative strategies are needed to recruit younger-aged workers; recruit from nontraditional applicant pools, such as immigrant

and ethnic groups, people with disabilities, and volunteers; retain current older workers; and entice skilled and talented retired people back into the labor force.

- Traditional workforce planning procedures and models do not sufficiently account for the implications of more aging workers, increasing retirements, fewer younger worker applicants, and the State's geographic population shift (greater growth in high-cost urban areas). Longer planning horizons, beyond three- or five-year periods, are needed for a more relevant planning process. Better simulation and forecasting tools and methodologies are needed to more accurately forecast labor force needs and costs.

### **TRENDS and IMPACTS: Aging of the Population (Decline In the Number of Younger People)**

#### **Trends—**

For the United States as a whole, there will be an overall decline in the population under age 60, primarily because of the aging of the large baby boom generation, a decline in the number of women of childbearing age, and continued low fertility rates. Similarly in New York, the growth in the State's elderly population is coinciding with an expected decline in the State's nonelderly population; and agencies' discussions underscore the amplified effect of the two age trends occurring simultaneously. In addition, while national trends are generally echoed in New York, the State's shifting proportional relationship of the elderly and nonelderly groups is magnified by the significant out-migration patterns of people aged 20-40.

#### **Impacts—**

The decline of specific younger-age subgroups raised specific issues, highlighting the complex nature of demographic change and heightening an appreciation of the interrelationships among the various generations. *Some examples include:*

- The population group aged 30-64 will decline, and the number of people in the prime workforce age (aged 20-40) will remain static or decline slightly, particularly due to significant out-migration by this age group. At the same time, mass retirements of aging workers is expected, with many retirees leaving the State, draining highly experienced workers and the volunteer pool. The joint impact will affect both the public and the private sectors' ability to attract, retain, and retrain a qualified workforce, which is critical to the State's economic growth and vitality. Specific occupations, particularly in the health care industry, will increase in response to the needs of greater numbers of older people, but will experience labor shortages because of the shrinking labor pool. There will be a growing gap between available workers and the workforce needs of the State's manufacturing, skilled trade, and technician sectors. There will be fewer seasonal workers and volunteers available for programs that are expanded to adapt to a changing customer base (for example, the State's park systems may extend the camping season, change activities, and increase such amenities as RV sites, electric camp sites, resting areas, restrooms, first aid stations, food concessions, playgrounds for grandchildren, and police and ranger presence to accommodate a growing number of older participants).

- New York's family farm owners are aging, many have no younger family members to take on the family business, and a declining number of younger people are available as prospective farm operators. This situation, together with escalating farmland values, will continue to exert great pressure on elderly farmers to convert prime farmland into real estate developments. The effect is the loss of available farmland and small family farms, the evolution of fewer but larger farming operations, and significant changes in New York's rural land use patterns.
- A sizable portion of the informal, unpaid caregiving assistance provided to elderly people is performed by nonelderly family members and friends. The decline in the number of younger people will result in fewer available informal caregivers at the same time that the number of elderly persons needing caregiving assistance will expand, swelling the demand on the formal care system. However, the decline in the workforce population will change the State's dependency ratio (number of workers:nonworkers), affecting the availability of paid health care workers. The decreasing supply of both informal and formal caregivers will affect the quality of life of all family members.
- The population pool from which the central core of university enrollment is selected (those aged 18-21) is expected to decline. The proportion of students in this age group has declined in the State University system, while the proportion of students aged 50 and over is increasing. Increasing attention will be required to meet the needs of a growing number of older, "place-bound" students, whose demands for supplemental courses, online distance learning, campus-business partnerships, degree and non-degree studies, classroom formats, and teaching methods differ substantially from those of younger students.
- The numbers and traits of some younger and older population subgroups will not follow consistent patterns, but will ebb and flow through 2015. For example, the size of the State's overall veteran population is related to historical wartime demands. The elderly veteran population peaked in 1999 (World War II and Korean War), will decline for a few years, will increase to peak again in 2015 (Vietnam War), and will decline again (shorter, smaller military actions). The varying physical and mental characteristics and consumer demands of specific wartime subgroups require continual attention to match programming and benefits to subgroup needs and traits.
- The decline in the State's younger population is expected to reduce the overall number of inmates in New York's prisons, but the proportion of inmates over the age of 50 is increasing. This changing age composition will require modifications in policies, system directives, and programming to balance the requirements for younger inmates with the growing requirements for elderly inmates (including changes in transportation, activities, and policies for the also-aging family member visitors of older prisoners), and will result in a growing need for specialized living units and greater amounts and types of health and long-term care services to accommodate elderly inmates' needs.

## TRENDS and IMPACTS: Immigration, Migration, Racial and Ethnic Diversity

### Trends—

**Immigration:** New York's population profile, like other northeastern states, is profoundly shaped by significant levels of in- and out-migration of both foreign-born immigrants and domestic residents. According to the Center for Labor Studies at Northeastern University (2002), during the 1990's, the nine-state northeastern region experienced the greatest wave (3.1 million people) of foreign-born immigrants since the beginning of the 20th century. *In 2000, the proportion of New York's population that was foreign-born (23 percent) was almost twice the proportion (12.4 percent) of foreign-born residents in the nation's population (Center for Labor Studies, 2002), reflecting an influx pattern of more than 100,000 foreign immigrants into New York each year (New York State Data Center, 2002).*

**Migration:** During the 1990's, of the nine northeastern states, New York had the largest number of foreign and domestic residents (1.7 million, or just under 10 per cent of the population) leave the State. *The substantial out-migration of young, educated prime-work-age people and financially secure retirees affects both New York's workforce and its economy.* The overall movement of both foreign immigrants and domestic citizens in and out of New York results in net losses in the State's population, and these immigration and migration patterns are expected to continue.

**Diversity:** The State's substantial ethnic and minority populations of all ages will increase in both size and in subgroup diversity, due to immigration, to natural increase (more births than deaths), and to added options in the Census for self-identification. According to NYSOFA, among the State's total elderly population, minority and ethnic elderly persons will increase at the fastest rate (projected to grow from 20 percent of New York's elderly population in 1995 to 31 percent in 2015 and 35 percent in 2025).

### Impacts—

Agencies reported the impact of increasing foreign immigration, the impacts associated with the migration patterns of specific population groups, and the effects of the dramatically increasing diversity of New York's population profile. *Some examples include:*

- There will be an increase in the number of New Yorkers who have little or no English-speaking skills and an increase in the variety of languages that will be used in households as the primary means of communication. Both will have an impact on the State's educational and training systems. For example, more students will need more than four years to complete high school. There will be more adults learning English. There will be an increasing need to recruit bilingual and culturally diverse teachers and professors and to train teachers at all levels of educational programs in customs and characteristics to reflect the multi-cultural composition of the State's student bodies. There will be a need to increase and to modify vocational classes, job-training programs, and professional curricula to prepare immigrants and ethnic and minority persons for the labor force.

- Agencies emphasized the vulnerability of immigrant, ethnic, and minority populations. For example, many lack education or relevant job training and will take lower-paying jobs or jobs that are more dangerous or involve adverse exposure to hazardous materials. This will increase issues of environmental protection and require new ways of communicating information and assuring job safety. Immigrant populations, unfamiliar with the language and customs of their communities, are more vulnerable to deceptive and fraudulent business and other practices; and many immigrant and minority families are poor. This will increase the need for new areas of consumer protections and consumer education about service-related rights and responsibilities; and environmental justice issues may increase in minority and economically disadvantaged communities.
- Conversely, an increasing number of immigrants and members of minority groups are skilled and are establishing new businesses, needing greater information, consultation, and services in relevant languages and cultural contexts to successfully access credit and financing opportunities and to understand business, tax, and regulatory requirements. As the employment and economic status of immigrant, ethnic, and minority population groups increase, their involvement may increase in activities not traditionally utilized, such as the State's outdoor, recreational, and vacation facilities, requiring greater attention to matching activities and services to cultural characteristics.
- Cultural and religious competence may not be sufficiently instituted throughout the State's community-based networks and systems providing health, mental health, and social services. This will require increased attention in order to respond effectively to the varying cultural, educational, economic, health, and lifestyle circumstances characterizing New York's population.
- The significant out-migration of New York's educated young adults, as well as a net out-migration among the general workforce population aged 30-64, is expected to continue. This will affect the ability of the public and private sectors to attract and retain a sufficient number of qualified workers and will increase the gap in workers for the manufacturing, skilled trade, and technician fields. There is underutilization of the accumulated talents and skills of retirees and insufficient education, training, and use of workers from population groups not traditionally considered in the primary workforce base (for example, immigrants, older people, people with disabilities, ethnic and minority subgroups, volunteers, part-time workers).
- In tandem with the talent-drain associated with the out-migration of the State's educated young population, there is a wealth-drain associated with the substantial out-migration of affluent well-elderly retirees and financially secure veterans, to western and Sunbelt states. Poorer veterans tend to remain in the State, and many frail elderly persons return to New York for health and long term care services and to be near family members.
- Both in-migration and internal migration patterns are changing the State's urban/nonmetropolitan composition, with various implications. For example, the

projected growth in New York's *downstate urban* area will drive up the demand, and the budgets, for social services and job training/recruitment programs in this high-cost area. The State's disaster response plans for elderly people and people with disabilities differ in urban vs. rural settings. The needs of growing numbers of subgroups will require customized emergency response plans (for example, (1) when schools close in a disaster, what effective means can be used to pick up children who are the responsibility of frail or nondriving grandparents, (2) what alternative emergency warning systems can accommodate elderly or other people with hearing or vision impairment, and (3) how can emergency warnings and evacuation instructions be communicated in ways that accommodate non-English-speaking families).

### **SYNOPSIS OF THE AGENCIES' DELIBERATIONS: SUGGESTED RESPONSES and ACTIONS**

At the start of Project 2015, many state agencies were already engaged in activities to prepare for the State's changing future, and these can be reviewed by reading the agencies' briefs. As an outcome of the agencies' deliberations for Project 2015, both conventional and innovative ideas emerged as additional actions or strategies that can help prepare for the impact of the State's changing demographic profile. These are summarized below under the two highly interrelated overarching themes:

1. "Quality of Life: affecting the individual," categorized under the four headings of Optimal Fit, Personal Living Environment, Health, and Safety and Security;
2. "Statewide Vitality: affecting New York State as a community," categorized under the two headings of Technology and The Workforce.

In addition, almost all agencies suggested specific collaborations, involving entities that have an interest in a specific constituent group or issue, as an effective means of understanding the multi-faceted nature of issues and of pooling skills and resources for better outcomes; and these are noted throughout the summary. *Some* examples of suggested responses and actions for each of the categories include:

#### **RESPONSES and ACTIONS: Quality of Life (Optimal Fit)**

- Targeted outreach strategies will attract staff and employees from diverse population groups for the State's educational system to more closely reflect the system's student population. Opportunities for employees of the educational system to acquire skills in languages other than English can be provided and supported. Academic courses and programs that focus on other world cultures, governments, religions, immigration issues, assimilation, and national identity can be offered to make the State's residents more aware and knowledgeable about other cultures.

- Agencies will provide ongoing training for both internal and direct line staff to ensure that programs, services, and information provided are easily accessed, are understandable by people of varying educational levels, are consistent with cultural traits, are useable by the intended consumers, and are communicated in ways that are responsive to all types of individuals, including elderly people, people with disabilities, people with limited or no English-speaking skills, and foreign immigrants.
- Increase the number of community-based service-delivery offices, outreach stations, information centers, and counselors and locate them close to consumers and in nontraditional, but high-use, sites (such as health clinics, community centers, kiosks in state government agencies and malls, county fairs, senior citizen organizations' meetings) in order to increase consumer awareness and to increase access to and use of information and services. Suggested collaboration: Banking Department, Office for the Aging, and AARP to: provide sensitivity training to internal and direct line staff to make banking information relevant to older people, services easier to use, and to identify other contexts in which to provide bank services and outreach to seniors.
- Sensitivity training will be provided for state agency managers to ensure that the workplace environment is responsive to the needs of aging staff. Suggested collaboration: Several agencies suggested involving the Office for the Aging, Office of Employee Relations, Office of Children and Family Services, AARP, and others to develop sensitivity programs for state agencies to educate and support aging workers regarding their own aging issues, as well as to help them with aging and caregiving issues regarding elderly family members.
- Train staff and potential employers about workplace accessibility standards and features and about workers' rights under the Americans with Disabilities Act.
- For a variety of consumer-protection issues (such as fraudulent business, financial, credit, and insurance practices; car repair scams; telemarketing and Internet scams; identity theft; and personal crimes), expand both the types of information provided to consumers, community leaders, and professionals and the alternative methods of disseminating that information in ways that are responsive to the needs of the diverse individuals being served.
- Many agencies suggested adding aging-specific consultants or bureaus to assure adequate and appropriate attention to aging issues. *Some* included: (1) Suggested collaboration: Create an aging taskforce of the Banking Department, other government agencies, and aging-related community groups to: develop new banking products and services wanted by older people and to determine banking regulations needed to protect elderly and other consumers. (2) Create an office of the aging driver in the Department of Motor Vehicles to coordinate agency programs, service delivery, and communications. (3) Division heads will analyze operational manuals, and executive staff, unit directors, and supervising superintendents of regional facilities will analyze and modify the Department of Corrections' directives, manuals, and Title VII to assure that all policies and procedures reflect the appropriate needs of elderly prison inmates. (4) Older

employees will be used to address consumer hotline issues. (5) Designate an agency policy coordinator within the Department of Parks, Recreation and Historic Preservation and appoint an aging advocate within the Office of Consumer Education and Advocacy in the Public Service Commission; these will form liaisons with the Office for the Aging and other agencies to assure that programming, policies, and consumer protections reflect the needs of elderly persons. (6) Create specialized units within the State Police to investigate crimes against elderly persons, including specially trained troopers with expertise in elder crime prevention. (7) Retain specialized consultants in the Office of General Services to assist with aging-related designs for the State's real estate planning and facility design and construction. (8) Suggested collaboration: Establish a seniors advisory council in the Department of Insurance, together with the Office for the Aging, AARP, and other senior groups to: advise the Department on seniors' insurance needs and issues. (9) Suggested collaboration: Office for the Aging, in concert with the statewide Area Agency on Aging network, consumers, and community organizations to: determine the diverse needs of older New Yorkers as they change over time. (10) "Aging issues" will be included as a regular agenda item on the planning and operational meeting agendas of various agencies. (11) The Department of Insurance will establish a section on their Web site exclusively devoted to seniors, with font sizes, layout, and functionality to meet the needs of elderly people and with links to other senior-related Web sites. (12) Establish a task force in the State University system to inventory all programs serving aging populations and identify areas where programming structure is lacking.

- Make physical modifications and increased use of Braille, other specialty signage, and multiple languages in State facilities, other public-use buildings, access areas, roads and parking lots, sidewalks and hiking trails, fishing areas, all transportation modes and related facilities, parks and recreational areas, prisons' family visiting areas, and housing developments to accommodate the needs of elderly people, people with disabilities, and other population groups.
- The State Emergency Management Office recommended developing alternate means of warning and communication in times of emergencies and disasters for people with hearing, vision, and mobility impairments and for those with language barriers.
- Create various driving license options to accommodate senior drivers' actual driving patterns.
- Suggested collaboration: State Police, Department of Motor Vehicles, and Department of Transportation to: improve driver training programs for older people, safety programs, traffic control device design, road design, and licensing guidelines.
- Amend the Insurance Law to require third party notification when long-term care policy premiums are due, as currently applies to Medicare Supplement and other types of insurance, to decrease the lapse rate among seniors who forget to pay premiums and find it virtually impossible to be reinstated if their health status has changed. Extend the "free-look" period for consumers to evaluate the purchase of a long-term care policy from 10 to 30 days, as is currently required for Medicare Supplement policies, for more

informed decision-making. Encourage the insurance industry to create more senior-oriented products that more flexibly and comprehensively meet the needs of an aging population.

**RESPONSES and ACTIONS: Quality of Life (Personal Living Environment)**

- Review the regulations governing day service options for elderly people with developmental disabilities living in residential facilities to assure that there are no deterrents to retirement for this elderly population.
- Train building inspectors on code accessibility requirements.
- Draft legislation to extend the benefits of Article 2 Mitchell-Lama housing to housing companies that have paid off or will soon pay off their mortgages to stem the loss of affordable housing units in the State and to encourage housing companies to maintain their "affordable housing" status to serve lower-income residents.
- Adapt the administration of rent laws to enable seniors on fixed low incomes to remain in their rent-controlled and rent-regulated apartments.
- Enroll additional eligible elderly tenants into the Senior Citizens Rent Increase Exemption program to assist the close to half the population of rent-regulated housing in New York who will be aged 55 or over by 2015.
  - Increase interagency collaborations to: explore innovative and affordable housing options and increase the availability of housing options that provide supportive services in least-restrictive environments for people with disabilities and elderly people. Suggested collaboration: The Division of Housing and Community Renewal (DHCR), together with other state agencies, to: address the legislative authority changes necessary for incorporating models of community-based supportive services, resident service coordinators, and other models of support that prolong aging in place in senior housing. Suggested collaboration: DHCR, together with city, county, and state services agencies, to: identify supportive housing models for various population groups through pilot programs and policy initiatives.
- Increase the number of temporary shelters and supportive services for victims of elder abuse.
- Convert the State's 8- to 12-bed residential group homes into supportive housing for seniors as younger-aged persons with developmental disabilities are moved from group homes into conventional apartment units. Develop pilot housing programs to study the best ways to meet the residential needs of elderly persons with developmental disabilities.
- Suggested collaboration: Office of Children and Family Services, Office of Mental Health, and Office of Mental Retardation and Developmental Disabilities to:

increase the Supplemental Security Income Level I reimbursement payments to low income persons.

- Recruit more operators for Family Type Homes for Adults: (1) give finder's fees to existing operators, (2) coordinate statewide marketing and publicity efforts about the program, (3) increase training for operators, (4) increase training for County Department of Social Services staff about the program, and (5) increase the benefits, including use of a Medicaid waiver, to operators of Family Type Homes for Adults to meet the same reimbursements that are available to operators of Family Care Homes for persons with developmental disabilities.
- Suggested collaboration: Office for the Aging, Office of Alcohol and Substance Abuse Services, Office of Children and Family Services, Office of Mental Health, Office of Temporary and Disability Assistance, and Department of Education to: analyze the latest census data on grandparents assuming custodial responsibility for grandchildren, determine issues and barriers encountered by this group, and identify activities and avenues for effectively addressing service, legal, and other needs of this population group.
- Suggested collaboration: A taskforce including the Department of Corrections, Division of Parole, Office of Mental Health, and Office for the Aging to: address appropriate levels of housing and care for elderly prison inmates, including infirmaries, skilled nursing care, and dementia living units.

### **RESPONSES and ACTIONS: Quality of Life (Health)**

- Suggested collaboration: Interagency work group to: get affordable prescription drug coverage for nonelderly people with disabilities; identify federal, state, and private prescription coverage plans that cover this population group; and work with the Governor's office in Washington, D.C., and state governments across the country to explore the feasibility of changing the eligibility for prescription drug plans to include nonelderly persons with disabilities and to expand the Medicare program to include prescription drug coverage.
- Suggested collaboration: Through the Department of Health, create regional coalitions and educational programs to: increase adult immunization for influenza and pneumococcal diseases, and a statewide partnership to prevent oral cancer.
- Increase the emphasis on education, screening, and testing for prevention and early treatment of osteoporosis, diabetes, and asthma; improve public health initiatives that promote physical activity, good nutrition, and oral health; provide treatment and services to individuals with Alzheimer's.
- Trend factors and adjustment tools will be used by the Department of Health in the methodology used to determine the State's need for nursing home beds and for alternative forms of noninstitutional long-term care options.

- Support federal tax incentives for the purchase of long-term care insurance.
- Develop and disseminate evidence-based practice models of home and community-based care that are cost-effective and appropriate across cultures.
- Suggested collaboration: Partnerships among key state agencies to: achieve systems change in the provision of long-term care to reflect the preferences of elderly people and people with disabilities for choice in where to receive care and decision-making autonomy in how care is received, to change regulatory and statutory barriers impeding long-term care change, and to provide adequate and flexible funding for home and community-based services.
- Expand the Winds of Change evidence-based practice initiative to include older individuals experiencing serious mental illness and dementia. Standardize the collection, documentation, and archiving of mental health patient, billing, and operational data.
- Develop training materials for providers and professionals that are focused on the prevention of alcohol and substance abuse problems among seniors.
- Amend the State's health law to allow non-wartime veterans access to the state-of-the-art veterans' skilled nursing facilities, which are now available only to wartime veterans and certain dependents. This would take advantage of increased federal operating subsidies and would ensure the occupancy rates needed to sustain financial operating self-sufficiency.
- Suggested collaboration: The Division of Veterans' Affairs, together with county and city veterans' service agencies and other veterans' organizations to: maximize use of veterans' transportation systems to allow eligible veterans greater access to affordable Veterans Administration medical centers and health clinics, which are often an alternative to Medicare- and Medicaid-financed private health care.

**RESPONSES and ACTIONS: Quality of Life (Safety and Security)**

- Enhance state-level staff and reimbursement levels for investigation, assessment, and service targeted to vulnerable older people at risk of abuse and neglect to equal the staff and reimbursement devoted for child protective services.
- Increase training for Adult Protective Service caseworkers and supervisors regarding elder abuse and neglect to keep older adults safely in the community for as long as possible. Bring more state-level oversight and uniformity to Adult Protective Service programs. Suggested collaboration: Statewide coalition to: coordinate a comprehensive approach to improve detection and resolution of abuse and neglect cases, and to increase public education and an outreach campaign on adult abuse and neglect.

- Suggested collaboration: Commission on Quality of Care, Office of Mental Health, and Department of Health to: explore alternatives to guardianship services, such as surrogate decision-making and health care proxies, which are less restrictive options for elderly people, and to explore a statewide public guardianship program.
- Impose fines and revoke Intrastate Operating Certificates for companies that commit predatory business practices. Keep a cramming and slamming watch list of telephone companies to monitor customer complaints.
- Draft legislation to prevent personal crimes against the elderly and address civil issues such as the fraudulent sale of personal belongings or coerced changes in estate planning options.
- Suggested collaboration: Create a structured framework involving individual citizens and community groups, similar to neighborhood watch programs for children, to: work with law enforcement officials to provide informal monitoring of elderly shut-ins and those who live alone.
- Expand utility and energy programs for elderly, blind, and low-income customers and those with disabilities.
- Require food retailers to demonstrate a minimum level of food safety knowledge. Improve rules regulating food-handling practices.
- Suggested collaboration: State Emergency Management Office (SEMO), Department of Health (DOH), Office for the Aging (NYSOFA), and Office of Fire Prevention and Control to: identify residents living in senior housing developments in order to enhance awareness of these residents and plan for their needs in emergency situations. Suggested collaboration: SEMO, DOH, NYSOFA, and Disaster Preparedness Conference liaisons to: identify demographics in health care facilities for planning, training, and public education activities.
- Create safer and more useable mobility accommodations for all population groups: wider pavement edges, more visible roadway and pavement signage and markings (day and night), additional handicapped parking spaces, traffic calming techniques, safer rail stations and intermodal centers, improved and audible pedestrian signals, high-visibility cross walks, more sidewalks and benches for resting, and modified physical accommodations for passenger trains and buses (such as wheelchair tie-downs, larger seating and leg room, hand rails or grips, improved lighting, benches in sheltered transit waiting areas, buses with intercom systems, and other features). Suggested collaboration: Department of Motor Vehicles and Governor's Traffic Safety Committee to: coordinate activities that respond to the needs of older drivers.
- Suggested collaboration: Government agencies and industries to: develop consumer-protection policies and procedures for aging and non-English-speaking consumers.

**RESPONSES and ACTIONS: Statewide Vitality (Community Living Environment)**

- Increase the siting of energy generation plants to assure that future energy supply and demand imbalances will be addressed in communities across the State.
- Suggested collaboration: Department of Environmental Conservation and targeted strategic planning partnerships to: negotiate discussions among differing population groups in order to identify shared public expectations, values, and policies; balance conflicting goals regarding individual topics (such as natural use of the outdoors vs. accommodating less-mobile visitors, or growth vs. control of wildlife); and to garner support from nontraditional participants in the value of protecting the environment and the appropriate use of natural resources.
- Build on New York's Quality Communities Initiative to improve the State's environmental infrastructure and the quality of its natural resources.

**RESPONSES and ACTIONS: Statewide Vitality (Technology)**

- Web sites updated to make information useable and culturally relevant to elderly people, people with disabilities, and members of ethnic and minority groups.
- Web sites that provide instantaneous translations into alternative languages.
- Train staff to develop and maintain their competencies in the use of new and emerging technology in order to deliver efficient and effective services to the public.
- Mapping technology to project census data that identify geographic locations and concentrations of ethnic and religious communities to target outreach efforts and public awareness.
- A statewide 211 number for one-stop-shopping for information and assistance.
- Expand the Government Without Walls initiative to fully integrate automated government systems for seamless consumer access and use (for example, credit card payments and account review, income tax filings, benefits option transfers, changes of address, license applications). Expand the Map NY mapping applications.
- A Mobile Information Center, using a van to travel throughout the State with trained staff to answer consumers' insurance questions and resolve problems.
- Automated case management and tracking system for elder abuse services.
- Statewide electronic academic calendar.

- Continue the State University of New York's Learning Network, the online distance learning program providing college courses at all levels of an "anytime-anywhere" format.
- Internet-based technologies to strengthen the integration of all components of the public mental health system.
- Suggested collaboration: Department of Health, Office of Employee Relations, and Department of Civil Service to: continue installing accessible defibrillators in state facilities.
- Simulators to provide senior drivers with self-assessment tools.
- Laptop computers, with remote access to client records and health and benefits resources, to take services to the client for efficient assessment and service delivery.
- Launch the Acoustaguide initiative to equip the State Capitol, the Plaza Art Collection, and other Plaza visitor attractions with self-guided tour equipment that is designed to be useable and accessible for seniors and other population groups.
- Robotics and other technologies to free up employees for other work.
- Workplace devices for lifting patients to decrease workplace injuries.
- On-line recruitment and testing for the State workforce.
- Web-based and interactive-telephone self-service options to reduce reliance on costly service personnel.
- Public television and Web-based programs for lifelong learning classes, specifically targeting diverse audiences. The Technology Academy to deliver educational services to constituents.
- Suggested collaboration: Department of State's Division of Coastal Resources, Department of Parks, Recreation and Historic Preservation, Office for the Aging, and Office for Technology to: develop and use a Geographic Information System program to plan and develop the State's waterfront areas for land and housing uses, recreational sites, and public access to vacation lands as the demand expands among elderly and other population groups.

**RESPONSES and ACTIONS: Statewide Vitality (The Workforce)**

To help close the impending **Workforce Gap**:

- Draft legislation to remove barriers to the employment and retention of retired professionals such as teachers, librarians, military personnel, rehabilitation workers, and those retired from cultural institutions.
- Modify the State's recruitment and retention policies to attract and retain workers, including flexible work schedules, part-time employment and pro-rated benefit packages, telecommuting, raising the income ceiling for retirees returning to work, and phased retirement plans.
- Broaden the marketing of public sector jobs to attract and retain older people, retirees, and members of other nontraditional employee pools. Market employment and education in New York as the State presently markets tourism.
- Promote available jobs in New York as part of foreign trade missions.
- Suggested collaboration: Empire State Development to coordinate partnerships among state agencies and with the business community to: target workforce growth.
- Funding awards to providers who recruit low-income persons.
- Recruit workers from among those leaving the armed services.
- Tax credits to companies that hire nontraditional workers or that pay for continuing work-related education. Tax credits to families who invest in higher education.
- Strengthen FarmLink, which matches older farmers with young prospective farm operators looking to enter the business. Increase the Agricultural Workforce Certification Program to increase the number of new qualified farm employees.
- Financial incentives to achieve voluntary agreements from family farmers to continue farming instead of selling prime farmland for another purpose.
- Take advantage of the skills and talents of the growing pool of retired people and people with disabilities. Increase employment and volunteer opportunities for older people. Suggested collaboration: Office of Advocate for Persons with Disabilities and Department of Labor to: expand opportunities for older workers who remain in the workforce or are re-entering the workforce. Expand the Office of General Services' Ambassador Program to operate at other state agencies or instituted as a statewide program, which trains and uses older volunteers as tour guides for all Empire State Plaza visitor attractions and to operate Plaza information booths.

To provide **Well-Trained Workers** and increase workers in **Demand Occupations**:

- Internships for students in careers in schools, libraries, and cultural institutions.

- Expand adult continuing education programs to prepare older people and retirees to work in needed occupations and volunteer areas. Use local schools as sites for lifelong learning.
- Prepare minority, foreign-born, and non-English-speaking people for successful workforce participation and to feel they have a stake in the State's economic growth by: augmenting English-as-a-second-language in primary, secondary, and vocational school programs; using bilingual training to increase participation among skilled workers with language barriers; partnering with companies to develop mentor programs.
- Training and technical assistance programs to help existing farmers maintain profitability in a difficult business and regulatory environment.
- Empire Scholarships to provide tuition and reimbursement to high school graduates. Equivalent Grants to graduates of private New York colleges and universities. Paid internships at businesses through the Workforce Investment Act. Grants and loans to part-time students. Certified Worker programs delivered through secondary and technical schools.
- Tuition reimbursement for workers who combine work and study in the area of mental retardation and developmental disabilities, as well as career ladder opportunities for direct care workers.
- Suggested collaboration: Empire State Development and the State University of New York (SUNY) to: establish targeted, industry cluster-driven education, training, and employment hubs at selected community colleges and technical schools.
- The missions of the 64 SUNY campuses will be updated to incorporate serving the training and retraining needs of the aging population.

To help **Stem Out-Migration** of the State's prime workforce-age population:

- An I Love New York passport given to young workers, providing low cost access to parks and recreational facilities.
- Communities give young workers an enduring stake in their communities by involving them in developing the commercial and cultural amenities that make a community attractive.
- To attract more skilled workers to communities: provide accessible transportation, childcare, and affordable housing.

For general **Workforce Planning**:

- Incorporate the changing demographic statistics into the State's economic forecast to accurately estimate changes in the labor force.

- Draft legislation to overcome physical, technical, educational, and prejudicial barriers to work for immigrants, people with disabilities, and those receiving public assistance.
- Suggested collaboration: The Office of Employee Relations and the Civil Service Department to: bring agencies together around specific workforce issues, including finding more creative approaches to the design of workplace benefit programs, making these programs tailored to a more diverse workforce, responding to the needs of the State's Career Mobility Offices, and recruitment and retention of personnel.

## CONCLUSION

The state agencies were given a comparatively short period of time in which to analyze recently available trend projections, identify the major impacts of these trends, and suggest action steps; and each was held to reporting their deliberations in four pages. Within these constraints, their analyses produced an enormous amount of excellent and substantial information.

In addition to the discussions by agencies on aging, immigration, migration, and diversity, six acknowledged the continuing changes in traditional family structures and configurations. This is a major trend in New York, affecting the dynamics of family and intergenerational interactions as well as the dynamics of the workplace. Growing numbers of nontraditional households and families include: those living alone because of divorce or spousal death; those never married; childless couples; elderly and nonelderly unmarried cohabiting couples; grandparents as custodial parents; three- and four-generation families in a household; lesbian and gay households; those married multiple times with multiple sets of extended family members, step children, and aging parents; households made up of groups of unrelated individuals; single mothers and single fathers with children; and elderly parents caring for elderly adult children with developmental and other disabilities. One agency mentioned the increasing changes in living and work patterns, specifically that more people will live in multiple residences and have multiple employers over their lifetimes. One agency stated that the implications of an aging population will have an impact on families as a whole and that the needs of the elderly (as well as other population groups) must be examined within the context of their communities as a whole. Another agency suggested that government could sustain ongoing appropriate attention to the impact of the impending demographic changes by including this area of consideration as an official part of the Executive Budget development process.

The requirements of the Project 2015 deliberation and reporting activities compelled the individual agencies to zero in on specific population subgroups and discrete consequences and strategies. However, a reading of the 36 briefs as a unified policy document provides a stunning, sweeping framework for creating livable communities customized to the residents living in them, which, in turn, will be reflected in the viability of New York State as a whole.



# *Project 2015*

## *State Agencies' Briefs*

Office of Advocate for Persons with Disabilities  
Office for the Aging  
Department of Agriculture and Markets  
Office of Alcoholism and Substance Abuse Services  
Banking Department  
Division of the Budget  
Council on Children and Families  
Office of Children and Family Services  
Department of Civil Service  
Consumer Protection Board  
Department of Correctional Services  
Education Department  
Empire State Development  
Governor's Office of Employee Relations  
Department of Environmental Conservation  
Office of General Services  
Department of Health  
Division of Housing and Community Renewal  
Insurance Department  
Department of Labor  
Office of Mental Health  
Office of Mental Retardation and Developmental Disabilities  
Department of Motor Vehicles  
Office of Parks, Recreation and Historic Preservation  
Public Service Commission  
Commission On Quality of Care for the Mentally Disabled  
Office of Real Property Services  
State Emergency Management Office  
Division of State Police  
State University of New York  
Department of State  
Department of Taxation and Finance  
Office for Technology  
Office of Temporary and Disability Assistance  
Department of Transportation  
Division of Veterans' Affairs



# OFFICE OF ADVOCATE FOR PERSONS WITH DISABILITIES

## I. INTRODUCTION: INTERNAL SCAN

The Office of Advocate for Persons with Disabilities (OAPwD) is a systems advocacy agency whose primary mission is to ensure that persons with all disabilities of all ages have an opportunity to be productive and participating citizens. The Advocate's Office provides individuals with access to emerging technology, access to comprehensive information and referral to programs and services for individuals with disabilities and their families, and technical assistance and training on progressive legislation protecting the rights of persons with disabilities. As a systems change agency, the Advocate's Office role is often as collaborator with other state agencies to ensure the needs of persons with disabilities are addressed in other agencies policies and provision of services.

OAPwD is positioned to easily adapt to the changing demographic trends of New York State since many of the issues that affect persons with disabilities and their families impact the aging population as well. OAPwD has identified a variety of overarching policy issues that the agency is currently involved in, and is assessing the potential affect that the changing demographics could have on agency programs and service provision.

A critical issue the agency is actively involved in is increasing the availability of accessible and affordable housing to individuals with disabilities. This need will continue to increase as a greater number of New Yorkers continue to age and experience limited functional abilities. In addition, implementation of the Olmstead decision, requiring states to allow persons to live in least restrictive environments, will place a greater demand on the current limited availability of accessible housing. OAPwD staff, in turn, will face a greater demand on their resources and time as increases on information requests, technical assistance and training occur as a result of Olmstead implementation.

Another issue identified from the large volume of calls answered by information and referral staff is the lack of affordable prescription plans for persons with disabilities. Of the total 1200 information calls received per month by OAPwD, over 250 calls concern the lack of prescription coverage for persons who are disabled but under the age for the Elderly Prescription Insurance Coverage (EPIC) program. Demographic trends show that the population between 50-64 years of age is increasing rapidly which will provide a greater demand on OAPwD to assist in facilitating solutions to this problem.

Employment and workforce issues will continue to be areas in which OAPwD will remain actively involved. OAPwD staff members have collaborated with other agencies' stakeholders in Workforce Investment Act initiatives to assist people with disabilities obtain and maintain competitive employment. Changes in demographics

have shown the need to expand opportunities for older persons re-entering the workforce. Legislative and legal staff currently provide outreach training on the rights of persons with disabilities under the Americans with Disabilities Act (ADA) and other civil rights legislation. As greater numbers of older Americans retain their jobs or re-enter the workforce, OAPwD will need to expand training programs to include age discrimination information and other relevant provisions under the Older Americans Act. OAPwD staff also foresee greater demand on training for assistive technology and worksite modifications for older employees.

OAPwD anticipates that the changing demographics will foster an increase in demand of services provided by staff. This is a concern given that OAPwD is a small agency of fewer than 20 staff employees, 35% of which are over the age of fifty. There is a concern that within the next five to seven years staff shortages could be an obstacle in supplying services as demand increases.

OAPwD staff persons are in the process of assessing current program operations and have begun to adapt service provision in anticipation of a greater demand on services. For example, the OAPwD website has been expanded to provide information on disability-related issues. OAPwD staff are working to put a fully operational Self Advocacy Training and Information and Referral Network (SATIRN) database of resources on the website. This will enable consumers to search for disability-related resources without having to call the toll-free number to speak to an information and referral specialist.

Additionally, OAPwD's assistive technology project, Technology Related Assistance for Individuals with Disabilities (TRAID), is increasingly utilizing the twelve regional centers located across the state as means to provide outreach and awareness training to seniors, program staff, and caregivers regarding the benefits of assistive technology to maintain independence.

As an alternative to compiling a quarterly newsletter that tended to be labor intensive, OAPwD has increasingly used group e-mails and listservs as a way to get timely information out on disability-related legislation and issues to consumers in communities across New York State. However, OAPwD staff need to explore expanding group mailing lists to include a wider variety of groups and address the issues of non-English speaking consumers.

## **II. PRIORITY ISSUE AREAS**

1. Affordable/Accessible Housing: Access to affordable, universally designed housing was the highest priority identified by OAPwD staff. As demographic trends show, increasing numbers of New Yorkers are aging, and long term care, housing, and community based service options need to be developed to adapt to this trend. Staff discussed that OAPwD's role of collaborator may have limited impact since the agency is not directly involved in developing housing options. However, staff continue to provide valuable input through interagency workgroups. Staff

determined that the cost to implement new programs would be high, however, costs would be even higher if planning for housing and community based services is not done. Pre-planning for a continuum of care will ultimately reduce costs for all New Yorkers.

2. Affordable Prescription Coverage: OAPwD continues to receive a large volume of calls regarding the lack of affordable prescription coverage. Although the Advocate's Office has had little impact in changing the system thus far, agency staff determined that this problem will persist if federal/state systems don't change eligibility of existing programs. This issue could be more costly in the end if action is not taken to reform current systems.
3. Employment and Workforce Issues: The third overarching issue identified was the area of employment and changing workforce. OAPwD has been involved in employment issues for persons with disabilities since the inception of the office. Staff determined that this was a critical area to continue focus, given recent legislation that promotes work incentives for persons with disabilities. Staff will continue to be active involved in interagency collaborations, with a greater emphasis on expanding outreach to older workers to accommodate needs in the workplace.

### III. ACTIONS AND RESULTS

#### **Priority Issue #1: Affordable and Accessible Housing**

##### **Actions:**

- OAPwD will continue collaboration with the Department of State, Governor's Office, and other stakeholders to ensure building codes address accessibility and incorporate universal design elements.
- OAPwD will continue to provide training and technical assistance to local building inspectors on the accessibility requirements of the state building code.
- OAPwD will continue to collaborate in interagency efforts to explore innovative housing options that enable persons with disabilities and elderly persons to rent or purchase affordable/accessible housing, as well as assist in identifying federal and private funding sources for home modifications that would allow individuals to stay in their own homes.

**Results:** The action steps will result in the development of programs that will increase availability of housing options that are affordable and accessible to elderly individuals and persons with disabilities in New York State. Housing provided in the least restrictive environment, with community based support services will result in a cost effective and quality means to address the needs of an aging population.

## **Priority Issue #2: Affordable Prescription Coverage**

### **Actions:**

- OAPwD staff will research current federal, state, and private prescription drug plans including, but not limited to, Medicare and the Elderly Prescription Insurance Coverage (EPIC).
- Staff will convene an interagency workgroup with key stakeholders to compare eligibility requirements and coverage of various prescription programs and identify programs that currently include coverage for persons with disabilities under 65 years old, as well as those with the potential to be adapted to include this population.
- OAPwD staff will work with the Governor's office in Washington, D.C. and partners in other states to explore the feasibility of changing eligibility to include persons with disabilities under 65 years old, and expanding federal programs such as Medicare to include prescription drug coverage.

**Results:** Affordable prescription coverage will be available to persons with disabilities with limited income under the age of 65 years old.

## **Priority Issue #3: Employment and Workforce Issues**

### **Actions:**

- OAPwD staff will continue to collaborate with the Department of Labor and other stakeholders on Workforce Investment Act initiatives and work to expand opportunities for older workers who want to remain employed or re-enter the workforce.
- OAPwD staff will continue to work through an interagency partnership to assist One Stop Centers to identify accessibility solutions in the workplace, and provide ongoing technical assistance to employment staff, potential employers, and persons with disabilities seeking to maintain employment, initially enter, or re-enter the workforce.
- OAPwD legal staff will expand current statewide training on the rights of persons with disabilities under the Americans with Disabilities Act (ADA) and other civil rights legislation to include information on age discrimination and other protections under the Older Americans Act.

**Results:** The action steps taken will result in an increase in employment opportunities for older persons seeking to maintain employment, enter, or re-enter the workforce.

# OFFICE FOR THE AGING

## I. INTRODUCTION: INTERNAL SCAN

The mission of the New York State Office for the Aging (NYSOFA) and its network of local area agencies on aging (AAAs) is to provide and advocate for services that allow older people to maintain their quality of life by enabling them to remain independent for as long as possible. All older people and their families are potential customers of NYSOFA and the AAAs. The impending demographic changes will result in the state's older population growing at a much faster rate than the rest of the population. The most rapid growth will occur among the oldest of the old, older women, minorities and older people living alone. The following key points highlight other selected demographic trends that will impact the agency and the AAAs.

- The number of informal caregivers available to support elders is decreasing.
- Many older New Yorkers are relatively independent, but large numbers of elderly are at risk due to a variety of economic, health and social factors.
- The subgroups of the elderly most at risk are the same subgroups experiencing the fastest rates of growth.

What follows is a brief look at issue areas that affect an older person's independence and govern the policy and program direction of NYSOFA.

**Long Term Care** - Elders needing long term care should be able to gain access to the services they need in a timely and reliable manner. They should have choices that meet their preferences, the security of knowing that the care will be affordable, and feel confident that they will be able to make a smooth transition to other forms of long term care whenever appropriate. NYSOFA needs to work closely with other state agencies to address the increased demand for more long term care services that accommodate choice by emphasizing appropriate community-based alternatives to institutionalized care.

**Informal Caregiving** - Eighty percent of personal care and assistance to the elderly is provided by informal caregivers, that is family, friends and neighbors who help older people remain in their communities. At the same time, the number of grandparents caring for children at risk is increasing dramatically. The ratio of persons age 85+ to persons age 50-64 will change from 11:1 in 1990 to 6:1 in 2030.

The strength or weakness of the frail person's informal support system is a better predictor of nursing home placement than the older person's physical or mental status. Sustaining informal caregivers is a key to preventing dramatic increases in long term care costs and maintaining a high quality of life. A critical issue in doing so will be the diminished availability of informal supports to meet increased demand for caregiver services due to smaller sized families and greater geographic dispersion of family members.

**Housing** - Affordable and secure housing that allows individuals the opportunity to age in place in one's own community is one of the greatest problems older New Yorkers face. The housing needs of the elderly are closely related to inadequate income, changes in family structure, health, threats of personal safety from crime, and from architectural and structural inadequacies. Changes in these factors, and an impending increase in demand, make the housing needs of the elderly a critical, yet often one of the most difficult issues to address. The availability of appropriate housing with supportive assistance that includes access to health related services is an issue that affects many programs. Among the emerging housing issues that must be addressed are: how can we design affordable models that can be implemented in rural areas; and how do we respond to the trend of the baby boomers settling in the suburbs and its impact on future design and provision of services for older persons.

**Health** - As a person ages the likelihood of illness increases. Older persons require more physician time, have more frequent hospital admissions and require longer hospital stays. Elders are the major consumers of long term health care. They consume one-third of all drugs prescribed. The cost of health care, both to society and to the individual is a driving factor in any consideration of health issues. The elderly account for a significant amount of the nation's health expenditures. At the same time, they are not protected against excessive health care and prescription drug costs. Medicare, for example, covers approximately 50 percent of the elderly's health costs. Many non-Medicare eligible retirees under age 65 lack health insurance. An important issue for NYSOFA is how to best respond to the greater demand for health insurance information and counseling that in all likelihood will continue to grow as the population ages. Another important issue is how to best promote and implement wellness and prevention programs as a means to improve the health of older persons.

**Capacity to Administer and Provide Services to the Elderly** - NYSOFA is responsible for administering federal and state funded programs through a dedicated network of 59 AAAs and hundreds of consumer based organizations. NYSOFA's mandate includes promoting development of strong community support for the elderly and their families and changes in public policy and legislation. NYSOFA works with gerontological centers and senior citizen organizations to affect policies and programs. Critical issues created by the changing demographics will impact NYSOFA's ability to carry out its mandates. These issues include: helping communities by developing flexible policies and guidelines to support a more creative approach to service provision; adapting programs to address issues of cultural diversity; promoting and sustaining the autonomy and mobility of elders; supporting the aging network in preparing for and addressing the growth of the elderly population; employing private/public partnerships to creatively address elders' needs; tapping the potential of elders to enrich their communities; responding to an increasing demand for targeted outreach efforts, marketing strategies and program initiatives; improving access to services by responding to the demand for increased education, information, assistance and transportation; and applying intergenerational solutions to successfully reduce ageism.

### **Current NYSOFA activities in response to changing demographics:**

- In partnership with the State Society on Aging of New York, NYSOFA published and held public forums on the documents *Project 2015: The Future of Aging in New York State, Articles and Briefs* and *Demographic Projections to 2025*.
- In collaboration with the New York State Association of Area Agencies on Aging, NYSOFA has begun to explore increasing the flexibility of the Expanded In-Home Services for the Elderly Program.
- NYSOFA and the School of Social Welfare at the University at Albany, through a Hartford Grant, are developing a region-wide strategy to create an exemplary aging prepared community environment in the Capital District.
- NYSOFA is implementing the recently enacted Older Americans Act National Family Caregiver Support Program to plan, coordinate and provide home- and community-based services.

## **II. PRIORITY ISSUE AREAS**

**Priority Issue 1:** Older persons prefer less restrictive long term care services that respect choice and preserve personal dignity. The increasing frail elderly population will demand long term care services that accommodate choice. It is a priority to establish appropriate community-based options.

**Priority Issue 2:** Each generation of older persons is unique. This uniqueness is most felt at the local level where service provision takes place. State and local efforts should be organized appropriately to recognize and respond to the changing preferences of the next generation of elders.

**Priority Issue 3:** A primary concern that must be addressed is ensuring that consumers receive the information and assistance they require and that they can gain access to the services they need in a timely and reliable manner. An increasing population of elders will challenge NYSOFA to maintain and expand its ability to respond to the informational needs of older persons.

## **III. ACTIONS AND RESULTS**

**Priority Issue 1:** In order to provide a high quality of life in each community, it is essential for New York to establish appropriate community-based long term care options that respect choice and preserve personal dignity for its growing number of elderly with chronic care needs. To develop and implement flexible and innovative programs designed to meet consumer preferences, a variety of separate state agencies must begin to work in harmony. In the absence of such a coordinated approach, attempting to enhance existing services or create new ones at the local level is impossible.

**Action:** The New York State Office for the Aging (NYSOFA) will pursue a partnership with key state agencies to establish a neutral forum as the means for

advancing long term care systems change. Under the auspice of the Governor, the partnership will provide a foundation for an overall state planning process to support the provision of a responsive and responsible long term care system and create incentives for communities to develop and improve local long term care systems.

**Results:** The regulatory and statutory barriers that impede local long-term care change initiatives will be addressed. Adequate and flexible funding to support the development and availability of home and community based care services will be established. State and local partnerships will create an infrastructure to afford consumers a comprehensive and coordinated service set that respects choice and preserves personal dignity.

**Priority Issue 2:** History has proven that each generation of older persons is unique in terms of their status in society, their impact on social norms, cultures, values and the events that shaped them, and their health and lifestyles. Each generation casts an important mold for society, and the generations that follow reshape and enhance this mold. Although the primary needs of our elders may essentially remain the same, the heterogeneous Baby Boomers will have different expectations as they age than the elders of today. It is essential to acknowledge, understand, and prepare for these potentially diverse needs and anticipations in developing the effective provision of programs and services.

**Action:** NYSOFA must become attuned to the needs of a changing population so it can effectively advocate for, not only the elders of today, but also those of tomorrow. To this end, NYSOFA will work in concert with area agencies on aging, community based organizations, and consumers to determine the diverse needs of older New Yorkers. Through multi- and cross-generational focus groups, NYSOFA will identify the needs and expectations of this diverse elderly population. These focus groups will involve a broad spectrum of participants, including businesses, providers, caregivers, gerontologists, universities, advocates, and both current and potential customers.

**Results:** NYSOFA, local communities, New York State, and society at large will be better positioned to meet the unique needs of a multi-faceted growing elder population. Consumer preferences and needs will drive the provision of services. The focus will be on the promotion of preventative and healthy lifestyles, balancing the needs of the well and frail elderly, new emerging minority populations, and the needs of informal caregivers.

**Priority Issue 3:** Aging Baby Boomers will have a wide range of support needs. Central to helping them understand available options and negotiate the maze of often unrelated service delivery systems will be the need for comprehensive information and assistance. To successfully achieve this New York State must find new ways to gather and communicate this diverse information.

**Action:** NYSOFA will partner with the local area agencies on aging to develop best practice models of information and assistance. These models will include and build

on help-line counseling, technology tools, information sharing, and measurement of customer satisfaction. Through collaboration with other state/local agencies, providers and the business community, a demonstration project in selected counties will be developed to test the feasibility and effectiveness of a statewide 211 number to enhance one-stop provision of information and assistance.

**Results:** Contrary to the experience of past and current generations of elders, Baby Boomers will not have to search from place-to-place for appropriate information and assistance. A facilitated entry system will increase their ability to compare and select services and expedite resolution of their problems. Public/private partnerships will develop new models that will result in communities that are “aging prepared.” The enhanced information and assistance system will help prevent crisis situations, result in less lost employee time, and provide communities with better data on unmet needs.



# DEPARTMENT OF AGRICULTURE & MARKETS

## I. INTRODUCTION: INTERNAL SCAN

The Department of Agriculture and Markets oversees a diverse range of programs and interacts with a broad constituency. The demographic changes that are expected to occur by the year 2015 will affect agency programs, the way that we interact with constituent groups, and the overall agricultural industry in New York State. This brief will describe the mission and constituencies of Agriculture and Markets, demographic trends that are applicable to this agency's work, implications for Department programs, and existing programs that may address the expected demographic changes.

### **Agency Mission / Constituencies**

The mission of Agriculture and Markets is to foster a competitive food and agriculture industry to benefit producers and consumers. To fulfill this mission, the agency works to promote agricultural environmental management, economic development, and food safety. The programs that Agriculture and Markets administers include food inspection, product promotion, weights and measures enforcement, animal and plant disease control and prevention, and soil and water conservation assistance provided through the Agricultural Environmental Management Program.

The constituencies that the Department works with are broad and form a continuum from the farms, agribusiness, and supporting institutions involved with producing food to the retailers and consumers who purchase food products. Agriculture and Markets programs protect the public by helping to protect the safety of the food that people eat, as well as ensuring that consumers receive the proper quantity of products that they have purchased. As the demographic characteristics of these constituencies change, our programs will have to change in order to maintain the high level of service that is expected.

### **Applicable Demographic Trends**

The demographic trends that most impact Agriculture and Markets' mission and goals are a larger number of older consumers and farm owners as well as a shrinking number of younger people. The trend toward increasing numbers of older people along with a shrinking population of younger people (i.e. 25% of the population over 50 by 2015, more people over age 65 than under 15 by 2030) will affect the structure of the agricultural industry in terms of land use patterns, farm numbers, and labor availability. In addition, a more diverse population may change market demands for food and pose other challenges as we work with an increasingly ethnic population.

### **Program Considerations**

The population changes expected by 2015 will accelerate structural changes in farming that are already underway: farms that are fewer in number, larger in size on average, and headed by increasingly older operators. We also suspect that development pressure on farmland will accelerate, as retirement savings become available to retirees and the value of real estate around farms increases.

One of the most significant threats to the continuation of agriculture is the loss of viable farmland to development and the pressure on remaining farmland for further development. The pressure to acquire and develop land currently being farmed is partially a function of the availability of capital to purchase the land and convert it to another use. We expect that portion of the population that begins to retire in 2015 and that stays in New York State to have the capital to exert considerable development pressure on the State's remaining farmland.

Three program-specific considerations of the 2015 population phenomenon that were identified as a result of our internal scan include the potential for: 1) increased food safety investigations, 2) increased training of farm employees due to a possible labor shortage, and 3) improved training of agency staff due to more sophisticated farm operators.

The potential exists for investigations of food-borne illnesses to increase due to the expected increase in the elderly population. The elderly are inherently more susceptible to food-borne illnesses, and we would expect that larger numbers of elderly citizens could create a demand for more food-borne illness investigations.

As the teenage population shrinks in relation to those over 65 years of age, we expect that a labor shortage could develop for farms that employ such workers. Agriculture and Markets administers a training program for farm employees and the demand for individuals that have completed the program could increase as a result of the shortage of employees.

Finally, an implication of the change in the structure of farming toward fewer farms is creating a new class of farm operator that is increasingly more educated and sophisticated. As older operators transition out of farming, they are being replaced with farmers who are demanding more in terms of services in areas such as soil and water conservation. We anticipate the need for better trained agency staff to address the needs of this new breed of agriculturist.

### **Existing Programs**

Several programs exist that would address some, but not all, of the implications of the 2015 phenomenon. To assist older farmers transition out of farming, a program called FarmLink exists that links older farm operators with younger people who would

like to get into farming. This program is coordinated through the FarmNet program that is administered by Cornell University.

As was mentioned earlier, Agriculture and Markets administers a relatively small training program for prospective farm employees called the Agricultural Workforce Certification Program. This program is helping to address the current demand for trained workers in agriculture by matching the demands of farm employers with the training provided by organizations such as Cooperative Extension.

Finally, Agriculture and Markets offers grant programs to assist farmers who are being pressured by the demand for open land. Farmland protection and other economic development grants are provided through the GrowNY program to ensure the continued economic viability of farm businesses. We would expect that the demand for services from all of these existing programs would increase as the full effects of 2015 begin to be felt.

## **II. PRIORITY ISSUE AREAS**

The Department faces three overarching issues as we look ahead to the year 2015: increasing development pressure on available farmland, structural changes to agriculture, and an increased demand for food safety services.

The loss of available farmland due to increasing development pressure is a significant issue. The trend will be exacerbated by higher land prices driven by an increased demand, particularly from retirees with greater disposable income. In addition, the aging farm population will face mounting pressures to sell land to support retirement. The Department will need better-trained staff to provide economic, environmental, and other assistance to keep land in farming. This issue was selected because of the basic importance of farmland to the agricultural industry.

The structural changes that are occurring in agriculture include fewer but larger farms, an increase in the average age of farm operators, and a shrinking supply of younger workers on which farms have traditionally depended. Economic development assistance will be important, such as providing trained employees through the Department's Agricultural Workforce Certification Program. This issue was selected because of the urgency and number of constituents affected.

Finally, the larger elderly population will require increased food safety services. A greater number of food safety investigations could result due to a larger population that is inherently susceptible to food-borne illnesses. This issue was selected because of our legal obligation to ensure a wholesome food supply and the risk of not investigating food safety complaints.

### III. ACTIONS AND RESULTS

#### **Priority Issue #1**

Loss of available farmland due to an increased pressure to develop open land.

#### **Action:**

Increase support for farmland protection programs for farmers in highly developed areas.

#### **Action:**

Strengthen programs such as FarmLink that match older farmers, who do not have a family member to pass the farm to, with young, prospective farm operators who are looking to enter the business.

#### **Result:**

The current trend of losing prime farmland to development can be slowed through the use of farmland protection programs and through programs that can match willing older owners with willing prospective younger operators of farms. Farm land that is in danger of being developed can be protected through voluntary agreements that provide the landowner with a financial incentive to continue to farm the land instead of allowing it to be sold for another use.

#### **Priority Issue #2:**

Farm profitability pressures due to structural changes in agriculture.

#### **Action:**

Increase support for the Agricultural Workforce Certification Program.

#### **Result:**

Population changes and other factors are reducing the availability of younger workers who farmers have relied upon in the past. Increased support for the Agricultural Workforce Certification Program would help provide adequate numbers of trained employees for New York farms so that these businesses could maximize their potential for production, profitability and possible expansion.

#### **Action:**

Expand the quality and availability of technical assistance programs.

**Result:**

The trend toward larger farm operations run by a new generation of more sophisticated farm operators has increased the demand by farmers for technical assistance from programs such as the Agricultural Environmental Management Program. Providing farmers with the technical assistance that they need would allow farms to continue to maintain profitability in an increasingly difficult business and regulatory environment.

**Priority Issue #3:**

Increased number of food safety investigations due to a larger elderly population.

**Action:**

The current rules that regulate food retailers should be amended to provide for better education of food retailers and increased knowledge of food safety. The most effective action that can be taken to improve food safety is to improve the food handling practices of food retailers. A proposed change to the existing Agriculture and Markets regulation has already been submitted for approval.

The needed regulatory change that has been proposed would require that food retailers demonstrate a minimum level of food safety knowledge. The Department will need to ensure that affordable education programs are available to all retailers, regardless of location or size.

**Result:**

Increased knowledge of food safety practices resulting in a safer food supply.



# OFFICE OF ALCOHOLISM AND SUBSTANCE ABUSE SERVICES

## I. INTRODUCTION: INTERNAL SCAN

**Agency Overview:** The Office of Alcoholism and Substance Abuse Services (OASAS) plans, develops and regulates the state's system of alcoholism and substance abuse treatment agencies. This includes the direct operation of 13 Addiction Treatment Centers (ATCs), which provide inpatient rehabilitation services to 10,000 persons a year. OASAS licenses, funds and supervises some 1,300 local, community-based programs serving about 123,000 persons on any given day in inpatient, outpatient and residential programs. OASAS provides a comprehensive education and prevention program through 400 agencies located in schools and communities; promotes public awareness and involvement through community action groups; and fosters Employee Assistance Programs (EAPs). The agency monitors alcohol and substance use and abuse trends, and pursues state, federal and private sources to respond to the related education, prevention, treatment and other community-based needs. OASAS is the single state agency responsible for the coordination of state-federal relations in the area of addiction services. OASAS establishes linkages of services for clients in other human service agencies and the criminal justice system; provides education and training for staff persons who deliver alcohol and other drug services; and administers the credentialing of alcoholism and substance abuse counselors. All of these functions are part of the current agency mission and will be considered in relation to Project 2015.

**Demographic trends applicable to OASAS:** OASAS estimates that approximately 17% of New York's seniors are at risk of, or already suffer from alcohol and substance abuse problems. Projected demographics point to a greater demand on OASAS resources as the state's senior population grows. New York State census data indicates that currently 3.2 million New Yorkers are over the age of 60, with perhaps as many as 540,000 of them experiencing alcohol and substance abuse problems. Demographic projections indicate that the number of seniors-in-need will grow to approximately 630,000 by the year 2015. OASAS' policy and programmatic approach emphasizes the need for comprehensive education, prevention and treatment efforts including cultural (language and ethnic), gender, age, lifestyle and other relevant considerations to accommodate the needs of the 3.7 million New Yorkers over the age of 60 (19.4% of the total population) in 2015.

**OASAS consumer constituency:** In addition to the growing numbers of seniors OASAS is gearing up to serve, the agency considers the needs of the seniors' family members who are effected by – or effect – the degree to which a senior can maintain a healthy, independent lifestyle free of alcohol and drug-related problems. OASAS considers as vital its linkages with service providers in the community and other government and private agencies who can be engaged in a comprehensive approach to education, prevention and treatment targeting seniors. OASAS notes the projected growth in the numbers of elderly women, ethnicities (e.g., Hispanic, African American, Native

American) and other special need groups (dually-diagnosed, isolated, abused, neglected, etc.) among the senior population.

**Overarching policies:** Chapter 59 of the (New York State) Laws of 1999 requires OASAS to identify the special needs of the “elderly” and respond with policies and services appropriate to this population. A comprehensive “Internal Scan” conducted by the OASAS Executive Staff points to an existing agency policy and planning approach that is focused on and experienced in meeting rapidly changing trends and needs among specific populations at local and statewide levels. Therefore, OASAS anticipates it will be able to adapt to respond to projected demographic changes and the size and nature of seniors’ needs regarding service utilization; unmet need; barriers and resources related to identification and effective servicing of seniors in appropriate settings; standards and regulations; professional and program competencies and preparedness; and innovative intra- and inter-agency initiatives to better reach and serve seniors. OASAS has established an agency “Coordinator of Senior Services” position to support a policy focused on formative and practical collaborations with other state agencies to initiate system adaptation.

**Program Considerations:** The major overarching priority areas OASAS will seek to collaborate on with other Project 2015 members include: review of current Medicare authorization criteria as they impact the availability and delivery of needed services to seniors; identification of “best practices” and related training and cross-training opportunities; implementation of a “program adaptation approach” to create appropriate and well-linked senior-specific services in communities across the State; review of all state, federal and private funding opportunities that can better support the development of and delivery of alcoholism and substance abuse services to seniors; the empowerment of communities and other systems to support the elderly and better promote early access to needed care; and the creation of public information and education to enable all New Yorkers to better recognize and respond to alcohol and drug problems among seniors.

The OASAS “Internal Scan” also pointed to the following special considerations that will impact its contribution to Project 2015: growing risk for and diagnosis of HIV/AIDS and other sexually-transmitted disease among seniors; increase in the number of single and isolated seniors who are not easily identified in the community as being in need of alcoholism and substance abuse services; changes in traditional structure and dynamics of family and intergenerational interactions; special needs of older women and ethnic groups; funding sources to augment limited State funding resources; “case management” as a component of senior care across multiple systems to assure identification, assessment, referral and treatment planning relating to alcohol, prescription and non-prescription drugs; further research related to the nature and scope of and appropriate response to alcohol and substance abuse problems among seniors.

**Management issues:** The “Internal Scan” pointed to the importance of OASAS’ ability to continue to support and develop well-trained, experienced staff capable of adapting existing resources to meet projected demands of seniors. Also identified were

the need to develop appropriate services within the resources available and to assist localities in meeting the needs of seniors.

**Ongoing Efforts:** In 2001, OASAS launched an agency “Senior Initiative” to address the impact seniors have – and will have – on current and future agency operations. This multifaceted initiative will be coordinated with Project 2015 activities to enhance OASAS’ response to projected demographic changes.

## II. PRIORITY ISSUE AREAS

Based on its analysis of projected age-specific demographic trends, OASAS applied an agency consensus process to identify the following three “overarching issues” facing the agency:

1. **Linkages:** The OASAS-managed alcohol and other drug service system includes coordination with Federal, State and Local governments and private entities. This coordination includes the planning for, development and monitoring of and fiscal support for a system of prevention, intervention and treatment services. The consequences of addiction – and the needs of addicted persons - overlap with health and human service systems, e.g., health, mental health, social services, criminal justice, labor, housing, etc. OASAS has determined that existing and new linkages must be evaluated and adapted to guarantee the delivery of appropriate services to an aging population.
2. **Fiscal:** The State’s growing senior population, the communities in which they live and the professionals providing addiction services are supported through a combination of private and government funding. OASAS will focus on a review and adaptation of reimbursement mechanisms tied to multiple funding sources -- especially Medicare -- to guarantee the availability and delivery of needed services to seniors.
3. **Professional preparedness:** OASAS emphasizes the need for training of professionals involved in the direct delivery of alcohol and drug services to seniors. Efforts must support cross-training to professionals in other fields and the availability of agency staff capable of evaluating, maintaining and enhancing services in relation to the impact changing demographics will have on agency operations.

## III. ACTIONS AND RESULTS

### Priority Issue #1: Identification, Development and Support of Linkages

#### Actions:

1. OASAS will add “aging” and “seniors” as specific priorities in its planning agenda to support local providers and county government entities in agency efforts to define the current and projected service needs, system modifications, and policy considerations

related to changing senior demographics at the statewide and local level. This effort will focus on building a framework that will identify multi-level linkages that will support hearings, strategies and policy adaptation reflecting a comprehensive approach to the needs of seniors as part of an augmented state agency planning protocol.

2. OASAS will sponsor a “Senior Forum” in the fall of 2002 to engage agency staff, other state agencies, providers and experts in the field of geriatric addictions to begin a process of sharing information and building cooperative agreements between the chemical dependency field and entities entrusted with serving seniors in the community. The Forum will focus on information-sharing to identify opportunities to develop written collaborative agreements (e.g., Memoranda of Agreement) with other State agencies to foster outreach to and collaboration with senior service networks to enhance accessibility of services to seniors. The “OASAS Senior Forum” will build on existing collaborative efforts with the State Office for the Aging (NYSOFA), Office of Mental Health (OMH) and Department of Health (DOH). Additionally, the agency will work to identify additional agencies (e.g., state offices tied to criminal justice, children and family, labor, and housing services) to initiate successful collaboration and enhancement of OASAS engagement with seniors.
3. OASAS will continue to promote and develop strategies linked to Federal policies on chemical dependency services for seniors. These efforts will focus on improving access to Federal funding, including grants to support research and program development. OASAS will use its position as a recently appointed state member of the six-state Federal Substance Abuse and Mental Health Services Administration (SAMHSA) “State Prevention Advancement and Support Project,” (SPAS) to lead New York State agencies (OASAS, OMH) to work with the Federal Center for Substance Abuse Prevention (CSAP) to identify epidemiological profiles of, risk and protective frameworks for, and policy and strategy options to impact older adults at risk for problems with prescription drugs, alcohol, tobacco and over-the-counter drugs. In addition, OASAS will continue to work with SAMHSA to advocate for Federal funding and policy development tied to ongoing collaboration with the Center for Substance Abuse Treatment (CSAT).

**Results:**

OASAS will enhance its agency planning process to guarantee the inclusion of seniors in the agency’s long and short-term plan. This process will include a goal guaranteeing a comprehensive continuum of accessible chemical dependency services for seniors, supported by an increased number and variety of linkages with other State agencies, Federal and local government agencies and provider networks, and professional organizations.

## **Priority Issue #2: Review of Current Fiscal Realities Tied to Serving Seniors**

### **Actions:**

1. Conduct an analysis of private and government funding and reimbursement protocols to determine current available resources, obstacles, and needed changes to establish a fiscal parity to support state-of-the-art services for all New Yorkers, regardless of age.
2. Develop a plan to increase Medicare coverage and reimbursement so that there is increased accessibility for seniors to needed chemical dependency services. To this end, OASAS will identify and engage all expert parties capable of and needed to conduct a formal and timely review of Medicare qualification and reimbursement protocols in order to develop a plan to provide seniors access to and coverage for alcoholism and substance abuse services currently eligible for Medicare reimbursement. This effort will also develop proposed strategies to enhance the ability and numbers of providers qualified to be reimbursed through Medicare for delivery of necessary services to seniors.
3. Develop educational materials and technical assistance protocols to equip providers with the information and functional skills necessary to advocate and qualify for maximum reimbursement for community-based alcoholism and substance abuse services provided to seniors.
4. Develop and put in place a routine process for OASAS to monitor the status of and advocate for necessary changes to legislative, regulatory and policy standards in order to assure fiscal support of services for seniors framed around research- and evidence-based best clinical practices.

### **Results:**

OASAS will be able to apply established standards to guarantee fiscal support from all responsible and potential funding sources to meet the needs of seniors. Providers within the alcoholism and substance abuse system will have the knowledge and means to access reimbursement from private and public sources to cover the costs of providing services appropriate for and needed by the State's growing senior population. Funding will be made available to support the development of new services and an increase in the number of reimbursable service providers suitably positioned to serve seniors in appropriate settings.

## **Priority Issue #3: Professional preparedness**

### **Actions:**

1. Identify and develop training materials and opportunities to equip providers and professionals involved in the direct delivery of services with clinical and administrative skills necessary to engage seniors in care focused on the prevention of alcohol and

substance abuse problems and clinical intervention and treatment services targeting recovery from such problems.

2. Identify and develop cross-training opportunities to equip professionals serving seniors with the information and skills to effectively connect with the alcoholism and substance abuse related needs of their clients.
3. Develop a plan to equip OASAS staff with knowledge and expertise to enhance opportunities to include seniors in planning, program development and operations and administrative protocols commensurate with need and established standards.

**Results:**

OASAS will develop and set in place a clearly defined body of training resources, know-how and protocols capable of guaranteeing the availability of skilled professionals in appropriate settings to meet the needs of seniors.

## BANKING DEPARTMENT

### I. INTRODUCTION: INTERNAL SCAN

As a regulatory agency, the Banking Department undertakes programs and policies that protect the needs of all New Yorkers. Those with the greatest need for outreach, education and support include the aging population, immigrants and young people. Recent trends indicate that the aging population is increasing across New York State. Data also suggests that the immigrant population is aging, and increasing. While the Banking Department will continue to work on behalf of all New Yorkers, regardless of age, race, gender etc., these trends are likely to raise several broad challenges concerning its work:

- How to ensure access to information as well as an effective means of communicating with an aging population about banking issues;
- Ensuring that staff (particularly those who deal directly with the public) are able to respond appropriately to the needs and concerns of seniors;
- Adapting the Department's supervisory and enforcement activities to reflect changes in the marketplace as a result of the aging population (i.e., the development of new products, services, methods of delivery, potential for unfair, "predatory" or illegal activities, etc.); and
- Developing and implementing internal policies and practices that reflect the needs of agency employees with regard to an aging population.

The following is a discussion of how the changing demographics are likely to impact the Department's activities:

**Outreach:** The Department's education and outreach programs will need to increase its focus on seniors and the professionals who represent or work with them. This will require the Department to develop partnerships with a range of public and private organizations that serve the senior community.

- Educational materials, publications and outreach initiatives targeting consumers will need to specifically address issues of concern to seniors and will need to be senior-friendly in terms of style, format, etc.;
- The Department will need to expand its distribution network to ensure broad dissemination of materials/information throughout the senior community; and
- To ensure that it is seen publicly as a problem-solving resource, the Department will need to expand and customize its public education and marketing campaign and will also need to expand its visibility at senior-related events.

Communication with supervised institutions will also reflect these changes. In its efforts to promote "best practices" to the industry, the Banking Department will seek to:

- Enhance banks' knowledge of and participation in community development opportunities specifically related to the needs of seniors;
- Encourage the development of bank products and services that specifically reflect the needs of the aging population and marketing practices that are senior-friendly and non-exploitative; and
- Encourage the development and implementation of senior-friendly policies and procedures (i.e., underwriting or training for front-line staff).

As callers to the "complaints hotline" will also reflect the changing demographics, it will need to be "senior friendly." Issues include:

- Staff training to ensure familiarity with issues of relevance to seniors and ability to interface with consumers in a senior-friendly manner;
- Equipment needed to ensure access to the hotline for the hearing impaired or for seniors with other special needs;
- Whether recruitment efforts should focus on older staff; and
- Increasing knowledge of the hotline's existence within the senior community.

According to the AARP, seniors represent the fastest growing population of Internet users. The Department hosts a Web site designed to provide the public, including seniors, with information and assistance regarding banking in New York State. The Department needs to consider what steps can be taken to make the highly technical content and format of the Web site more senior friendly and will likely incorporate the Web site into its outreach to the senior community.

**Enforcement:** The elderly consumer may be targeted for a variety of crimes, most frequently financial fraud and identity theft. Enforcement issues include:

- What new types of crimes, or increases/changes in existing crimes can we foresee related to the aging? What investigative tools can we use to identify and address these issues;
- Whether additional partnerships with outside agencies can be developed to enhance its ability to identify and investigate cases regarding the elderly; and
- In what ways can outreach concerning criminal matters evolve to better address the needs and concerns of the senior citizen population?

**Supervision:** Through its Mortgage Banking and Licensed Financial Services Divisions, the Department licenses/registers and provides ongoing supervision for a broad range of entities, including mortgage bankers, mortgage brokers, sales finance companies, check-cashers, etc. Issues for these Divisions include:

- Adapting supervisory activities (in particular, those that pertain to consumer compliance) to reflect changes in the marketplace as a result of the aging population (i.e., the development of new products, services, methods of delivery, potential for unfair, "predatory" or illegal activities);

## BANKING DEPARTMENT

- Ensuring that the application process (i.e., access, content and format of applications, procedures for dealing with applicants, etc.) is “senior friendly”; and
- Identifying opportunities for partnerships with outside agencies that will enhance access to information about pertinent issues, and the Department’s ability to educate the industry and the public about them.

**Internal Policies and Practices:** The Employee Relations Division (ERD) is responsible for supervising Department hiring practices and offering employee assistance. Issues for consideration include:

- A need for increased education and support for family care issues;
- A need for a strengthened retirement plan, dependent care plans and other programs to aid financially in the aging process;
- Education for employees focused on issues of aging; and
- Sensitivity training for management and staff.

The Department has already begun to address the impact of the foreseen changes in the State’s demographics in a number of ways. These include:

**Outreach:** For the past several years, the Department has sought out and participated in speaking engagements organized by groups that work with or represent seniors. For instance, the Department has an ongoing partnership with the AARP to train its senior volunteers on such topics as Basic Banking Accounts and predatory lending, so they can then offer educational programs for their peers. In this context, the Department purchased two demonstration Automated Teller Machines (ATMs) to help make seniors comfortable with this technology. Other steps include conducting mailings to senior centers and libraries to offer its programs specifically to the senior population, and developing and making widely available a video regarding predatory lending, which primarily features seniors who have been victimized. The Department has applied for a grant from the U.S. Department of Justice that would enable the agency to greatly expand its outreach to seniors concerning predatory lending.

Regarding the consumer hotline, steps have been taken to obtain a Teletypewriter/ Telecommunication Device for the Deaf (TTY/TDD). The Holocaust Claims Processing Office has taken a number of steps to ensure that its process for completing a claim form does not present a hurdle for its largely elderly consumers.

**Regulation and Supervision:** The Banking Department developed several regulations of particular relevance to seniors, including those that deal with high cost home loans, Basic Banking Accounts, and reverse mortgages.

In the context of its administration of the Community Reinvestment Act (CRA), the Department favorably considers banks’ support for senior housing, health-related facilities, and other projects that specifically target low- and moderate-income (LMI) seniors. Banks also receive favorable consideration for technical assistance to

organizations that serve LMI seniors (i.e. serving on the Board of Directors of a senior organization).

In the Department's analysis of bank branch closings and openings, staff pay close attention to the possible impact on seniors, and may work with the bank in question to identify alternatives for the senior population in the area.

Age discrimination has been and will continue to be a significant focus of the State's fair lending exams under Section 296-a of the Executive Law.

**Internal Policies and Practices:** The ERD informs all employees, candidates and/or clients of the special provisions available to them under the Americans with Disabilities Act. Additionally, ERD and the Employee Assistance Committee has teamed together to offer lunch sessions for employees to obtain information and discuss issues germane to the aging process for themselves and/or aging family members. A joint labor/management health and safety committee has been established to provide a vehicle to focus on the issues of an aging workforce.

## II. PRIORITY ISSUE AREAS

### Three chosen overarching issues

This Department has chosen the following three overarching issues as part of its commitment to focus its resources on the most vulnerable of its population which include among others the aging and especially the immigrant aging population.

- **Ensuring access to information as well as an effective means of communicating with an aging population.**  
This issue was selected because it will affect the greatest number of consumers. This issue also supports the existing mission of the New York State Banking Department. Additionally, several other state agencies have indicated a strong desire to partner with the Banking Department on senior related issues such as predatory lending.
- **Ensuring that staff (particularly those who deal directly with the public) are able to respond appropriately to the needs and concerns of seniors.**  
This issue was selected because it corresponds directly with the Department's mission to protect consumers, can be accomplished within the Department's existing funding resources, and infrastructure.
- **Adapting the Department's supervisory and enforcement activities to reflect changes in the marketplace as a result of the aging population.**  
This issue was selected because it effectuates the execution of the Department's existing mission, and will, if successful, impact the greatest number of vulnerable New Yorkers.

### III. ACTIONS AND RESULTS

**Priority Issue #1** - Ensuring public access to information as well as an effective means of communicating with an aging population.

**Action** - The Department will make continual updates to its web site to ensure its senior friendly content.

The Department intends to increase its capacity to provide information about basic banking, predatory lending, reverse mortgages and more to the senior population. A critical part of increasing its capacity to offer these services is to partner with other state agencies to reach the senior population in other contexts (i.e. health care and other community services).

The Department will consult with community leaders throughout the State who have a particular area of expertise with seniors, (including seniors themselves), to ensure that information being delivered to the public through publications and other forms of communication are understandable by the general population, including seniors and immigrants, and to make additional recommendations concerning its outreach and education programs.

The Department will increase its outreach to the senior population to provide relevant information about basic banking and predatory lending. The Department expects to do this through partnerships with other state agencies such as the Consumer Protection Board and other organizations serving seniors, that have additional access to consumers.

**Result** - The result of the above actions will be the increased awareness of the Banking Department as a resource to help all citizens with their banking relationships. The Department will enhance and expand its reputation as a reliable, proactive and safe place to learn about banking and seek relief from banking related problems.

**Priority Issue #2** - Ensuring that staff (particularly those who deal directly with the public) are able to respond appropriately to the needs and concerns of seniors.

**Action** - The Department will offer ongoing “senior sensitivity” training through its Employee Relations Division. This training will be mandatory for Deputies, Community Affairs Unit Staff, Hotline operators, Criminal Investigations Bureau staff, the Holocaust Claims Processing Division, the Public Information Office and other staff that may have occasion to deal directly with seniors. The Department may do this by partnering with the State Office of the Aging or advocacy groups such as the AARP.

The Department may select senior citizens from amongst its employees to address consumer issues on the hotline. In its ongoing outreach, it has found that seniors feel far more comfortable working with their peers on financial related issues.

**Result** - The Department will broaden consumer knowledge of the Banking Department as a safe place for people to come for banking related assistance. A conceivable outcome is a significant increase in the number of hotline telephone calls, thereby creating a need for an increase in resources dedicated to that division.

**Priority Issue #3** - Adapting the Department's supervisory and enforcement activities to reflect changes in the marketplace as a result of the aging population.

**Action** - In keeping with the Department's mission, it will take the following actions:

It will encourage and monitor the development of new products and services that meet the needs of seniors, through an Aging taskforce, which would include various government agencies and senior oriented community groups.

It will review consumer issues and the marketplace to determine the need for banking regulation that protects all consumers particularly the aging.

Additionally, the Department has the unique opportunity to focus on senior issues through its involvement with the Regional Interagency Council (RIAC), an ongoing partnership between the Federal Deposit Insurance Corporation, the Federal Reserve Bank of New York, the Office of the Comptroller of the Currency and the Office of Thrift Supervision. In this capacity, the Department will ensure that the topic of senior issues is included on every RIAC meeting agenda, especially encouraging programs to address the needs of this particular population.

The Department will adapt compliance procedures as appropriate to ensure that exams focus on areas that may pose a particular risk to seniors.

It will develop tools, internal resources and external partnerships to help the Department stay abreast of and address criminal banking activity of particular concern to seniors.

**Result** - The aforementioned actions will ensure that bank and regulatory products address the needs of the growing senior population, and that they are marketed and delivered in a fair, reasonable and non-predatory manner, with the appropriate consumer protections, and in compliance with the law.

## **DIVISION OF THE BUDGET**

### **I. INTRODUCTION: INTERNAL SCAN**

The Division, in its role as the chief financial advisor to the Governor, is responsible for the annual preparation and submission of a balanced multi-year financial plan and accompanying programmatic recommendations to the Legislature. The Division is organized into separate units that perform line budget examination functions, staff functions, or in several cases, both types of activities. Each unit reports to either a First Deputy Director or a Deputy Director who in turn reports to the Budget Director.

Staff units in the Division perform a variety of functions including developing fiscal policy advice in revenue and expenditure forecasting, budget process management, reviewing management systems, intergovernmental relations, and providing internal administrative and computer systems support.

Line units are responsible for preparing, implementing, and monitoring State agency budgets. For the State agencies assigned to their respective unit, each line unit:

- Coordinates the development and execution of agency programs and budgets;
- Analyzes agency budget requests to determine if the request represents sound public policy;
- Assists agencies in carrying out program and fiscal objectives;
- Monitors agency spending trends and program performance; and
- Recommends fiscal and programmatic enhancements.

In the process of developing the State's annual financial plan, the Division forecasts revenue necessary to support programmatic needs and changing demographic trends for one year in the Executive Budget, three years for the overall State financial plan, and five years for capital construction requirements. Accordingly, the Division has an institutional process in place to monitor demographic shifts and their impact on State spending and revenue. However, as 2015 approaches, the Division may need to evaluate its current monitoring process to incorporate longer planning horizons in light of the significance of the projected demographic shifts.

Since the Division is an oversight agency that does not directly provide services to the citizens of the State and to avoid duplication of other State agency Project 2015 planning, the Division has identified several priority areas where it has a unique role. The Division has central responsibility for forecasting and tracking statewide revenues, capital expenditures and projects, and fringe benefits for active and retired State employees. This analysis also addresses the Division's internal workforce and training related issues.

## **Revenue**

The State's annual financial plan includes a multi-year forecast of revenue and disbursements based on an economic forecast developed by the Division. The Division also consults with public and private sector experts to prepare a detailed economic forecast for both the nation and New York that includes an analysis of gross domestic product, employment levels, inflation, wages, consumer spending trends, and other relevant economic indicators. The Division subsequently projects the amount of State revenue that will be available against the backdrop of these forecasts.

As 2015 approaches, the impact of long-term demographic changes on the State's revenue is inevitable. For example, there are numerous provisions of tax law designed specifically for senior citizens or instances/provisions where the benefits of a tax cut are enhanced for seniors. As the demographics change to greatly expand this cohort of the population, additional pressure will be placed upon the State's finances to continue providing existing tax benefits. In addition, overall spending and investing behaviors of the general population may also shift as changes in the State's demographics are realized. This shift could have significant impacts on tax revenues collected by the State and the agency programmatic operations and priorities they support.

## **Capital Projects and Financing**

In accordance with State Finance Law, the Division is the single State agency that coordinates agency requests for capital projects and financing. The Division is required to prepare and submit a five-year Capital Program and Financing Plan that provides financing and capital planning information for the current fiscal year and a five-year projection period. The recommendations reflected in the plan (including capital disbursements and debt issuances, debt retirements, State-supported debt levels, and debt service costs) are consistent with Article VII legislation that provides specific bonding authorizations and with budget bills that provide appropriation authority to accommodate debt service payments.

The Financing Plan includes a summary of agency capital spending by financing source and on a program, agency and issuer basis. The plan also shows the level of debt issuances, retirements, outstanding State-supported debt and the impact on future debt service costs.

The Capital Plan describes agency capital goals and objectives, including a list of recommended projects and changes from prior year plans. The Capital Plan also includes recommended methods for financing new and ongoing capital programs and agency schedules of projected appropriations, commitments and disbursements.

As 2015 approaches, the long-term demographic changes could have an impact on how the Division coordinates and monitors Capital Projects and Financing since our current institutional process is designed to capture demographic trend changes over a five-year horizon. However, the Division is also in a good position to deal with the

impacts of the demographic shifts projected for 2015 since the Division's processes already utilize a long-term planning horizon. The Division will need to closely monitor the types of capital projects and the financing methods being requested by State agencies to ensure they adequately address the needs driven by the projected demographic changes as 2015 approaches.

### **Fringe Benefits**

The Division has central responsibility for monitoring the fiscal and programmatic impact associated with providing fringe benefits to active and retired State employees. Examples of fringe benefits include health insurance and pensions.

Although the Division evaluates the State's programmatic and fiscal implications of fringe benefits for current and retired State employees on an ongoing basis, in light of the demographic changes for 2015 the Division has identified the following policy issues that need to be monitored:

- The cost of providing fringe benefits could become more expensive as the number of retirees increases and as the average life expectancy increases. Health insurance and pensions will be particularly challenging for State resources as the population ages.
- Fringe benefits can affect the ability of State agencies to recruit and retain employees. Accordingly, the State will need to evaluate whether its benefit structure will meet agencies' staffing needs as the population changes.
- With an aging population there may also be a growing demand for access to new benefits such as elder care programs and long-term care insurance.

### **Workforce and Training**

As 2015 approaches, the aging of the population will change the numbers, skills, and characteristics of the Division's work force, presenting short and long-term challenges to traditional recruitment, staffing structures, career paths, and employee development operations. The Division has long had significant administrative flexibility in personnel recruitment and selection: a single mission and professional title structure, decentralized recruitment, and decentralized examinations. In addition, the Division is aggressively using technology to redistribute work, develop a new cadre of paraprofessional staff, and expand the capacity of the existing work force through an extensive training operation. The Division is also active on the Succession Planning and Work Force Management Work Groups that are currently developing recommendations on how the State can best anticipate and manage work force changes.

## **II. PRIORITY ISSUE AREAS**

The Division has identified several recommendations associated with revenue, capital projects and financing and fringe benefits that will be considered as a result of the projected demographic changes as 2015 approaches. In addition, some overarching operational recommendations have also emerged and will be considered. These

recommendations would need to be implemented incrementally over the next five to seven years.

### **III. ACTIONS AND RESULTS**

#### **Priority Issue #1: Overarching Priorities**

##### **Actions:**

- Work closely with State agencies to ensure demographic changes are considered when developing their annual budget requests.
- Memorialize the anticipated impact of the 2015 demographic changes by questioning whether the program needs associated with 2015 are being considered as an official question in the Executive Budget development process.
- Consider expanding the Division's internal planning horizons to accommodate the needs driven by the anticipated demographic changes.
- Monitor agency program needs and be prepared to shift spending priorities to programs with the greatest needs.

##### **Results:**

These actions will position the Division to be able to proactively consider State agency programmatic needs driven by the potential demographic changes associated with 2015 within the fiscal constraints of the State's financial plan.

#### **Priority Issue #2: Monitoring, Tracking and Projecting Revenue**

##### **Actions:**

- Develop revenue forecasting methodologies that can be used to project the impact of demographic changes beyond the three-year forecast currently utilized.
- Develop methodologies that will simulate and forecast the financial impact of demographic changes on the economy and on State revenues and incorporate those methodologies in ongoing forecasts.
- Incorporate the changing demographics in the State's economic forecast to more accurately estimate changes in the labor force, income distribution and tax base of New Yorkers.
- Work with the Department of Taxation and Finance to determine the appropriate tax policy for an aging population.

##### **Results:**

Implementing these actions may provide decision makers more accurate multi-year revenue projections and the impact of demographic change on the financial plan.

**Priority Issue #3: Capital Projects and Financing**

**Actions:**

- Monitor the types of agency requested capital projects to ensure they reflect the needs driven by projected demographic changes.
- Monitor the financing methods requested by agencies to ensure they reflect the most advantageous model for the State financial plan and address the programmatic goals of each agency.

**Results:**

Implementing these actions would ensure that Capital and Financing needs driven by the projected demographic changes associated with 2015 are met within the parameters outlined in the State's financial plan.

**Priority Issue #4: Fringe Benefits for Active and Retired State Employees**

**Actions:**

- Monitor the demand and the costs associated with emerging benefits such as elder care and long-term care.
- Work collaboratively with the State agencies that have direct responsibility for providing fringe benefits to current and retired employees.

**Results:**

These actions will allow the State to continue to offer a comprehensive package of fringe benefits to current and retired State employees in the most cost-effective manner possible. These actions will also position the State to recruit new employees and retain older employees as the State workforce ages.



# COUNCIL ON CHILDREN AND FAMILIES

## I. INTRODUCTION: INTERNAL SCAN

As we examine the impact our aging society will have on state agency policy and practices, the Council on Children and Families recognizes the importance of examining the roles of elderly individuals within the context of their families and communities. Due to family roles and bonds, we cannot consider our aging population in isolation and need to view how changes in their lives as well as their changing service needs impact families as a whole. We also understand that an examination of elderly within the context of their communities is critical when considering potential changes in service systems since older citizens can be substantial resources to the communities in which they reside—intellectually, emotionally, and financially. Due to the dynamic nature of this issue, the Council on Children and Families has addressed Project 2015 using an intergenerational approach that allows us to examine how the interrelationships of demographic trends may influence families, the communities in which they live, and the service systems that assist them. This approach is consistent with our mission to coordinate health, education and human service systems to ensure that all children and families in New York State have the opportunity to reach their potential.

To better understand the impact of demographic changes on Council member agencies, Council staff convened a meeting that included representatives of its member agencies, member agencies' Project 2015 designees and representatives from community organizations that serve children and families. The purpose of this meeting was to identify how demographic trends impacted the operations of member agencies and to identify issues that were shared among the participating agencies and organizations. This information, coupled with a review of the research literature, served as the framework for our work.

Three core issues that consistently emerged as relevant to Council members were related to (1) the roles family members assume as caregivers; (2) family members' roles as workforce members; and (3) issues pertaining to individuals' quality of life. A review of the issues, related demographic trends and cross-system implications are presented below.

### *Family as Caregivers*

Grandparents as Custodial Parents Approximately 6 percent of children in New York State are living in households headed by grandparents—a 15 percent increase between 1990 and 2000<sup>1</sup>. This trend has considerable implications for families, particularly households where no parents are present, since we know grandchildren in households headed by grandmothers, with no parents present, are most likely to be poor

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<sup>1</sup>Available on-line at [www.census.gov](http://www.census.gov)

and have received public assistance while grandchildren in households with both grandparents present and no parents present are most likely to be uninsured. From a health perspective, grandparents who serve as their grandchildren's parents are twice as likely to be clinically depressed than those in traditional grandparent roles<sup>2</sup>. The reasons for grandparents raising grandchildren cut across systems and include drug abuse among parents, teen pregnancy, divorce, mental and physical illnesses, AIDS, crime, child abuse and neglect, and incarceration<sup>3</sup>. The occurrence of kin care tends to be more common among minority families<sup>4</sup>.

Family Members as Caregivers Approximately one in five persons between the ages of 35 and 74 report having given care to a disabled family member or friend<sup>5</sup>. Assuming the caregiver role can be a source of stress since we have learned that family members who become caregivers tend to have higher levels of depression and poor health than those not in this role. Furthermore, caregiving has a financial as well as emotional toll in that informal caregivers are estimated to lose, on average, approximately \$659,139 over their lifetime in social security, pension benefits and wages, making them less secure for their own later years<sup>6</sup>. Council members noted that the emotional and financial stresses associated with caregiving might result in increased cases of elder abuse.

Need for Formal Caregiving While the “demand” for family caregivers may increase, the “supply” may be impacted by the number of adults who divorce and reach middle and older adulthood without a spouse to help with potential care needs; the increasing number of individuals who decide not to have children; and the number of traditional caregivers, women, participating in the workforce<sup>7</sup>. Clearly, this has implications for the various formal caregiving systems responsible for providing supports to elderly individuals and their families. Of particular concern are issues related to financial and human resources required to meet the demand.

### Workforce Preparation and Retention

Education Preparedness High educational attainment and skill development are essential for New York's youth in order for them to become competitive participants in the 2015 workforce. On the flip side, a strong economy will be necessary if New York intends to retain its increasing segment of emerging workforce members—those individuals 15 to 29 years old. The demands of producing *and* retaining a competitive workforce will be formidable since the disparity of educational attainment among ethnic groups persists, with our largest growing segment of the population, Hispanics, attaining

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<sup>2</sup> Fuller-Thomson, E., Minkler, M. & Driver, D. (1997). A profile of grandparents raising grandchildren in the United States. *The Gerontologist*, 37, 685-690.

<sup>3</sup> Frantz, A., Steinig, S. (2002). Fact Sheet-- Grandparents and other relatives raising children: Challenges of caring for the second family. *Generations United*. Available on line at: [www.gu.org/Files/GP%20general%201-02%20final.pdf](http://www.gu.org/Files/GP%20general%201-02%20final.pdf)

<sup>4</sup> Hardin, A.W., R.L. Clark, & Maguire, K. (1997). *Informal and formal kinship care*. Washington, DC: US Department of Health and Human Services.

<sup>5</sup> Marks, N.F. (1996). Caregiving across the lifespan: National prevalence and predictors. *Family Relations*, 45, 27-36.

<sup>6</sup> Arno, P.S., Levine, C., & Memmott, M.M. (1999). The economic value of informal caregiving. *Health Affairs*, 18 (2), 182-188.

<sup>7</sup> Marks, N.F., & Lambert, J.D. (1997). *Family caregiving: Contemporary trends and issues*. National Survey of Families and Households Working Paper 78. Madison: University of Wisconsin-Madison.

lower educational achievement<sup>8</sup>. This disparity has implications for a self-sufficient society as well as a skilled workforce that may be required to assume more responsibilities with entry-level positions.

Educational preparedness is also an issue for immigrants, our increasing workforce pool, since many immigrants have limited education, limiting their employment opportunities and earnings. In 1999, one in five New Yorkers were foreign-born<sup>9</sup>.

The projected demographic changes will place considerable demands on the educational system at all levels. The proportion of children between the ages of infancy to adolescence might decrease; however, the actual numbers of children within this age group (0 to 14) will remain relatively constant. It is likely the number of children coupled with their diverse backgrounds will increase the need for high quality instruction and supports. Furthermore, appropriate training will be required to ensure those in the workforce are able to be responsive to our culturally diverse and aging population. This is particularly the case among those in the healthcare professions.

Workforce Retention As our emerging workforce is expected to expand, we also have an increasing number who will be eligible to leave the workforce (ages 50 to 69). While trends have shown older employees are delaying retirement due to changes in the economy, this may be countered by the demand to serve as informal caregivers for family members. Based on the Informal Caregiver Study (ICS) one in ten individuals reported having left the workforce to care for an elderly family member<sup>10</sup>. Another vulnerable gap exists among experienced employees, ages 30 to 49, since it is expected there will be fewer individuals within this age group and they tend to be the individuals who pursue opportunities outside the state, pointing to the need to attract and retain competitive businesses to New York State.

### Individuals' Quality of Life

Physical Well-Being Health is a fundamental aspect of our quality of life, regardless of age. However, decisions made throughout our lifetime contribute to our longevity and the quality of those years. As life expectancy increases, individuals become more vulnerable to long-term chronic illnesses and health conditions, with many of these illnesses involving extended periods of disability that require caregiving from families and service systems. Chronic conditions of individuals over 65 years of age include heart disease, strokes, diabetes mellitus and injuries<sup>11</sup>. Two risk factors that contribute to these conditions, present among all ages of our population, are obesity and

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<sup>8</sup> Vega, M. (2002). A profile of Latinos in the New York State Education System. Report to the Governor and Legislature on the Status of the State's Schools. Albany, NY: New York State Education Department.

<sup>9</sup> Hernandez, D. (January, 2002). Lack of appropriate research leads to gaps in knowledge about children and immigrant families. *The Forum*, 5 (1). Washington, DC: Urban Institute.

<sup>10</sup> Stone, R., Cafferata, G.L., & Sangl, J. (1987). Caregivers of the frail elderly: A national profile. *Gerontologist*, 27, 616-626.

<sup>11</sup> Biegel, D.E., Sales, E., & Schulz, R. (1991). *Family caregiving in chronic illness*. Newbury Park, CA: Sage.

tobacco use, with higher percentages of these factors present among minority individuals<sup>12</sup>.

A current health issue that is coming to the forefront is late-age onset substance abuse. This condition may develop among elderly individuals who previously had no symptoms of substance abuse but may find themselves more isolated or vulnerable to depression due to failing health or life conditions. Since this condition can elude family members and physicians, there is an increasing need to heighten awareness among families and healthcare professionals.

Prevention services to our total population may offset some of the health problems among our older members; however, a consistent fact is that lack of economic well-being contributes to ill health and overall quality of life. The poor health outcomes observed among ethnic subpopulations is, in part, a reflection of economic differences, impacting how individuals can participate and contribute to their families and communities.

Financial Well-Being The economic status of our population is a concern for all service systems since it impacts overall quality of life, access to services, and patterns of service utilization as well as resources for service delivery. We know that the percent of children and families living in poverty varies by ethnic group with the largest percentage among the fastest growing segment of New York's population. It is expected that 3 in 10 (28%) members of our 2015 population will be minorities as compared to 2 in 10 (24%) members in 2000.

## **II. PRIORITY ISSUE AREAS**

The three core areas identified earlier remain the Council's overarching issues for Project 2015—informal and formal caregiving needs; workforce development; and quality of life. The Council will be able to select subareas for action once member agencies have had the opportunity to determine agency-specific priorities. Our response plan will address ways in which Council members can build on current Council activities to promote healthy family and community environments that engage and support all elderly members of our population.

## **III. ACTIONS AND RESULTS**

The recommendations presented below represent a starting point. Council staff are committed to facilitating ongoing discussions among Council member agencies so all can better understand the full impact of New York's aging population on children and families and all will have the information needed to address the expected changes. We believe an intergenerational perspective, which has been our primary focus throughout these initial stages of Project 2015, could serve as a key aspect of the Project 2015 Symposium, scheduled for Fall 2002. Additionally, it is expected that many of the

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<sup>12</sup> New York State Department of Health (1996). Communities working together for a healthier New York: Opportunities to improve the health of New Yorkers. Albany, NY: Author.

recommendations listed could be conducted within the next 12 to 24 months and used to guide policy decisions among Council member agencies.

*Priority Issue 1: Family Roles as Caregivers*

Ensure that services are available/accessible to meet the needs of grandparents who serve as custodial parents:

Actions:

- Analyze grandparent-related Census data as it becomes available to further understand the extent of this circumstance in New York.
- Conduct statewide survey/focus groups with grandparents and relatives raising children to identify their service needs and the issues related to access/availability of services within New York State (also possible language barriers).
- Facilitate an interagency group with the State Office for the Aging (NYSOFA), Office of Alcoholism and Substance Abuse Services (OASAS), Office of Children and Family Services (OCFS), Office of Mental Health (OMH), Office of Temporary and Disability Assistance (OTDA) and State Education Department (NYSED) to determine the most effective strategies to address issues raised from survey/focus groups.

Results:

- Dissemination of grandparent service information to grandparents/kin caregivers, using current mechanisms, including Family Resource Centers. If necessary, the development of Regional Resource Centers could be a possibility.
- Work with the National Council on the Aging to incorporate the grandparent services information into their NYS Benefits Checkup ([www.benefitscheckup.org](http://www.benefitscheckup.org)).
- Development of an interagency strategy/workplan to meet service needs.

Identify alternatives for informal caregiving:

Actions:

- Convene with Council Member agencies, (e.g., NYSOFA, Department of Health [DOH] & Department of Labor [DOL]) and other experts in the field to examine the feasibility of alternative caregiver models that might be used to supplement the informal supports provided by family members and friends. For example:
- Assess the Senior Companion Program (SCP), both in terms of benefits to service recipients and volunteer service providers to determine feasibility of expansion for healthcare supports.
- Examine the feasibility of using time dollars to provide homecare supports.

Result: Development of empirically tested strategies for supplementing the formal caregiver network.

Identify and coordinate effective formal supports for family caregivers:

Actions: Effective formal supports could include:

- Respite care and mental health counseling.
- Education awareness (e.g., regarding symptoms, medication side-effects and co-occurring problems that may result from dementia).
- Home-delivered meals tailored to needs of elderly.
- Affordable home-care and day-care services (e.g., explore the possibility of developing home-based senior day care).

Result: Comprehensive, community-based continuum of care to assist family caregivers and their elderly family member.

*Priority Issue 2: Workforce Preparation and Retention*

Educational Preparation:

Actions:

- Extend the legislation for the Task Force on School-Community Collaboration.
- Coordinate a locally-based, community support system for the Closing the Gap school districts.
- Work with NYSED to develop a comprehensive approach to address the community support requirements in the Leave No Child Behind legislation.

Result: A multi-systemic approach to youth development and academic improvement.

Retain employees who may be eligible for retirement:

Action: Review Ethics provisions to ensure NYS agencies are able to garner assistance from their knowledgeable retirees.

Result: Access to former employees who may seek consulting employment out of state.

*Priority Issue 3: Individuals' Quality of Life*

Provide local planners with family-based quality of life indicators so planners can more effectively develop programs and policies sensitive to the changing roles of families:

Action: Identify indicators relevant to elder's quality of life and incorporate those data into the NYS Touchstones/Kids Count Data Book as well as the web-based Kids' Well-being Indicators Clearinghouse (KWIC).

Result: The expansion of Touchstones will provide local government planners and community-based organizations with a more comprehensive data source, which is

necessary to monitor, assess, and effectively plan for the needs of the individuals they serve.

Actions:

- Work with Council member agencies and community organizations to promote healthy aging among all members of our population [National Council on Aging (NCOA) Healthy Aging exemplary programs & Eat Well, Play Hard].
- Expand the Youth Risk Behavior Survey to incorporate indicators of healthy behaviors and administer at the county level.

Results:

- Improved health and reduced risk factors among varied age segments of the population.
- County-level indicators of health factors among youth that can be used to plan appropriate prevention services and interventions.

Provide youth and older individuals with intergenerational opportunities that enhance their quality of life while using their talents and abilities to address social concerns:

Actions:

- Work with Council member agencies to feature intergenerational programs in their youth development initiatives. Such initiatives include Integrated County Planning (ICP); State Incentive Cooperative Agreement (SICA), After-School and Assets Coming Together (ACT) for Youth. Examples of intergenerational programs include Across Ages, Senior Schools, Head Start Foster Grandparents, and Bridges Intergenerational Mentoring.
- Expand youths' opportunities to share their expertise with older individuals (e.g., teach computer skills).
- Apply the intergenerational model of foster care in NYS.

Result: Programs that increase cooperation, interaction and exchange between two generations have been shown to have physical, social, and educational benefits for participants.

Action: Expand continuing education courses so they are accessible via long distance learning and available to older individuals who may be housebound.

Result: Decreased isolation among housebound elderly.



# OFFICE OF CHILDREN AND FAMILY SERVICES

## I. INTRODUCTION: INTERNAL SCAN

### **The Creation and Mission of OCFS:**

The Office of Children and Family Services (OCFS) was created to reflect Governor Pataki's vision of a new commitment to improve the integration of services for New York's children, youth and vulnerable adults, to promote their development and to protect them from violence, neglect, abuse and abandonment. Under the leadership of Commissioner John A. Johnson, our mission "Promoting the well-being and safety of our children, families and communities," is infused with life each day as we address over 55,000 children and youths in out-of-home care, as well as over 30,000 vulnerable adults living in the community.

OCFS administers over \$2.8 billion in public funds. The Office consolidates the administration and oversight of a continuum of human development, prevention, early intervention, out-of-home placement and community aftercare services, for children, youth, adults and families. The 58 local Social Services Districts, (57 counties and the City of New York), under the State Office's supervision, administer the social service program for the State of New York.

The office is also a direct service provider. It has responsibility for providing residential and aftercare services to youth adjudicated in family or adult court, with respect to, the State Central Register, the Commission for the Blind and Visually Handicapped, Native American Service and subsidized adoption.

### **Program considerations: new or expanding areas of responsibility or issues:**

#### **Bureau of Adult Services:**

The Bureau of Adult Services in the Division of Development and Prevention Services is responsible for statewide oversight, policy, program and training development for two core areas provided through the local departments of social services: Protective Services for Adults (PSA) a state and federally mandated program, is required to investigate, assess and provide services to impaired elderly and other adults who are abused, neglected or exploited by others, or who are neglecting their own needs. The second core area is Residential Placement Services for Adults, a program certifying approximately 700 family-type homes for adults (FTHA's) to care for adults who need personal care and supervision to remain in the community.

The current and projected growth in the aging demographics will undoubtedly exacerbate the following complex social issues as identified by local districts.

- Guardianship Issues: Between 1998 and 1999 local departments of social services experienced a 28 percent increase in the number of guardianship cases that they filed. Local districts are concerned that with demographics projecting a rapid increase in the elderly population in New York State, this trend will continue.
- Decrease in Available FTHA's: The number of homes is declining dramatically. An increase in the Level I reimbursement rate for FTHA's to recruit additional homes for this most cost effective long term care available in the state.
- Training: Proportionally, far less spending is allocated to adult services issues than to child protective services.
- Staffing and Caseload increases: Districts are continuing to see increases in both the number and complexity of adult protective service referrals.

### **Commission for the Blind and Visually Handicapped (CBVH):**

CBVH's primary mission is to provide assistance to legally blind New Yorkers to enable them to enter or maintain paid employment. The 1996 census estimated New York State residents age 55+ made up 22.1 percent of the population. Of this 140,000 are legally blind and over 580,000 are vision impaired. However, at least two thirds of this population, over age 65, are not seeking vocation training. New York has an important stake in maintaining its strong reputation of serving older people impaired visually, by providing training and equipment to keep them safe in their homes, allowing them independence. This need will continue to expand with the increased number of 65+ and the "older old" 75+.

### **Kinship Caretaking:**

Kinship care, or care of children by their relatives, has substantially increased in the last decade. According to 2000 census data, 5.6 million grandparents nationwide had their own grandchildren under age 18 living in their households: 42 percent of these grandparents (about 2.35 million) reported that they had primary responsibility for their grandchildren. In New York State, the 2000 Census counted about 400,000 grandparents with grandchildren under age 18 living in their households: 34 percent of these grandparents (about 140,000) reported that they had primary responsibility for their grandchildren.

Some of these kinship arrangements are formal foster care placements, but an increasing number are not. The use of kinship foster care in proportion to non-relative foster care is uneven across New York State, with New York City making the greatest use of kin as foster parents, and upstate counties relying less on kin, but to varying degrees. The growing number of child only TANF (Temporary Assistance for Needy Families) cases has captured our collective attention. Child only cases account for about 25 percent of the State's welfare caseload. Of those, a grandparent or great grandparent is the caretaker in 40 percent; a family relative cares for 11 percent of the children in child only cases; and other individuals care for the remaining 7-8 percent of the child only

caseload. As the State (and nation) emphasizes work participation requirements and reductions in caseloads, these cases have garnered increased attention.

From a child welfare perspective, child only cases may represent the fruits of efforts to maintain children within their extended family systems and communities, yet little is known about the long-term outcomes of children in this type of living situation. For children in child only cases, it is unknown whether negative outcomes of long family separations, poor school performance, disproportionate representation in the juvenile justice system and high dependency rates emerge as they do for some children in foster care. Another fundamental question relates to whether child only cases currently receive child welfare or other family supports and services. Do these families and children have financial, social, medical and/or mental health needs that are unmet? How do the long-term outcomes compare for children in foster care versus those being cared for by kin?

### **Workforce Development:**

The Office of Workforce Development (OWD) is a newly developed office with obligations to strengthen workforce development strategies and programs for all Office of Children and Family Service target populations. These populations include: foster care youth, young people involved in the juvenile justice court system, Persons In Need of Supervision (PINS) diversion youth, runaway/homeless youth, Native American youth and blind/visually handicapped. The goal is to move these populations into the education, training or employment scenario best suited to assist them in their career paths and eventually to become economically self-sufficient.

Workforce Development activities are crucial if the Office of Children and Family Services is to move its clients to economic self-sufficiency. The Office of Workforce Development was created specifically to advocate on behalf of emerging workers to reach that outcome and create additional employment and training opportunities for Office and Children and Family Services populations throughout the state. Thus, considering the projected increase in our minority population, our foremost issues will be integrating English as a second language and developing trainings that appropriately address diverse ethnic and cultural differences.

Successfully meeting the challenge of economic self-sufficiency requires OCFS clients to develop many related skills. First, they must develop an array of academic, technical and social skills to be effective in work environments that are increasingly complex and interdependent. Second, they must connect to the labor market by investigating and planning to pursue possible career paths. OWD serves to assist OCFS clients in meeting this challenge, with programs that expand employability skills through programs that provide training in vocational and job readiness skills. OWD also works with other state agencies, business, labor unions and local employment and training agencies to create systems to assist OCFS clients in their career path and successfully move them into the labor market.

## **Management Issues:**

### **OCFS' Office of Human Resources:**

A major issue OCFS will need to address is the impact of the shrinkage in available pre-retirement age workers to maintain our work force with the necessary competencies, in light of our mandate to provide protective and preventive services. This impact is of particular importance considering the projected changes in family structure, the increasing minority population and the growing elderly population.

### **OCFS internal management changes:**

OCFS reflects New York State's policy of equal opportunity and respect for individuals and should continue to be our hallmark within our offices and throughout our programs and services. Gaps in natural partnerships among services such as the Office of Youth Development, Workforce Development and Equal Opportunity and Diversity Development should be identified and collaboration nurtured. We should seek the diverse input of our professionals who staff our offices across the state and include it in our decision-making process. There is a need to focus on obtaining federal and not-for-profit grant monies to develop supportive services and programs for elderly and impaired adults, kinship caregivers and adoptions, as well as other programs. These efforts will continue to promote quality programming and delivery of services.

### **OCFS and outside agencies and the professions:**

The abuse, neglect and exploitation of impaired and elderly adults living in the community remains a hidden problem. The largest impact over the next 5-7 years will be in the need to educate professionals who come into contact with abused, neglected or exploited adults, and educating the general public on elder abuse. Local social services districts are required by Part 457.7 (f) of Department regulations to educate the general public, service providers and other appropriate agencies about the scope of Protective Services for Adults. Currently there is no statewide education program in place to inform medical, mental health, legal or other professionals about adult/elder abuse.

### **OCFS initiatives: Working toward a stronger future for all:**

OCFS is already investing in a number of initiatives that, over the next several years, will enhance our ability to keep pace with the rapidly changing demographics.

- Automated Statewide Adult Protective Services (ASAP) Case management,
- Expanded dialogue regarding vulnerable adults via Commissioner's Advisory Council,
- SUNY Albany School of Social Work Consortium, a collaboration to encourage students to enter child /adult protective field,
- OCFS Annual Adult Abuse Training Conference - interdisciplinary focus,
- Expanding Parent Help Line to address Kinship issues and brochures,

- Americorps: developing inter-generational service programs to increase mutual respect,
- Office of Youth development: partnerships with local offices for the aging,
- Diversity and cultural sensitivity education to promote understanding,
- Focusing on intergenerational day care programs that serve both children and elderly adults.

## II. PRIORITY ISSUE AREAS

In light of the projected demographic changes which will result in the increase in the percentage of our state's minority population (from 24 to 28 percent) and the number of our state's elderly, (persons 65+) coupled with the complex and multiple social service needs the Office of Children and Family Services oversees we have focused on the following priorities:

1. **Increase support of the provision of Protective Services for Adults (PSA) by the local departments of social services.**
2. **Kinship Care, or care of children by their relatives.**
3. **Workforce Development.**

## III. ACTIONS AND RESULTS

### **Issue #1: Increase support of the provision of Protective Services for Adults (PSA) by the local departments of social services.**

PSA investigates the abuse, neglect or exploitation of impaired and elderly adults living in the community. The projected increases in the aging population will lead to an increase in referrals and a corresponding need for additional casework staff to provide required services.

**Action:** Consideration should be given to the need for enhanced state reimbursement to support staff needed to investigate, assess and serve vulnerable adults at risk of abuse and neglect. Local social services districts provide PSA funded through Title XX of the Social Security Act and a 50/50 state overclaim.

**Result:** Increasing the state reimbursement rate to equal the rate provided for child protective services caseworkers would allow local district commissioners to allocate sufficient staff to adult protective services, without overburdening local tax resources.

**Action:** Additional training should be provided to adult protective services caseworkers and supervisors to improve the quality of services provided. Statistics indicate that there will be fewer younger adults available to provide supports for elderly in need of a wide range of services. This will likely lead to an increase in the number and complexity of PSA cases. Currently local district training is funded through a percentage of the Title XX allocation. An analysis could be undertaken to determine if the ratio of children's

services to adult's services training programs is sufficient, given the projected demographic changes.

**Result:** Local district PSA caseworkers will be better trained and prepared to assess the needs of vulnerable elderly adults and provide services tailored to keep adults functioning in the community for as long as possible.

**Action:** We need to improve state oversight of the PSA program, including developing an automated case management and tracking system for elder abuse services. Some additional staffing will likely be needed at the state level to oversee an expanded PSA program. Currently 3 professional line staff and 1 Director provide supervision for the entire statewide PSA program.

**Result:** An automated system and better monitoring, technical assistance and support at the state level will result in improved and more uniform service provision throughout the state.

**Action:** Develop a statewide public education and outreach campaign to educate the public and professionals on the issue of abuse, neglect, and exploitation of elderly and impaired adults.

**Result:** Identification of persons in need of protective services, prevention of abuse and neglect and better coordination with community service providers.

**Action:** Increase the number and quality of family-type homes for adults (FTHA's) and other safe shelter resources available to provide residential services to dependent elderly in need of personal care and/or supervision.

**Result:** Elderly adults will be able to remain in the community, avoiding premature institutionalization. Approximately 1000 adults currently reside in these homes. About 97 percent of the residents in FTHA's in New York City receive Supplemental Security Income (SSI) benefits. Upstate, about 41 percent of the residents receive SSI. The remainder have sufficient income to pay privately for their care.

**Action:** We will coordinate with Office of Mental Health (OMH) and Office of Mental Retardation and Developmental Disabilities (OMRDD) to propose an increase in the state supplemental payments to the Level I SSI reimbursement rate. OMH and OMRDD run similar residential programs called family care homes. We will also propose that FTHA operators receive the same benefits that are available to these family care homes. This includes additional special needs benefits and the use of Medicaid waiver programs to provide payment for personal care for certain eligible residents.

**Result:** In the past 2 years we have seen a 15 percent decline in the number of FTHA's. These homes are the most cost effective and least restrictive placement in the long-term care system. By increasing the SSI rate and other benefits we anticipate that we can use these incentives to increase recruitment of homes. We anticipate that growth is needed in

the program because of demographic projections showing increases in the 85+ cohort who are more likely to require assistance with personal care.

**Issue #2 Kinship Care, or care of children by their relatives:**

To address this priority, the Office of Children and Family Services has identified the vital role local and not-for-profit agencies play in providing critical support to relatives who find themselves thrust into the role of parent to their kin's children. We acknowledge our role in sustaining these community and grass root support systems. Therefore, in addition to expanding the available resources to providing information on legal and financial issues relative to Kinship Caretaking and enlarging the scope of our Parent Help Line we are taking the following actions:

**Action: Help for Kinship Caretakers Request For Proposals:** To address the services needs of New York State's relative caretakers, particularly the older caretaker, OCFS made available \$1 Million in State Fiscal Year 2001 to establish and enhance programs statewide. Successful applicants proposed many diverse and unique strategies for assisting a wide range of caretaker relatives and needs of the children placed in their care. These strategies included case management, child and family counseling, legal advocacy, mediation services, financial planning, literacy and translation assistance, short term respite care and support activities for children.

**Results:** These programs will directly contribute to the following outcomes:

1. Promote retention of children living with caretaker relatives through needed support services targeted to children and/or caretakers; and
2. Where return to parents is not a feasible permanency plan, promote permanent placement with caretaker relatives.

**Action:** OCFS is collaborating with the Office of Temporary and Disability Assistance on a study of the characteristics, needs and short-term outcomes of TANF child-only cases.

**Result:** This is a first step to defining the needs of this population, and ultimately to identify ways to meet those needs. Future budgetary considerations and service planning will be more appropriately developed with the availability of this basis of information.

**Action:** Pursuant to a legislative mandate, OCFS contracted with Chapin Hall to conduct a study of how a subsidized kinship guardianship program would fit into the continuum of services already in place in the State. OCFS sought to fully understand the program options, the costs of such options and the statutory, regulatory and budgetary changes that would be called for in order to create such a program.

**Result:** The findings and recommendations of this study will guide our policy and program planning over the next five to seven years and into the future.

**Issue #3: Workforce Development:**

Workforce development services are necessary to provide OCFS target populations with the skills necessary- work readiness, job specific, work attitudes and adaptability- to succeed in today's labor market.

**Action:** Increase the percentage of OCFS populations who achieve career development outcomes and develop a system that allows access to workforce development services and resources for all OCFS populations. Youth will be sensitized to the needs of the elderly and encouraged to pursue employment opportunities with this population's need in mind.

**Result:** Provide increased access to workforce development and related support systems that will result in a trained workforce and:

1. Reduced reliance on public assistance,
2. Reduced recidivism with less need for costly residential placements,
3. Higher personal earnings that contribute to the state's economy, and
4. Savings for employers through better-trained workers.

**Action:** Implement a strategy mirroring the State Workforce Development System plan to create a seamless system for New Yorkers.

**Result:** Coordination of a variety of funding streams and initiatives as well as serving as a leading advocate for addressing unique workforce development needs of OCFS target population.

## DEPARTMENT OF CIVIL SERVICE

### I. INTRODUCTION: INTERNAL SCAN

The Department of Civil Service (the Department) is the central human resources agency for the State of New York. As such, the Department is charged with ensuring adequate numbers of well-qualified employees for the over 3,800 titles that comprise the variety of occupations employed by the State. Essentially, as a staff agency, the Department supports all the other State agencies in providing services to the public. However, unlike the other staff agencies such as the Governor's Office of Employee Relations (GOER) and the Division of the Budget (DOB), the Department of Civil Service has an "external" role as well in that the Department interacts with and recruits members of the public who are interested in employment with the State. In addition, the Department provides services to the ever-growing population of State retirees who receive benefits throughout their retirement.

Given this dual focus, it is anticipated that the Department will be impacted by two different aspects of the current demographic trends – the increase in the older population and the decrease in the number of people in the traditional employment age group. Historically, the State has recruited people at the beginning of their careers and, understandably, those people entered the State workforce in entry-level positions. In fact, the Civil Service Law codifies this arrangement by restricting entry past that first level. In recent years, we have seen an increase in the nontraditional workforce and the predicted trends precipitated by the retirements of baby boomers will accelerate the pace of change. Among the anticipated changes are an increase in the number of "transient" workers – either younger people who do not stay with the State for their entire careers or older workers who have either had careers somewhere else or who are State retirees looking to the State for employment but not for a career. Employing large numbers of this latter group may well initiate changes in Section 211/212 of the Retirement and Social Security Law to increase the amount of money that can be earned by reemployed State retirees. In addition to the monetary considerations, successful recruitment of a nontraditional workforce may require changes in the traditional concepts related to Attendance and Leave. Increasingly, today's employees are looking for different work schedules, may or may not be interested in a retirement benefit and may be interested in telecommuting. In addition to the changes in available workers, there are the concerns about the number of people who will be available for employment. Other policies may have to change to address the shortage of workers, including altering the exam schedule and the types of examinations that are used to evaluate potential employees.

The second major change which will impact the Department's processes and the services that it provides will be in the area of employee benefits, especially those provided to State retirees. The changing demographics of the population covered under New York State's employee benefit programs and the dynamics of the health care delivery system that those benefit programs are designed to help finance are each

significant forces. When viewed from the perspective of the year 2015, the intersection of these forces portends a clash of resources and values that, if no change is made, will alter the employer-employee relationship as it exists today. The impact of the collision of these forces will require early intervention on the part of all parties involved in the structure, financing and delivery of these programs.

Currently, the State Health Insurance Program covers approximately 110,000 New York State retirees. The Post Retiree Health Insurance liability valuation projects that, by 2015 when the first of the baby boom generation reaches age 65, the New York State Health Insurance Program will cover almost 142,000 State retirees and 100,000 local government retirees. This dramatic increase in the retiree population and the concomitant increase in the demand for services will impact employee benefit plans in a myriad ways, all of which will require additional attention from this Department. This increase in retirees impacts the full range of health benefits, including prescription drug benefits and long-term care insurance. The Federal Health and Human Services Agency predicts total health care costs will more than double by 2011. How will the increases be paid for? How will localities with an increasing percentage of retirees deal with this increase? New York State's benefit costs, in particular those for health insurance, will continue to increase at rates that are higher than inflation. With limited available dollars, it is highly unlikely that the Program can provide any increase in available benefits. What retirees and active employees may want is the individual choice of particular benefits. However, such choice tends to drive higher total costs. To control employer cost under such a plan design, there would need to be a cap on what the employer would contribute. The State and employees, through the collective bargaining process, will need to make hard choices in balancing the cost of benefits with the needs and wishes of enrollees.

Since the Division of Employee Benefits (EBD) is the first point of contact for New York State retirees and this cohort is expected to increase approximately 30 percent over the next 13 years, the Division will need to be positioned to process more transactions and answer more retiree inquiries and correspondence. Budget pressures will likely continue and require the Division to be ever more efficient. To succeed, the Division must continue to invest in technology and training that leads to real efficiencies. Fortunately, the future retiree population will be more technologically adept than the current population and will be more likely to use the Internet when conducting business with EBD. To meet this demand for information and service, the Department of Civil Service must work with the health insurance carriers to provide secure webpage links to personal health data from the Employee Benefits Division website. These links must be compliant with the Federal Regulations required by the Health Insurance Portability and Accountability Act. With the advance of the baby boomers into retirement, customer service will become increasingly more important based on the sheer number of interactions that can be expected. Given expected constraints on staffing levels, it is imperative that systems provide online information and utilize 24/7 online capabilities.

The Department of Civil Service has begun to address the impact that is predicted from the employment and retirement trends related to the aging of the baby boomer generation. The Department has partnered with the Governor's Office of Employee Relations to develop workforce and succession planning techniques for all State agencies to use in meeting the demands of a changing workforce. As the central human resources agency, the Department is evaluating workforce trends and developing responses to the predicted changes in the numbers and composition of the workforce. In addition, the Department recently announced the State's first long-term care insurance product for public employees and retirees (NYPERL). The Department has also implemented a Disease Management Program and Centers for Excellence program. All of these efforts are the result of an evaluation of the changing environment of State employment and retirement.

## **II. PRIORITY ISSUE AREAS**

Given its role described previously and the expected changes in all employment practices due to the demographic changes expected by 2015, the three overarching issues for this agency are: the effects of the continued aging of the existing workforce; the effects of the decrease in the numbers of qualified people available for future employment; and the interaction of increasing numbers of retirees and increasing health care costs. The continued aging of the current workforce, the decrease in qualified workers and changing ideas about the duration of employment may require substantial changes in our concepts of a merit system. Another significant issue is the loss of expertise as the result of retirements. All of these questions will be central to future discussions of State employment practices.

The third issue, the costs of health benefits as related to a growing retiree population, may force hard choices in the future. If nothing else, the demand for services will have a significant impact on the operations of the Department's Employee Benefits Division.

In choosing all of these issues, we considered the anticipated impact of demographic changes on the existing workforce and on the current and projected number of retirees. The impact on all State agencies as well as the impact on the internal organization of the Department of Civil Service was considered.

## **III. ACTIONS AND RESULTS**

Priority Issue #1:

The impending wave of "baby boomer" retirements will cause fundamental, unprecedented changes in what has been a stable, well-qualified workforce. Not only will the State be losing large numbers of employees, it will lose the knowledge and experience gained over the course of careers that spanned thirty years or more. New employees will not be able to immediately operate at the level of efficiency and effectiveness of the experienced staff they are replacing. The Department of Civil

Service is charged with ensuring an adequate, qualified workforce for all agencies. At the same time that the Department must meet this challenge on a statewide level, it will undergo the same demographic changes as every other agency. This dual effect of the baby boom retirements will change the Department and its operations.

Action:

- The Department must update and fully integrate its automated systems.
- The Department will investigate the feasibility of implementing human resources self-service systems that allow employees to handle personal transactions now handled by personnel office staff.
- The Department will continue its partnership with the Governor's Office of Employee Relations to provide up-to-date succession planning information and tools to State and local government agencies.
- As part of its own succession planning, the Department will undertake an ambitious "grow-your-own" program.
- The Department will continue its commitment to increasing the diversity of the State's workforce. Steps to be taken include more online recruitment and testing and broader marketing of State jobs to a wider range of applicants, including the older worker.

Result: Successful recruitment, testing and placement services will result in an adequate, well-qualified workforce.

Priority Issue #2:

The second issue is the effect of the projected decrease in the pool of qualified people available for employment. This situation, coupled with the large number of retirements of current staff, aggravates the potential situation of too few people to employ for all the available jobs.

Action:

If the traditional candidates are not available, then employers will reevaluate their employment policies to attract the "nontraditional" employee. Policies regarding employment practices, such as full-time vs. part-time employment, phased retirement, and flextime, will be reevaluated. In addition, all the initiatives listed in Priority #1 above are relevant for this Priority item.

Result: Again, the goal is an adequate workforce.

Priority Issue #3:

The interaction of a 30 percent increase in retirees, a longer life span with chronic conditions, greater demands for service and increasing health care costs will

have a significant impact on the benefits that can be provided by the New York State Health Insurance Program (NYSHIP).

Action:

- The Department will explore the creation of self-service systems for online option transfers, change of addresses, payment by credit card, etc. Concepts, such as self-service, interactive telephone service and point of service, need to be explored to both save money and provide faster service. The Department will explore the development of an all-encompassing benefits resource website with the Office for Technology.
- NYSHIP could benefit from the “consumerism” that this generation has embraced – particularly in the areas of wellness and health care. By providing ready access to meaningful information about accessing quality health care, the Department will assist enrollees in managing both the quality and the cost of care they receive.
- The Department will research and, if appropriate, support realistic Federal tax incentives for the purchase of long-term care insurance. As an employer, the State can do much to encourage baby boomers to plan for their future long-term care needs through use of insurance, where appropriate.
- With limited available dollars, it is highly unlikely that the Program can provide any increase in available benefits. What retirees and active employees may want is the individual choice of particular benefits; however, such choice tends to drive higher total costs. To control employer cost under such a plan, there would need to be a cap on what the employer would contribute. The State and employees, through the collective bargaining process, will need to make hard choices in balancing the cost of benefits with wishes/ needs of enrollees.

Result: The actions outlined above are intended to ameliorate the conditions that are predicted due to combination of the increasing number of retirees and the rising costs of health care.



## **CONSUMER PROTECTION BOARD**

### **I. INTRODUCTION: INTERNAL SCAN**

By 2015, nearly one out of five New Yorkers will be over the age of 60 and 42% of New Yorkers will be members of minority populations. The content and delivery of consumer assistance services provided by the New York State Consumer Protection Board (“CPB”) will continue to evolve to address the substantial increases in the population of older New Yorkers and minorities. Those demographic changes may also require changes to the focus of the CPB’s advocacy on consumer-related issues.

New York State’s population is expected to increase from 1995 to 2015 by a relatively modest 4.5% (800,000). However, the composition of the State’s population is expected to change dramatically. Echoing national trends, there will be substantial increases in older cohorts, including aging workers and pre-retirement populations. Exceeding national trends, New York is expected to gain more than 2 million members of minority populations, with the largest growth occurring among Asians and Hispanics. Especially striking are the projected 203% increases in Hispanics over 60 years of age and 306% increases in Asians over 60 years of age between 1995 and 2015. New York is also expected to have the second largest gain in the country in international migration.

Increases in the number of aging, minority and new immigrant New Yorkers will continue to significantly affect virtually all of the CPB’s main programs. As Governor Pataki’s consumer watchdog, the CPB develops consumer education programs and materials, enforces the State’s Do-Not-Call Telemarketing Registry Law, responds to individual complaints by working to settle disputes through voluntary agreements, represents the interests of consumers before the Public Service Commission and other State and Federal agencies and conducts consumer investigations. The CPB will continue to respond to demographic changes to help ensure that all New Yorkers, but especially those who are most vulnerable, are aware of, and have access to, the CPB’s consumer services. Our work to advocate and implement pro-consumer policies will also continue to evolve to address the particular concerns and needs of the growing aging and minority populations.

One of the CPB’s major objectives is to help prevent unfair or deceptive business practices and fraud as well as to protect consumers from such inappropriate behavior. Consumer vulnerability to such practices depends on, among other things, consumer attitudes, levels of knowledge and the way in which businesses conduct themselves. Studies of consumer behavior demonstrate that older consumers and those less familiar with American culture and practices, such as immigrants, disproportionately possess the attitudes, behaviors and lack of knowledge that make consumers vulnerable to inappropriate business practices. Accordingly, consumer scams tend to target senior and non-English speaking populations. Senior citizens living alone may be the most vulnerable group in society.

Several CPB programs currently are directed to such consumers. For example, the CPB conducts consumer information and outreach programs to provide educational materials on important consumer issues. The CPB accomplishes this objective by delivering presentations to consumers as well as professionals who work with consumers, writing and distributing brochures and other informational material and by responding to consumer inquiries. Recognizing the vulnerability of older consumers, the CPB currently conducts approximately one-half of its information and outreach programs with senior citizens and addresses issues of particular concern to that population. In addition, approximately one-half of the consumers to whom the CPB provides assistance in resolving complaints or responding to inquiries are over 60 years of age.

Studies of consumer behavior demonstrate that older consumers are generally less skeptical and more trusting about businesses. They are more likely to provide businesses with personal information; generally less aware of their legal rights regarding issues such as credit, insurance and housing; less likely to admit confusion or report being the victim of a scam; are particularly vulnerable to door-to-door and telephone scams and are expected to be the target of Internet scams. Several current CPB programs, such as enforcement of Governor Pataki's Do-Not-Call Telemarketing Registry Law, are particularly responsive to the needs of older consumers.

According to the American Association of Retired Persons, the top concerns of its members are financial security, health, affordable independent living and long-term care issues. Many of these issues are more complex than those of concern to the general population. To help address these issues, the CPB has recently expanded its collaborative efforts with the State Insurance Department to help ensure that consumers have access to easy-to-understand materials on issues including health and long-term care insurance. Similarly, we have expanded our joint work with the State Banking Department to help make consumers aware of home equity fraud and predatory lending which target older and minority consumers. Such inappropriate business practices are expected to increase since many older and minority New Yorkers have greater financial assets and home equity than previous generations. The design and implementation of effective consumer education programs regarding issues of concern to the aging and minorities will likely require further collaboration with other state agencies as well as potentially with the private sector.

The delivery of information by the CPB to New York's older and minority populations will also need to accommodate the needs of those populations. In general, senior citizens are more comfortable receiving information through the mail, newspapers, TV and face-to-face meetings than through the Internet. Similarly, certain minorities are less likely to use computers and have access to the Internet than the general population. The expected large increase in immigrant populations may require additional efforts to provide consumer information in languages other than English. This may necessitate coordination with other state agencies or organizations to provide translation services and to facilitate the distribution of information to non-English speaking populations.

Increases in aging and minority populations will also lead the CPB to consider and advocate laws, policies and regulations that recognize the special needs and circumstances of these populations. Additional consumer protections may be required to prevent termination of necessary services, including housing, health care and utility services, for these especially vulnerable populations. Similarly, oversight of industries that provide new services to these populations, such as delivery services and pre-need burial insurance, should be considered. In addition, policies that require businesses to disclose certain key information concerning complex products purchased by these populations would help minimize customer confusion. Finally, in recognition of the vulnerabilities of these populations, consideration should be given to regulations that impose penalties against consumer scams that target these groups.

## **II. PRIORITY ISSUE AREAS**

One of the most important issues to be addressed by the CPB as a result of New York's changing demographics is to help ensure that the State's aging citizens have access to information to help them make informed decisions regarding important consumer issues. The development of new and expanded outreach and information initiatives on issues of importance to these consumers, including telemarketing and complex insurance and financial matters will help achieve this goal.

Another critical issue is to help ensure that the CPB's consumer information and consumer assistance services are accessible to rapidly growing non-English speaking populations. These consumers are especially vulnerable to unfair or deceptive business practices and fraud. Accordingly, the CPB anticipates working to provide important consumer-related information to a majority of those citizens in their primary language. In addition, the CPB expects to work to respond to consumer inquiries and complaints regarding consumer issues made by non-English speaking populations. We also anticipate ensuring a high level of awareness of these CPB services by these populations.

The CPB will also adapt its policy advocacy and development initiatives regarding consumer-related activities to reflect the interests and concerns of New York's growing aging and non-English speaking populations. Additional consumer protections and/or oversight may be required, especially regarding services with an impact on health, safety or in industries that provide new services to this potentially vulnerable population.

These issues were selected because: (1) they are important to a large number of potentially vulnerable consumers, (2) they are consistent with the CPB's Mission to protect consumers, and (3) we believe they can be addressed successfully.

## **III. ACTIONS AND RESULTS**

**Priority Issue Area:** Advocate and develop appropriate policies, regulations and legislation to inform and protect senior citizens and non-English speaking populations regarding consumer issues.

Actions:

- Identify consumer-related issues that may negatively impact seniors or non-English speaking populations as a result of direct contact with those groups, monitoring business practices and responding to consumer complaints. We expect to focus on new services marketed intensively to these populations.
- Evaluate areas requiring attention and determine, together with other agencies as appropriate, whether the issues should be addressed through collaborative agreements with industry, regulation or legislation.
- As appropriate, work with potentially affected groups to implement new policy initiatives and inform affected populations of the results.

Result: Appropriate policies to monitor and develop consumer protections for industries used intensively by New York's aging and non-English speaking populations will be promptly identified and implemented in an appropriate manner.

**Priority Issue Area:** Expand the availability of important consumer information to New York's aging citizens.

Actions:

- Continue and expand the CPB's existing outreach and information initiatives on issues of importance to senior citizens, including consumer scams, telemarketing, identity theft, long term health care insurance and financial issues.
- Identify consumer-related issues of importance to senior citizens in addition to those currently addressed by the CPB, such as credit issues and Internet scams. Develop new outreach and information initiatives on these issues in a timely fashion.
- Continue and expand the CPB's delivery of consumer information services directly to senior citizens. Also continue and expand the delivery of such information to community leaders and professionals who work with senior citizens, where cost effective. Identify and implement additional mechanisms to increase the efficiency with which consumer information services are provided to New York's aging citizens.
- Partner with other state agencies to develop and deliver consumer information on technical issues to senior citizens, where appropriate.

Result: New York's aging citizens will have timely access to information provided by the CPB to help them make informed decisions regarding important consumer issues, developed and delivered in a professional and cost-effective manner.

**Priority Issue Area:** Ensure that the CPB's consumer information and consumer assistance services are accessible to a majority of the State's non-English speaking population.

**CONSUMER PROTECTION BOARD**

Actions:

- Determine the consumer-related information needed by non-English speaking New Yorkers. This evaluation shall consider the appropriateness of translating CPB materials that are, or will be, widely distributed in English, as well as new materials that target specific non-English speaking populations on issues of current importance.
- Develop and translate those informational materials into other languages in a cost-effective manner, perhaps by sharing translation resources among state agencies or outsourcing.
- Receive, address and communicate the resolution of consumer inquiries and complaints in languages other than English in a cost-effective and timely fashion, perhaps by sharing translation resources among state agencies or outsourcing.
- Efficiently inform non-English speaking populations of the availability of CPB services in their primary language.
- Deliver timely consumer information to non-English speaking populations.

Result: The majority of New York's non-English speaking citizens will have timely access to the CPB's consumer services in their primary language, delivered in a cost-effective and professional manner.



## **DEPARTMENT OF CORRECTIONAL SERVICES**

### **I. INTRODUCTION: INTERNAL SCAN**

The mission of the New York State Department of Correctional Services is to provide for public protection by administering a network of facilities that: retain inmates in safe custody; offer inmates an opportunity to improve themselves so they can function in a non-criminal fashion; offer staff opportunities for career enrichment and advancement; and, offer stable and humane community environments in which all can perform their required tasks with a sense of satisfaction.

The general population projections indicating an aging population in New York State are supported by an analysis of the change in the Department of Correctional Services population over the past ten years. During that time period, the number and percentage of inmates over fifty years of age, although still a relatively small part of the total inmate population, has increased steadily from 2,214 inmates in 1991 (3.8% of the total) to 5,336 in 2001 (7.9%), with the greatest increase in the 50 - 54 age group (from 2.1% of the population to 4.1% in 2001.)

Age as a characteristic of the inmate population is a significant factor in corrections. Generally, it is younger individuals who commit crimes and are sentenced to prison; younger inmates (particularly those under 21 years of age) are more prone to disciplinary problems and are, generally, more difficult to manage; and, other factors being equal, the younger an inmate is when released, the more likely he/she is to return to prison.

Because of these factors, the overall aging of the population, in general, should have a positive impact on the operation of the Department by reducing the overall inmate population (a trend which we are already experiencing), by reducing the unsettling impact on facility operations of a younger population, and by reducing recidivism.

On the other hand, however, the Department projects a number of negative impacts if the number and percentage of older inmates and the length of incarceration of these individuals continue to increase.

Correctional programming is, at this time, primarily geared toward inmates who will return to the community in a relatively short period of time with a focus on education, vocational training, substance abuse treatment, aggression replacement counseling and preparation for transition back into the community with the skills, knowledge and attitudes needed to obtain and keep viable employment, to function as contributing members of society, as spouses and as parents. As the population ages, and as the time spent in the system increases, the focus will need to shift slightly from intense preparation for return to the community as workers and parents to preparation for life in a correctional facility and return to the community at a later stage in life.

Also, an aging inmate population will need more accommodations because of their physical limitations, an increased need for health care and a host of programs and services geared more toward long-term, rather than short-term, incarceration.

In addition to modifications needed to meet the needs of an aging inmate population, the Department also must consider the implications of an aging group of family members who utilize the visiting program, the "free bus" program and the Family Reunion Program as well as a change in the demographics related to outside community members who function as volunteers, providing a wide variety of programs and services which supplement and enhance the Department's programming opportunities. Physical modifications to the visiting areas of the facilities as well as a change in the recruitment efforts of the Department's Volunteer Services operation will be necessary.

All of these changes, however, are projected to be relatively minor over the next five to seven years since the Department does not foresee older inmates making up a major segment of the overall inmate population. No major shift in the Department's mission, day-to-day operations or programming is projected, merely a minor shift to ensure that the needs of this cohort are considered.

The most significant impact of an aging inmate population will, undoubtedly, be in the area of Health Services. The Department's Health Services program will need to: monitor health care trends to better project the impact of increased costs related to medication and specialty services; evaluate the need for specialized units for housing inmates who require intensive monitoring (such as inmates with Alzheimer's); identify specialized equipment needs to support an aged and less mobile population; expand Hospice programming; develop Adult Day Care types of programming; and, work with the Office of Mental Health and the Office for the Aging to address the specialized needs of older inmates with a need for mental health services.

In response to the gradual increase in older inmates over the past several years, as noted above, the Department has already begun to address some of these issues, specifically as they relate to an increase in inmates with special health needs or physical limitations. These efforts include: implementation of a Hospice program for terminally ill inmates; development of an Inmate Mobility Aide work assignment to utilize inmates to assist others who have difficulty accessing programs and services due to physical limitations; development of specialized recreation programs for older inmates, focusing on passive recreational opportunities; and, a major push to meet the mandates of the Americans with Disabilities Act.

## **II. PRIORITY ISSUE AREAS**

The following are the agency's major issues as we look ahead to 2015:

1. Review Department Directives and policy manuals.

Virtually all major policy concerns and operational and procedural activities of the agency are defined in Department Directives and policy manuals and, as a result, this process is the necessary first step toward ensuring that the needs of an aging inmate population are considered throughout the agency.

2. Identify physical barriers for the inmate population, staff, visitors and family members.

Many of the Department's older facilities do not provide easy access to our various programs and services for those with limited mobility. A comprehensive review of our infrastructure is necessary to ensure that we continue to meet the needs of inmates, staff, visitors and family members as we carry out our agency mission.

3. Review the Health and Mental Health needs of an aging inmate population.

The physical and mental health of the inmate population impacts on virtually every aspect of our operations, especially security operations and programming, and has a significant impact on our fiscal resources. A comprehensive planning process is needed to ensure that we address these areas adequately and appropriately to continue access to programs and services.

### **III. ACTIONS AND RESULTS**

Priority Issue # 1: Review Department Directives and policy manuals.

Action:

Because the correctional system functions in a quasi-military manner, virtually all major policy and operational issues are contained in Department directives, policy and procedures manuals, and Title VII of the New York Codes, Rules and Regulations (Title VII.) Over the next five to seven years, the Department will implement a comprehensive review of all directives, manuals and Title VII to ensure that the projected needs of an aging inmate population will be met.

For Department directives and Title VII, this review will be conducted as part of an existing procedure which includes an analysis by the Director of the unit primarily responsible for the area, by the nine Supervising Superintendents who have administrative responsibility for a regional group of facilities and, finally, by the appropriate Executive Staff member.

The existing review process has already been revised to ensure that an aging inmate population is considered in policy and procedure updates.

The various operational manuals will be reviewed by the Division Head responsible for the particular area.

Result:

By September 30, 2003, each of the Department's directives and different parts of Title VII will be reviewed and the responsible Executive Staff member will either certify that no changes are required in light of the aging inmate population; or will recommend changes as needed to ensure appropriateness.

By December 31, 2005, each of the Department's operational manuals will be reviewed and the responsible Division Head will either certify to the Executive Deputy Commissioner through the appropriate Deputy Commissioner that the contents are appropriate, or will recommend changes as needed.

Priority Issue # 2: Identify physical barriers for inmates, staff, visitors and family members.

Action:

The Department's Office of Diversity Management, in conjunction with the Office of Facilities Planning, will continue to coordinate the Department's efforts to make necessary physical modifications at facilities to ensure that all inmates with physical limitations have access to necessary programs and services.

Likewise, these offices will continue to coordinate the Department's reasonable accommodation process which has been in place since 1992.

To assist family members and other visitors to the Department's facilities, we will conduct a systemwide review of visiting rooms and other public access areas to ensure that visitors and family members who have physical limitations have easy access to the areas.

Result:

Barring any overriding security or classification and movement issues, inmates who have a physical limitation, regardless of the type of facility to which they are assigned (camp, shock, work release, maximum, medium or minimum security), will have access to necessary programs and services by December 31, 2004.

Priority Issue # 3: Review health and mental health needs of an aging population.

Action:

An interagency task force with representatives from the Office of Mental Health, the Office for the Aging and Division of Parole will be established to develop appropriate protocols for dealing with older inmates while they are incarcerated and when they are ready for transition back into the community.

**DEPARTMENT OF CORRECTIONAL SERVICES**

The Department projects the need for three levels of care for elderly inmates: facility infirmaries for inmates who require a heightened level of interaction with nursing staff and health-related ancillary staff; Regional Medical Units (RMU) for those who are so debilitated that skilled nursing care is required; and, one or more units/programs to deal with older inmates who are not able to function in a general confinement setting but who do not require an infirmary or RMU placement. An example of this last component would be those suffering from Alzheimer's disease.

**Result:**

The Interagency task force on aging inmates will develop a plan to meet the health and mental health needs of older inmates by December 31, 2003.

If sufficient inmates are identified as needing specialized care, the feasibility of establishing an Alzheimer's and/or Adult Day Care units will be determined by December 31, 2004.



# EDUCATION DEPARTMENT

## I. INTRODUCTION: INTERNAL SCAN

### **Who We Are:**

The Board of Regents and the New York State Education Department (NYSED) govern education from prekindergarten to graduate school. We are constitutionally responsible for setting educational policy, standards and rules and are legally required to ensure that entities we oversee carry them out. The Board and NYSED also oversee 38 licensed professions, provide vocational, educational and independent living services to individuals with disabilities, guide local government records programs and operate the State Archives, Library and Museum.

**Our Mission:** To raise the knowledge, skill and opportunity of all New Yorkers.

**Our Vision:** We will provide leadership for a system that yields the best-educated people in the world. We will do this by: setting goals and standards of excellence; ensuring educational opportunity throughout a lifetime; seeing that everyone has the opportunity to gain skills for work, citizenship and individual growth; building partnerships for success and having the courage to speak up for the educational needs of all New Yorkers.

**Changing Demographics:** The vast array of NYSED resources, programs, services and constituents are clearly affected by patterns of changing demographics across New York State as a whole. NYSED monitors trends using data to drive decisions about policy and resources and continues to position itself to build capacity to meet demands. Over the next 10 to 15 years, NYSED will continue to identify a cross-section of significant trends and their potential impact.

### **Trends and Impact of Changing Ethnicity, Immigrant Populations, and Income Levels:**

The expected growth in the immigrant population in New York State, particularly in large cities, will necessitate an increased need for information and services in other languages and provided by people from a diverse cross-section of cultures. Students of color, immigrants, low income and English language learners will comprise an increasing percentage of students enrolled in public schools. The percentage of students needing more than four years to graduate from high school is expected to increase because of language and cultural barriers. Work in adult literacy will be dominated by the needs of immigrant populations. In 2001, more than 50 percent of participants in adult education were English language learners compared with only 36 percent ten years ago. Higher education will need to provide more instruction in English language, remedial and developmental instruction, to address the needs of an increasingly diverse population. There will be a greater need for staff, in all professions from diverse backgrounds and

extraordinary outreach efforts will need to be undertaken to attract people from diverse cultures to nontraditional professions. The pool of employees in the workforce will be comprised of a larger proportion of non-English speakers and emphasis will need to be placed on managing human resources in the changing marketplace. While the population of homeowners paying school tax ages and fewer have children in school, NYSED will need to more stridently advocate at the Federal and State level for adequate student aid inclusive of remedial and developmental education in order to bridge the gap to post-secondary education. More technical assistance will be necessary to institutions of higher education to keep growing costs down.

### **Trends and Impact of an Aging Population and Workforce:**

The aging population of New Yorkers has both internal and external implications and opportunities for NYSED. The Department is currently implementing strategies to position resources effectively to meet the demands for new services and address the needs of this growing segment of our population in the following ways:

NYSED anticipates large numbers of workforce retirements in all areas of education and related fields. These individuals will take with them valuable skills and knowledge that will require innovative strategies and re-engineering of structures to replace. NYSED is working to maximize the retention of professionals to draw upon to meet gaps in the workforce within and outside the agency and to support and mentor new employees. NYSED has instituted a leadership academy to train and promote the capacity to address succession planning across all departments. We expect that large numbers of retirees will necessitate a greater reliance on technology to impart and access information. We expect a changing role for local schools in the community as they broaden their connections to the community and provide resources for older New Yorkers seeking new sets of knowledge in areas such as health literacy, finance, long-term care, leisure opportunities, volunteerism, etc. School facilities will become sites for lifelong education and facilities are likely to gain greater use for recreation and leisure pursuits. We anticipate increased efforts to employ retired individuals in school settings, involve older citizens in intergenerational dialogue and activities, and engage older New Yorkers in a wide array of volunteer opportunities, thereby expanding the pool of potential supports within the educational system including museums and libraries. Older New Yorkers will have more time to spend on avocational interests and are likely to visit museums, archives, libraries or seek to access information from home through interactive television, radio, telephone or the computer.

## **II. PRIORITY ISSUE AREAS**

The following overarching issues align with NYSED's strategic plan and cut across department areas:

**Issue 1:**

Develop and maximize the use of talents and expertise of an increasingly diverse population to address areas of workforce shortage.

This area addresses a range of cross-department and partnership strategies necessary to attract and retain skilled professionals to meet diverse community demands. It also focuses attention on continuing NYSED efforts to lobby for Federal and State legislation that allows for adequate student aid to provide educational access to the neediest students. NYSED seeks to develop and pursue strategies to attract more diverse employees in all areas of the department so we better reflect the public we serve.

**Issue 2:**

Identify the need for education and training in language, cultural and aging issues, and partner with appropriate agencies and organizations to address these needs.

This area can be best addressed by encouraging colleges and universities to offer academic programs focusing on key skill sets such as gerontology, world cultures, immigration, national identity, health, Financial Aid, English skills, study skills, financial advising, etc. NYSED will need to take steps to identify organizations, businesses, industries, agencies and other appropriate partners to promote education, training, and experiential opportunities in these and other critical areas.

**Issue 3:**

Expand the use of technologies across all programs and services to improve access, efficiency and effectiveness.

This area can be addressed most effectively by building capacity within NYSED and among our public to maximize the use of existing and emerging technology tools that include, but are not limited to, expanded use of public television for lifelong learning opportunities, use of telepractice in the professions, and the design of a Web porthole to provide free and open access to quality educational content and learning resources for administrators, teachers, students and parents, regardless of geography, language and fiscal constraint.

**III. ACTIONS AND RESULTS**

**Priority Issue #1:** Develop and maximize the use of talents and expertise of an increasingly diverse population to address areas of workforce shortage.

**Action recommended for Issue #1:** Pursue targeted outreach and additional strategies to attract more diverse employees into all areas of NYSED.

**Result expected from the Action:** NYSED staff will be more diverse and will more closely reflect the populations we serve.

**Action recommended:** Advocate for legislation that will remove barriers to the employment and retention of retired teachers, professionals, librarians, military personnel, and others in the schools, professions, field of rehabilitation, libraries and cultural institutions.

**Result expected:** Recruitment and retention of these individuals will help alleviate workforce shortages in schools, professions, the field of rehabilitation, libraries and cultural institutions, and the public will be better served.

**Action recommended:** Work with institutions of higher education, NYSED leadership training and internship programs and similar opportunities made available through Civil Service, to develop and expand internship opportunities for students interested in careers in schools, libraries, and cultural institutions.

**Result expected:** These partnerships will help address current and future workforce needs by fostering interest in and expanding the diversity and leadership skills of individuals who pursue these professions.

**Action recommended:** Pursue strategies to encourage students to enroll in Career and Technical Education (CTE) programs to address the shortage of technicians and skilled-trade workers.

**Result expected:** Encouraging students to participate in CTE programs will provide well-trained workers in needed areas to replace the aging workforce in these fields.

**Action recommended:** Pursue strategies to assist non-English speakers to obtain the skills and credentials needed to obtain work that is meaningful and rewarding.

**Result expected:** More people will be available to fill positions and fewer people will rely on the public benefits system.

**Priority Issue #2:** Identify need for education and training in language, cultural and aging issues, and partner with appropriate agencies and organizations to address these needs.

**Action recommended for Issue #2:** Provide as much information and service as possible in other languages, and encourage and support NYSED employees to acquire additional skills in languages other than English.

**Result expected from the Action:** Access to information and services will be increased and NYSED staff will be better able to serve diverse populations.

**Action recommended:** Encourage colleges, universities, libraries and cultural institutions to offer academic courses and programs focusing on other world cultures, governments, and religions, as well as on issues such as immigration, assimilation, and national identity.

**Result expected:** Individuals will be more aware and knowledgeable about other cultures.

**Action recommended:** Encourage colleges and universities to expand their Adult Continuing Education programs to meet the needs of the adult population to prepare them to work in needed areas: e.g., schools in non-teaching positions and technical and skilled-trade occupations.

**Result expected:** More people will be trained and available to work in shortage areas in schools and technical and skilled trades.

**Priority Issue #3:** Expand the use of technology across all programs and services to improve access, efficiency and effectiveness.

**Action recommended for Issue #3:** Develop ways to assist all customers, including those with assistive technology needs, to access the existing and emerging technological resources and services offered by the NYSED.

**Result expected from the Action:** All customers will be able to access the full range of resources and services provided through the use of technology for personal, academic and professional use.

**Action recommended:** Continue to provide training to develop and maintain staff competencies in the use of new and emerging technology.

**Result expected:** Staff will have the competencies to deliver efficient and effective services to the public.

**Action recommended:** Expand the use of public television and Web based services to offer programming for lifelong learning to diverse audiences.

**Result expected:** Customers will have access to a broad array of niche programming, including on-line, interactive services.



# EMPIRE STATE DEVELOPMENT

## I. INTRODUCTION

Empire State Development (ESD) is New York State's economic development agency. Our mission is to provide the highest level of assistance to business to encourage economic investment and business growth in New York. ESD assistance helps businesses to:

- Start a new company in New York State (NYS)
- Relocate or establish a new operation in NYS
- Expand already existing operations in NYS
- Retain and enlarge work force and operations in NYS
- Compete more effectively and profitably in the domestic and global marketplace.

New York State faces slow population growth relative to other regions of the country. Despite a slow growth rate, the state is demographically dynamic, with significant in- and out-migration annually. This is due in part to the influx of foreign immigrants who pass through New York City, often on their way to other regions of the country, along with a net out-migration of the resident population. The combined effects of slow growth and demographic flux contribute towards a significant change in the demographic profile of the state over the next two decades.

The overall population will grow older, while the prime workforce age population—those between 20 and 40 years old—will remain static or decline slightly. The ethnic composition of the population, and especially of the younger prime workforce group, will shift, with increasing percentages among racial/ethnic minorities and foreign-born immigrants.

As the baby boom reaches retirement age, new economic and social pressures will be felt, as has happened throughout their lifecycle, from impacts on educational resources to impacts on jobs and workforce development. The increasing elderly population will require support from a stable or shrinking working age population because New York continues to experience high levels of net out-migration among the 30 to 64 year old population. Economic development efforts must focus on retention of jobs and workers. At the same time, many retirees leave New York for other states thereby draining highly experienced worker and volunteer pools, many of which have significant disposable incomes. Immigrant populations will make up for some of this loss but they will not eliminate the challenge posed by the loss of working age and elderly populations.

All of these changes will have significant impacts on the New York State workforce. The availability of skilled workers will remain a key, if not the primary issue businesses consider in location and expansion decisions. New York State's ability to

attract and retain—as well as retrain—skilled workers, and especially younger workers, is critical to economic growth and vitality.

ESD has reviewed all our programs in respect to our agency’s mission and goals and has identified several areas that may be impacted by the changing demographics through the year 2015 and beyond. Those issues are as follows:

- **Workforce population is aging.** The actual number of New York residents in the prime workforce age group—20 to 40—will decline. This group will also decline as a percentage of total population, while the number and percentage of residents 50 and older will increase. There is currently a significant out-migration of people in the 20-40 year age group from New York State that exacerbates the general aging trend.

**Action:** New York needs to attract and retain workers in the 20 to 40 year age group to maintain a dynamic workforce and help meet the workforce needs of new and expanding firms.

- **Workers will continue to retire at older ages** than in the past, due mainly to increased health and vitality, coupled with changes in the retirement age that postpone full Social Security benefits.

**Action:** New York will need to retain older workers in the workforce longer to fill the gap of a declining younger workforce population, and meet the skilled workforce needs of new and expanding firms.

**Action:** New York will need to market the skills and assets of older workers as part of efforts to attract new and expanding business.

- **An older workforce raises some issues for employers,** regarding increased costs for health care and retirement plans, along with needs for greater flexibility in work schedules and productivity expectations.

**Action:** New York may need to assist employers in retaining older workers productively.

**Action:** New York will need to market the assets of older, skilled workers to counter perceptions and age discrimination in the workplace.

- **There is a current and growing gap between the skilled workforce needs** of the manufacturing and trade sectors, and the skill levels of available workers.

**Action:** Many highly skilled workers at major manufacturing facilities in various industry sectors (including automotive, food processing, electronics, etc.) will retire within the next ten to fifteen years. They will need to be replaced with a new generation of skilled employees in order to maintain the industrial base in upstate New York.

Worker retraining and the attraction and education of younger workers to skilled manufacturing and trades will be needed.

- **There will be a significant ethnic shift in population**, especially in the younger, prime workforce age segments. The population of “Non-Hispanic Whites” is expected to **decrease** by 7 percent in 2015 and by 9 percent in 2025. Population increases will occur in all minority groups, and particularly among the younger members of these groups, through 2025. Efforts to attract and retain a younger workforce will need to include foreign immigrants, many of whom pass through New York.

**Action:** New York will need to provide increased educational and English language assistance to foreign and minority groups to retain and further their participation.

## II. PRIORITY ISSUE AREAS

Empire State Development used the following criteria in determining the three over-arching issues for our agency:

- Will the agency’s mission be impacted?
- Does ESD have the organizational capacity and/or competence to solve?
- Which issue will affect the largest numbers of our constituents? (Either favorably or unfavorably)
- What’s the risk of not doing something about the issue?
- Does ESD have control over the outcome?
- Will ESD be able to solve the issue alone? Or will there need to be other state, federal and/or local entities involved?
- What will be the cost of the solution?

After considering the above criteria, the following issues were determined to be the top issues facing ESD:

- **The workforce population is aging.** New York needs to attract and retain workers in the 20 to 40 year age groups to maintain a dynamic workforce and help meet the workforce needs of new and expanding firms.
- **There is a current and growing gap between the skilled workforce needs of the manufacturing and trade sectors**, and the skill levels of available workers. Many highly skilled workers at major manufacturing facilities in various industry sectors (including automotive, food processing, electronics, etc.) will retire within the next ten to fifteen years. They will need to be replaced with a new generation of skilled employees in order to maintain the industrial base in upstate New York. Worker retraining and the attraction and education of younger workers to skilled manufacturing and trades will be needed.

- **There will be a significant ethnic shift in population**, especially in the younger, prime workforce age segments. New York will need to provide increased educational and English language assistance to foreign and minority groups to retain and further their participation in the skilled workforce.

### III. ACTIONS AND RESULTS

#### Priority Issue #1:

**The workforce population is aging.** New York needs to attract and retain workers in the 20 to 40 year age groups to maintain a dynamic workforce and meet the needs of new and expanding firms.

#### Actions:

- Workforce development includes Economic Development, Education and Labor initiatives that could be strengthened through enhanced coordination among agencies and with the business community that depends upon a dynamic workforce to grow. ESD could champion coordination of State initiatives and partnerships with business for workforce growth.
- The State University of New York (SUNY) system provides high-value education to many students who then leave the state to work. New York could offer “Empire Scholarships” providing tuition reimbursement to graduates with at least a “B” average who work in demand occupations in New York for five years. Equivalent grants could be offered to graduates of private New York colleges and universities meeting the same requirements.
- Younger workers seek locations that combine work and quality of life opportunities. New York could offer an “I Love NY” passport, providing young workers with low cost access to parks and recreational facilities. Downtown development organizations could include younger workers in developing the commercial and cultural amenities that make urban centers attractive to them.
- New York could recruit young workers from among those leaving the armed services. ESD could also promote available jobs in New York as part of foreign trade missions.

#### Results:

- New York will attract and retain more young workers with the skills needed for economic growth, and will be a more attractive to businesses seeking skilled workers.

## **Priority Issue #2:**

There is a **current and growing gap between the skilled workforce needs** of the manufacturing and trade sectors, and the skill levels of available workers.

### **Actions:**

- ESD and SUNY could work to increase the number of students in engineering, computer science and other demand occupation programs. This could include post-secondary aid programs that allow grants and loans to part-time students.
- ESD and SUNY could establish targeted, industry cluster-driven education, training, and employment hubs at selected community colleges and technical schools. “Certified Worker” programs could be delivered through technical and secondary schools to develop employment skills in demand in regional areas, including “Magnet Schools” in information technologies. ESD could develop a strategic plan for needed training and broker partnerships with industries seeking skilled workers.
- ESD, with the Department of Labor (DOL) and New York State Education Department (NYSED) could develop skills training and re-training grant programs that raise the skill levels of incumbent workers in demand occupations.
- ESD could market New York State employment and education as we presently market tourism, to inform people in the Northeast of the changing job environment, and the growth opportunities that New York offers. Marketing could target the attraction of highly skilled New Yorkers back to the state and qualified non-US citizens to the state to fill employment gaps.

### **Results:**

- Coordinated efforts could close the current skills gap present in some key industry clusters, and make New York a more productive place for business to locate and expand.

## **Priority Issue #3:**

**There will be a significant ethnic shift in population**, especially in the younger, prime workforce age segments. New York will need to provide increased educational and English language assistance to foreign and minority groups to retain and further their participation in the skilled workforce.

### **Actions:**

- New York can augment English as a second language in primary, secondary and vocational school programs. Skills training programs can provide bilingual training to increase participation among skilled workers with language barriers. ESD

training assistance to businesses can include English language skill development for workers.

- As with younger workers, New York should encourage the participation of foreign-born and minority community members in downtown development programs to include the commercial and cultural amenities, along with accessible transportation, child care and affordable housing, that will attract more skilled workers.
- ESD could partner with companies to develop mentor programs in their communities to educate residents about needed skills for employment and offer training.
- New York could provide tax credits to companies that pay for continuing worker education, and could offer tax credits to families that invest in higher education.

**Results:**

- New York will be positioned to attract, retain and educate the State's growing minority and foreign-born population. This will enhance the strength of the workforce, positioning the State for continued economic growth, and preparing minority and foreign-born workers to participate successfully in that growth.

# GOVERNOR'S OFFICE OF EMPLOYEE RELATIONS

## I. INTRODUCTION: INTERNAL SCAN

The Governor's Office of Employee Relations (GOER) represents the Governor in collective bargaining with public employee unions and directs the State's employee relations policies so that agencies and their employees provide high-quality, uninterrupted State government services. While that mission has not changed over time, the substance of both bargaining and employee relations policies can be influenced by demographic and societal trends.

In general terms, the overall aging of New York State's population, the increasingly diverse ethnic makeup of that population, and its in-State migration can be expected to have an impact on GOER's work. To the extent that these trends are reflected in the makeup and location of the State's workforce, that which is required to recruit, maintain, and retain our workforce will be affected by these demographic changes. Specifically, how the State addresses the areas of compensation, benefits, and training over the next 8-12 years is a concern. In terms of the workforce, the aging population will most likely affect how the State deals with compensation and benefit issues. The changing ethnic makeup will be reflected primarily in the benefits arena, and workforce redeployment due to in-State population shifts will affect primarily compensation and training.

It is important to note that GOER is a staff rather than a line agency in State government, which is to say that it directly serves the business of State government rather than the statewide population. GOER's constituency has always been the State employee workforce, the public employee unions, and the agencies employing that workforce. We are also called on occasionally to provide services or assistance to certain non-State governmental entities such as public authorities and municipalities. It is not contemplated that the demographic changes mentioned earlier will have any significant impact on who the institutions are that GOER serves.

By the same token, it is unlikely that GOER's overarching policies will be greatly altered by changing demographic trends, at least not at a macro level. More likely, these trends will affect not so much how the State conducts negotiations but the substance of those negotiations, particularly in the areas previously mentioned. Similarly, we foresee changes in certain employee and labor relations policies that are the direct result either of collective bargaining or of administrative or legislative action.

Programmatically, there are issues that will need to be considered. In the area of compensation, the impact of the changing age demographic will be felt in terms of recruitment and retention, since many long-term professionals and managers will be eligible to leave the workforce. The extent to which the State chooses to mitigate this loss of personnel will drive compensation and benefit program changes to address this. Recruitment efforts may be similarly affected. If the projected population growth in

more urban downstate areas materializes and drives up demand for State services there, recruitment becomes a more difficult proposition in this higher cost-of-living area. Because compensation and most benefits are negotiable, this has a direct impact on GOER's agenda.

The demographic trends and projections suggest that the State employee workforce will become more racially and ethnically diverse and will more and more consist of those who are part of non-traditional households and families. This, too, will cause both the State and its unions to rethink traditional benefit structures and quality-of-worklife programs. Thus, it is contemplated that GOER will deploy additional resources in areas now used on a limited basis such as alternate work schedules, telecommuting, transportation benefits, child and elder care, and the like.

These trends all suggest that there may be less stability and increased turnover in the State employee workforce. Ensuring that State employees continue to provide high quality services in such an environment creates demand for improved training and development initiatives. While GOER currently addresses employee training and development needs at various levels, the increased need for this function may be reflected in union demands through collective bargaining or through administrative initiative.

Overlaying all this as both a policy and program concern is the ability of the State to afford potentially significant increases in the areas discussed above. While this has always been an issue, it may be exacerbated in the coming years to the extent these trends affect the State's economy and tax base and, thus, its ability to pay. Any decrease in that ability could have an immediate impact on GOER's policies and programs.

Despite the demographic changes and their impact on GOER's mission, that mission will not change. As such, how the agency manages its work and delivers on its mission (and to whom) is not expected to vary in any meaningful way. Nonetheless, knowing that these demographic changes are on the horizon, GOER has already begun to deal with their impact.

Recent census data confirms much of what had been predicted and underscores the importance of a major initiative already undertaken by GOER and the Department of Civil Service, that of Workforce and Succession Planning. This project has several components. First, a meeting of Commissioners was held to raise awareness on the topic. Second, *Our Work Force Matters: A Guide to Work Force and Succession Planning for New York State Agencies* has been published and distributed to all agencies to help agency staff think through the issues as they relate to their particular situation. Third, a website ([www.goer.state.ny.us/workforce](http://www.goer.state.ny.us/workforce)) has been launched containing a wide variety of information and ideas that agencies will find useful in dealing with these issues. Fourth, eight interagency work groups have been formed to research the following topics: Competencies, Staff Development, Knowledge Management/Transfer, Management Mobility, Retiree Resources, Recruitment and Selection, Retention and Mentoring. The outputs of these groups will be published on the website and showcased at a Fall 2002 Conference.

In addition, GOER is already active in reviewing and restructuring aspects of certain benefits such as health insurance and dependent/elder care in recognition that our workforce is aging. We have also been involved in securing changes in retirement benefits that address employee retention issues.

## **II. PRIORITY ISSUE AREAS**

Based on the foregoing, there were three primary overarching issues that confront the Governor's Office of Employee Relations as it moves toward the year 2015. They are, in priority order:

1. Does the current labor relations/human resources model the State and GOER uses still work and will it continue to be relevant in the future? More specifically, given the impact of the State's changing demographics, how do we ensure that model's ongoing effectiveness in terms of our constituencies?
2. In addition to the fact that it is aging, the increasing diversity of the State's population in terms of makeup and geographic location creates a challenge to the State as employer. In light of this, how, exactly, do we determine the workforce the State as employer needs as these demographic changes materialize?
3. Once identified, what changes or initiatives will be needed to obtain, keep, and maintain a properly skilled workforce? More specifically, how will compensation, benefits, and quality of work life programs needed to ensure this be affected by the changing demographics?

The three issues outlined above are a synthesis of what is contained in the first section of this brief. In that respect, these issues were not selected according to specific criteria, but rather represent a practical framework for assessing how best GOER can confront and meet the challenges presented by the changing demographics earlier described.

## **IV. ACTIONS AND RESULTS**

### **Priority Issue #1**

Ensure that the State's (GOER's) labor relations/human resources model continues to be relevant and effective, particularly with respect to our constituencies.

#### **Actions:**

- Articulate and define the model in terms of how we do business, how we deal with specific issues, the degree to which it is reactive and/or proactive, and how it has evolved.

- Identify the elements that drive the model (such as contract provisions, Civil Service Law, legislation, our constituencies) and how they affect the model's competence and ability to respond.
- Analyze and compare the State's model with other labor relations/human resources models in use.
- Solicit more frequent and in-depth input from agencies and other GOER constituencies as a measure of the model's effectiveness.
- Revisit these actions periodically to ensure that the model remains viable.

**Results:**

Taking the above actions will provide GOER with a more tangible blueprint of how the State delivers its labor relations and human resources services and programs to constituents. In so doing, it facilitates our ability to consciously revise or modify the model as needed, a probable circumstance in light of the projected demographic changes. Moreover, such actions should create a greater degree of "buy-in" among our constituencies with a greater awareness of how and why the model works the way it does.

**Priority Issue #2**

How does the State determine and address the issue of the employee workforce it is going to need as these projected demographic changes occur?

**Actions:**

- Continue to partner with the Department of Civil Service in the State's on-going workforce planning efforts.
- Take a more proactive role in consulting with agencies on their needs, continuing to support them with tools/information/methods for identifying their workforce needs.
- Continue to bring agencies together around specific workforce issues (such as shortages of nurses and information technology personnel).
- Identify workforce problem areas that are resulting from projected demographic changes and use GOER tools and resources to address them.
- Analyze *Project 2015* reports from agencies for their implications for GOER.

**Results:**

It is our expectation that these actions combined will enable the State to meet the challenges to its workforce posed by the projected demographic changes.

**Priority Issue #3**

How does the State improve its ability to recruit and retain a properly skilled workforce?

**Actions:**

- Develop a process to monitor trends in compensation/benefits packaging, quality of work life (QWL) issues, and employee skills development.
- Consider more creative approaches to benefit program design (health and welfare, attendance and leave, QWL), which may be better tailored to the needs of a more diverse workforce.
- Firmly establish a protocol among agencies that makes certain GOER remains the focal point for ensuring that contractually provided programs are properly designed and implemented.
- Develop and implement initiatives and programs that are responsive to the needs of the State's Career Mobility Offices (CMOs).
- For current and prospective employees alike, amplify our efforts to promote and market New York State as a high quality employer, an employer of choice, with emphasis on the worth and value of careers in public service.

**Results:**

In the aggregate, these actions should enable the State, because it is an attractive employer, (1) to recruit the necessary personnel identified as a result of issue #2 above, (2) to retain existing personnel in the face of a changing workforce, and (3) offer the training and development opportunities needed to ensure that the State workforce is able to provide necessary services in a competent and professional manner.



## DEPARTMENT OF ENVIRONMENTAL CONSERVATION

### I. INTRODUCTION: INTERNAL SCAN

The Department of Environmental Conservation (DEC) regulates businesses, municipalities, and individual homeowners in their activities that affect the environment. DEC also manages natural resources, maintains recreation and education facilities, and makes available to the public a wide variety of information about the state's environment.

#### **DEC Programs Affected by Demographic Trends**

**Regulatory programs.** The regulated community needs a great deal of information and user-friendly applications and reporting forms. With the rapid growth of minority populations in the State, the Department may also need to expand its ability to issue information in languages other than English. It is also likely that more citizens with limitations in mobility or vision will seek information about regulatory programs.

**Recreation and wildlife management programs.** DEC's campgrounds, hiking trails, and boat launch sites, directly serve families and individuals who enjoy the outdoors, and in particular people who hunt, fish and trap. DEC education programs reach teachers, students and families. Many purchasers of sporting licenses are older individuals, but most consumers of DEC's other recreation and education programs are relatively young and physically able.

In the future, the retirement of the baby boom generation may give a larger number of people leisure time for field sports, increasing the market for DEC's licenses and facilities (but possibly reducing revenues as more participants buy lower-cost senior licenses). Larger numbers of people may have diminished physical ability, requiring easier access to natural areas, and increasing demand for ambulatory sporting permits, search/rescue services, and accessible hunting, fishing, hiking and wildlife viewing.

**Resource protection and management programs.** Resource protection programs have a specialized constituency interested in preserving and enhancing significant resources (e.g., the Hudson River, coastlines, open space). Some environmental advocates often want immediate and detailed information about resources, state programs and decisions. They also want real-time interaction with decision-makers, and a voice in program development and policies. Recently, these groups have begun to focus strongly on environmental issues affecting urban areas.

#### **Overarching Policy Issues**

DEC's basic policies will remain unchanged: protecting environmental quality; acting as stewards of land, infrastructure and natural resources; developing information systems, and building partnerships to support the environment. It is likely that demographic changes will lead to new approaches in building partnerships.

## Program Considerations and Issues

### *Environmental Regulations and Compliance*

- Traveling to access regulatory records will probably become unacceptable when there is a higher percentage of people with limited mobility.
- Building new facilities to serve an older population (e.g. hospitals, elder care centers, golf courses, marinas) will increase demand for DEC technical assistance.
- Achieving compliance with environmental laws and regulations will increasingly involve cross-cultural communication.

### *Outdoor Recreation and Wildlife Management*

- An increase in the number of older New Yorkers, will likely result in an increase of people with disabilities. This could create more pressure for accessible recreation, as well as for opportunities to participate in field sports and outdoor activities. In addition to accessible facilities, requests could include permits for motor vehicle access to wild areas, special parking and roads.
- When disabled-access requirements conflict with natural resource concerns, determining appropriate uses of public property and administering public recreation programs will require more negotiation.
- More retirees with leisure time may increase demand on existing facilities, but these facilities may also offer multiple-use opportunities during hours when younger people are at school or work.
- More people will be physically unable to handle nuisance wildlife and will be looking for support from public agencies.

### *Education/Information*

- Communications will require a variety of media that are easy to read, easy to understand, and accessible to people with limited physical mobility or visual acuity.

## Management Issues

***Volunteer Opportunities:*** The growing pool of retired individuals may make additional resources available to the Department.

***Work Force:*** Institutional memory, fundamental program knowledge and high-level skills will be lost to state government as valuable personnel retire from the state work force. The result will be a greater need to document and transfer knowledge and to improve training for current and new staff.

***Facility Maintenance:*** More program resources will be required to maintain Americans with Disabilities Act-level accessibility at recreation facilities.

## Responses that DEC has Already Made to the Aging and Diversification of the State's Population

- Removing obstacles to accessibility by using new facility and trail designs and constructing more hiking trails that are short and easy to use. As facility rehabilitation is implemented, Americans with Disabilities Act-level accessibility improvements are being added.

- Offering ambulatory sporting licenses and initiating a handicapped access program for hunters; developing accessible wildlife viewing sites.
- Developing Web-based information systems, including a permit status inquiry system to help citizens with limited mobility to access information about planned projects, and an expanded Internet site with more e-government interactivity and broader electronic information about outdoor recreation.
- Redesigning permit forms to improve readability (eliminating small print, using simple page formats, sequencing permit conditions more logically).

## II. PRIORITY ISSUE AREAS

### **Issue 1. Providing opportunities for all of New York's people to live in a healthful environment and enjoy the state's natural resources.**

*Description:* Serving a more diverse population will require DEC to develop different kinds of recreational areas and facilities. Older citizens and people with disabling conditions will seek accessible recreational opportunities. *Criteria for selection:* Critical to accomplish the Department's statutory mission.

### **Issue 2. Providing an older, more diverse population with adequate access to information, decisions and services.**

*Description:* DEC communicates widely with New Yorkers. Increasingly, this communication will involve cross-cultural interactions and accommodations for diminished physical abilities. *Criteria for selection:* Critical to accomplish the Department's statutory mission.

### **Issue 3. Recruiting and maintaining a competent work force that reflects the community and can develop and implement new program approaches.**

*Description:* A great deal of institutional memory, program knowledge and high-level skill will be lost to retirement. There will be a significant cost to recruit and train replacement staff. DEC should take this opportunity to build a more diverse work force. *Criteria for selection:* Critical to accomplish the Department's statutory mission.

## III. ACTIONS AND RESULTS

### **Priority issue: Providing opportunities for all of New York's people to live in a healthful environment and enjoy the state's natural resources.**

*Action: Promote environmental infrastructure* - Build on Governor Pataki's Quality Communities initiative; support continued funding for environmental infrastructure and stewardship.

*Result:* Maintenance/enhancement of environmental infrastructure; improved environmental and natural resource quality.

*Action: Examine existing policy for possible conflicting goals* - Through key strategic planning goal teams (Stewardship and Partnerships), develop a strategy for responding to demographic change through existing mechanisms (permit/siting reviews, Unit Management Plans, informal constituent surveys). Assess public expectations and values (e.g. consumptive vs. non-consumptive use; growth of wildlife vs. wildlife

control). Identify and negotiate conflicting expectations or policies (e.g., natural use of the outdoors vs. accommodating visitors who need assistance with mobility), articulate shared values and promote buy-in.

**Result:** Policy/program evolution to serve a changing population; understanding and possible support from non-traditional participants on the value of protecting New York's environment and natural resources.

**Action: *Develop a broader range of DEC outdoor recreation opportunities and facilities*** - Serve people with diminished physical ability or non-traditional expectations and needs by adding: paved, groomed or boardwalk trails; viewing platforms; bathrooms; barrier-free parking; large-lettered signs; ramps; assisted entrances and exits; audible/visual emergency alarms, and handicapped fishing access and special management areas (such as bird conservation areas) that protect non-game species and facilitate viewing. Increase facility and trail maintenance; include access improvements in construction and rehabilitation projects.

**Sub-actions: *Recruit participants for outdoor activities*** from age and ethnic groups not typically involved; help develop skills for successful fishing, hunting, hiking, boating and wildlife viewing. ***Explore off-season use of DEC facilities***, such as making summer youth camp facilities available in fall/spring as "elder hostels" for retirees, and encouraging retirees to use campsites during the week.

**Result:** Positive outdoor experiences available to more people; more understanding and appreciation of the natural environment; and more efficient use of state-financed facilities.

**Priority Issue: Providing an older, more diverse population with adequate access to information, decisions and services.**

**Action: *Take programs to users*** - Make extensive use of new media, including Internet and web-based Geographic Information System (GIS) information. For publications, use large font sizes with more readable colors; use a more readable format for legal notices. For audio communications, incorporate Teletypewriter (TTY) for the hearing impaired. For meetings, facilities and formats should accommodate older and disabled customers, using accessible layouts, adequate loudspeaker volume, large visuals and other aids to access and comprehension. Expand information and service offerings in languages other than English.

**Result:** Minimizing physical and language impediments to communication.

**Action: *Update policy and management*** - Update outreach plans and public information/participation strategy to incorporate population projections. Prepare to provide increased search and rescue services, and other public safety-related activities. Also prepare for increased conflict over such issues as land use and motorized vehicles in the forest preserve.

**Result:** Department is better positioned to reach out to all New Yorkers, and to provide for changing service needs.

**Priority Issue: Recruiting and maintaining a competent work force that reflects the community and can develop and implement new program approaches.**

**Action: *Maintain workforce capabilities*** - Focus on increased training for current and new staff. Initiate physical fitness programs and other assistance to help aging

workers continue to handle workload.

**Result:** Efficient use of financial and human resources; opportunities to increase revenues.

**Action:** *Maximize benefit of staff expertise* - Implement succession planning processes; train replacements before employees retire; possibly contract with retired experts as consultants for specialized functions and facilities.

**Result:** Efficient use of human resources.

**Action:** *Take advantage of opportunities to enrich DEC programs as the workforce changes* - Incorporate points of view brought by new staff from “non-traditional” population groups; involve new staff in examination of program preconceptions; establish partnerships with retirees to bring volunteer time and energy into DEC’s programs.

**Result:** A responsive agency with rich and effective programs.



# OFFICE OF GENERAL SERVICES

## I. INTRODUCTION: INTERNAL SCAN

This agency's participation in Project 2015: State Agencies Prepare for the Impact of an Aging New York, has raised our collective awareness about the changing demographics of the population in New York State and provided an opportunity for the agency to begin to examine the resulting policy implications. The Project 2015 meetings and published materials have served to highlight several dramatic demographic profile changes.

In 2015, the "Baby Boomers" in New York- 4.5 million people, or 24% of the State's population- will be over age 50. One in every five New Yorkers will be over 60 years of age. By 2030, there will be more people over the age of 65 than under the age of 15 in the United States. These dramatically changing demographics will undoubtedly impact the policies, programs and services provided to New Yorkers by State government. However, the challenge of examining the impacts of aging on the policies and programs within OGS is multifold.

OGS' primary mission, which was revised in our newly introduced Strategic Plan entitled *OGS Tomorrow*, focuses on managing real property; designing and building facilities; managing information technology; contracting for goods and services and delivering diverse support services. Unlike many other State agencies which provide services directly to the public, OGS provides government and nonprofit agencies with innovative solutions, integrated service, and best value, enabling them to function optimally. Therefore, while issues concerning an aging population impact this agency directly to a degree, we also have to be prepared to respond to the changing needs of State government and municipalities, to whom we primarily provide a support service function. As our 'customers' modify their programs and policies, we will have to be ready to provide them with needed innovative, integrated services.

### **Methodology**

As outlined in our agency Project 2015 Work Plan, to conduct an analysis of the impacts of the aging demographic on OGS policies and programs, we developed a comprehensive survey tool which each of our primary business units used as a guide for analysis of the topic and later provided written responses. The business units consist of Real Property Management and Development; Design and Construction; Information Technology and Procurement Services; Support Services (Parking, Printing and Mail Services); Administration (Finance, Business Development, Empire State Plaza Convention Center, Special Events); Legal Services and Public Affairs. The survey responses were assessed and a series of findings were extracted from the data. However, one caveat is important to note, the agency does not have any staff expertise on aging issues; therefore, our in-depth understanding of the aging issues and their corresponding

policy implications is limited, despite having reviewed journal articles and other publications.

## **Findings**

The OGS business unit scan questionnaire examined two primary issues. First, the survey tool queried business units on the impact of the aging population on current programs, including issues related to: potential changes in information format, content and medium; potential changes in program administration or delivery; primary customers and possible changes in those interactions or relationships and preliminary consideration of opportunities for new or modified programs to meet the needs of an aging population.

Most business units indicated that they disseminate information through a variety of media in a varied array of formats. The use of technology and innovative approaches to managing information dissemination in the future are now under consideration. For example, Legal Services is examining using videoconferences, larger print text, audio enhancement equipment and modifying meetings to accommodate elderly meeting participants.

Most business units did not anticipate significant changes in program delivery, with some suggesting program modifications. For example, The Food Services Bureau is now considering modifying food service contract requirements to require periodic diversification of menu planning specifically incorporating the needs of an aging population. Convention and Special Events customer assessments may reveal the need to change annual programming of special events to address the preferences of aging audiences. Information Technology has cited the older population as the fastest growing segment of the population using the Internet, therefore presenting opportunities for new programs and services targeting this group using the medium of the World Wide Web.

An assessment of our primary customers again points out that OGS' primary customers are other government agencies. While these customer agencies will remain the same for OGS, these agencies themselves will develop new programs to address the needs of an aging population and subsequently have new program support needs. This will lead to a shift in OGS programs to meet those new needs.

Finally, a preliminary review of the potential opportunities for the development of new programs and services to meet the needs of the changing population demographics yielded several concepts. For example, the Bureau of Insurance will include an aging assessment as a part of their contractual risk transfer initiative. Food Services is considering ideas such as on premises food delivery. Curatorial Services is planning to expand its Ambassadors program which specifically involves the elderly and targets the needs of aging visitors. Legal Services may develop seminars on legal issues relating to aging for our client state agencies. Design and Construction anticipates prioritizing facility accessibility in their design planning to address changing parking needs, factors related to American with Disabilities Act compliance and signage needs, to name a few.

Real Property Management will explore options to accommodate specific needs, such as eldercare centers.

The second primary issue area the survey tool explored is in what ways are the business units currently assessing the impact of the changing demographics? To date, none of the business units have specifically prepared assessment reports or issued white papers on this topic. However, most of the divisions do assess customer survey data and are able to gain some aging related information from that source. Further, since aging issues are a relatively new area for this agency to integrate into its programs, currently none of the units have policy proposals specifically related to aging impacts.

Finally, through the process of evaluating OGS policies and programs in the context of the changing population demographic, the potential is emerging to develop a series of new or modified programs over the course of several years to address the needs of an aging population in New York State.

## **II. PRIORITY ISSUE AREAS**

The internal scan or survey focused on assessing the impact the changing demographics will have on OGS programs and services. Along with the review of the impacts on current programs, the scan also focused on an assessment of where there may be opportunities to modify existing programs or potentially implement new initiatives to address the demographic changes. The responses to the internal scan and survey of the OGS Business Units yielded information about several program areas potentially impacted by the increasingly aging population and possible program development opportunities for the agency to explore.

The primary criteria to prioritize this agency's Project 2015 focus are: organizational capacity, cost and urgency of need.

Through the analysis of the business unit scan, three primary areas of focus have emerged:

- Real Estate, Real Property Management and Facility Design & Construction
  - Several opportunities to modify existing programs; respond to the changing needs of our customers- primarily state agencies; and consider new programs are emerging in the analysis of existing methods for real estate leasing, facility management and facility design and construction.
- Information Technology and Procurement
  - The agency will assess the needs of the aging population in the context of considering specific opportunities to use technology to meet their changing needs.

- Special Events and Convention Center Programs
  - The use of customer survey analyses and programmatic review may yield several specific areas where OGS can modify special events and Convention Center annual programming to address the preferences and needs of an aging population.

The Executive team, business units and a working group assessed specific program opportunities in the three program areas identified above. The results of the analysis and final recommendations for action are listed below.

### III. ACTIONS AND RESULTS

Priority Issue Area # 1:

- Expand and modify programming to meet the needs of the increasingly aging population, which participate in OGS' Special Events and Convention Center programming.

Actions:

- Expand the highly successful OGS Ambassador Program in which retired senior citizens volunteer to participate in a program where they are trained and serve as tour guides for all of the Empire State Plaza visitor attractions; including the Capitol and the Memorials, and operate information booths throughout the Plaza.
- Develop model guidelines for establishing an Ambassador Program that could be used to launch this program at other select state agencies or could be employed to institute a statewide program.
- Launch the Acoustaguide initiative to equip the State Capitol, the Art Collection and other Plaza visitor attractions with self-guided tour equipment that is flexible and accessible to senior citizens and the public in general.
- Increase marketing efforts to senior citizens including, re-assessing the preferences of the aging population and aligning them with Special Events programming and promoting the convenience of centralized facilities offered at the Convention Center for future senior events or conventions.

Results:

- Increased opportunity and level of participation/volunteerism in state government settings. Through participant feedback, determining meaningful opportunities created for seniors with reported indirect impact on their well-being and vitality.

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- Implementation of Acoustaguide program results in increased participation and enrichment of the senior population as reported by their feedback.
- Quantifiable growth in Convention Center niche marketing of senior organizations.

Priority Issue Area # 2:

- Explore and implement, as applicable, real property and facility management measures which respond to the needs of the changing demographic in response to customer survey feedback, client agency requests and OGS strategic priorities.

Actions:

- Advance enhanced compliance with Americans with Disabilities Act to include, for example, increasing Braille and other specialty signage; increasing handicapped accessible restrooms and other facilities in State buildings.
- Continue to develop an inter-agency implementation strategy with DOH, GOER and Civil Service to install accessible defibrillators in state facilities.

Results:

- Systematic evaluation and data about need levels and usage of accessible facilities.
- Increased percentage of facilities made accessible over the course of a multi-year timeframe.
- Defibrillators: if project implemented, quantify number of locations where equipment was installed and staff trained in its use. Also measure incidents of use.

Priority Issue Area # 3:

- Prioritize increasing accessibility to facilities in real estate planning and facility design and construction.

Actions:

- Respond to client agency real estate needs to accommodate the requirements of an aging population by, for example, retaining specialized consultants to assist with unique age related design of office or other facility space.

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- Develop design and construction agency policy to maximize opportunities to increase facility accessibility in the building design planning phase of construction projects based on tenant agency needs.
- Explore opportunities in facility design projects to incorporate elderly friendly products or similar new technologies in response to client agency needs.

Results:

- Quantifiable number of contracts with ‘aging’ specialty consultants (usage level) and quantities and descriptions of new features/accommodations.
- Existence of new design and construction policy and actual implementation measured. User/client reaction feedback measured.
- Describe presence and extent of use of new or adaptive technologies in state constructed and leased space.

# DEPARTMENT OF HEALTH

## I. INTRODUCTION: INTERNAL SCAN

**Department of Health (DOH) Mission:** Working together and committed to excellence, we protect and promote the health of New Yorkers through prevention, science and the assurance of quality health care delivery.

### **Disease Prevention and Health Promotion**

- There is a need to strengthen programs that emphasize the prevention and management of chronic diseases (especially heart disease, osteoporosis, Alzheimer's, diabetes, cancer and asthma) and that promote health (e.g., nutrition, exercise, screening).
- New York's burgeoning numbers of older residents are likely to be underimmunized. Influenza and pneumococcal disease currently cause excess morbidity and mortality, especially in the 65 and older population.
- Asthma affects people of all ages, races and ethnic groups. Low-income and minority populations have the highest rates of hospitalization and emergency room visits due to asthma. The aging population poses significant issues for existing and newly diagnosed adult asthmatics.
- The success of new drug therapies means that the number of people with HIV/AIDS who are over 50 will increase. There will be a need to develop appropriate health and support services for this population.
- New Yorkers reaching the age of 65 have many more of their permanent teeth than residents of 10-20 years ago. Substantial resources will have to be available to meet the demand for dental care in the older population.

### **Institutional and Noninstitutional Care**

- Projected demographic changes would lead to a 7.2 percent increase in medical bed-days and a 6.7 percent increase in surgical bed-days by 2015. Almost all of the increase is attributable to the 18-and-older age group.
- Projected increases in the elderly population will affect the need for nursing home beds. The demographic variables in the need methodology for nursing home beds do not reflect the 2000 Census and thus cannot be used reliably to assess bed need for the current population, nor for the older population of 2015 and beyond.
- With longevity increasing, nursing homes are caring for sicker people. Additionally, residents who have dementia have stronger bodies, and will live longer with their conditions. There is a need to train nursing home personnel to serve these clients.

- Currently in New York State, 11 percent of the population ages 65 and older are in need of help with routine or personal care activities, and it is expected that this percentage will increase significantly over time. More home health practitioners will be needed to provide community-based services to this population.
- DOH's nursing homes for veterans (Batavia, Oxford, St. Alban's) are allowed to admit only veterans from officially designated war eras. Large numbers of New York State veterans who served in peacetime eras and who will be in need of services in the next two decades thus may not be able to gain admission to these facilities.

### **Health Care Coverage**

- Older immigrants who spent none of their working careers in the United States may not qualify for Medicaid, Medicare or other Federal assistance programs. This may increase the burden on county and city health departments to provide care, bringing a concomitant need for additional State Aid (PHL Article 6) for these entities.
- Current Federal law does not allow individuals to remain enrolled in Medicaid managed care when they qualify for Medicare (so-called dually eligible individuals). This will become more problematic in the coming years as the State's population ages. In addition, Health Maintenance Organizations (HMOs) and other managed care organizations (MCOs) typically do not cover services more frequently used by an older population, such as home health care, private duty nursing and custodial care. Coverage of prescription drugs in Medicare HMOs also is usually limited.

### **Environmental Health**

- The projected aging of the State's population and expected growth of minority and immigrant groups raises particular concerns regarding exposure to environmental health risks, especially in the workplace.
- An older workforce may result in more chronic cases of occupational lung diseases, resulting in increased visits to the statewide Occupational Health Clinic Network.
- Many immigrants are forced to take lower paying jobs that may be more hazardous or have a greater likelihood of adverse exposure to chemicals and pesticides. Language barriers in immigrant and some minority native-born populations may also result in a lack of understanding of written directions for proper use of chemicals and other hazardous items, thereby resulting in increased adverse exposures.

### **Healthcare Workforce**

- Because older people have a greater need for health care services than the general population, the professional healthcare workforce will have to increase in somewhat greater proportion than the overall 4.2 percent growth in New York State's population that will occur by 2015. DOH projects a need for a 6.0 percent increase in total primary care practitioners and a 7.5 percent increase in the required number

of surgical specialists in New York State. DOH further projects a need for a 5.5 percent increase in nurse practitioners and an overall 5.8 percent increase in other healthcare professionals.

### **Department of Health Workforce**

- Like other State agencies, DOH is faced with an aging workforce. Program managers have identified nearly 600 employees considered critical by management who are expected to leave the agency within three years. If not remedied, this circumstance will have a significant impact on the agency's capacity to design and operate programs to address the health needs posed by the State's changing demographics.

### **Disease Prevention and Health Promotion**

- A statewide immunization project for adults 65 and older is already underway. However, based on recent changes in recommendations for influenza vaccination, the project's target will be all adults age 50 and older. Special emphasis will be placed on assisting minority communities, as immunization rates in adults are much lower in the African-American and Hispanic population than the population at large.
- Recent legislation enabling nurses to give immunizations under a physician's standing orders has helped to bolster the adult immunization efforts of both public health and the private sector.
- DOH has implemented a program to reduce asthma emergency room visits and school absenteeism related to asthma by 50 percent. This effort is focused on children and families.
- DOH will issue a new Request for Application (RFA) for the Diabetes Centers of Excellence later this year. This will include a focus on the primary prevention of type 2 diabetes.
- The DOH Alzheimer's Disease Program is assisting the State Office for the Aging (NYSOFA) in drafting a grant application to fund a project that will identify and provide services to developmentally disabled persons at risk for Alzheimer's disease and the parent caregivers of any developmentally disabled persons who themselves have Alzheimer's disease.
- Plans are underway to expand colorectal cancer screening and prostate cancer education services to an additional eight counties within the year.
- Two grants have been awarded to DOH to establish an oral surveillance system in every county in the state and to develop an oral cancer partnership to implement actions that will reduce the prevalence of oral cancer in New York. DOH has also targeted elderly populations (65+) for oral health promotion programs.
- The DOH AIDS Institute has implemented a new HIV reporting system that will provide more information about age groups most affected by the epidemic, including youth and persons over 50. The Institute has also begun developing programs to provide other supportive services such as mental health services, nutrition and housing/residential care to these populations.

- The DOH Office of Minority Health will revise its strategic plan to include the minority elderly as a target group. This will include the establishment of stronger relationships and linkages with other DOH units and with NYSOFA.
- The DOH American Indian Health Program and tribal leaders are working jointly to promote health and wellness among nation members living on reservations.

### **Institutional and Noninstitutional Care**

- DOH has begun to update the nursing home bed need methodology to reflect the findings of the 2000 Census and to anticipate the demand for nursing home beds in 2015 and beyond. (This effort will also include special provisions for ventilator beds.) DOH is also reviewing the acute care need methodology for beds for physical medicine and rehabilitation.
- The DOH Office of Continuing Care is reviewing adult home regulations preparatory to revising them to reflect consumer needs and preferences more closely.
- DOH has proposed legislation that would allow its three veteran's nursing homes to admit non-war era veterans. DOH is also developing a continuum of care (such as assisted living) at each home so that residents can move to the least restrictive level of care appropriate to their needs.

### **Health Care Coverage**

- For Medicaid clients, the DOH Office of Managed Care (OMC) administers Managed Long-Term Care (MLTC) plans designed to integrate the delivery and financing of health care with the goal of preventing or delaying the onset of chronic conditions.
- DOH administers Family Health Plus and Child Health Plus, which offer coverage to families and children whose circumstances make them ineligible for Medicaid but unable to acquire health insurance through the workplace.

### **Environmental Health**

- DOH's registries for occupational lung disease, heavy metal exposure and pesticide poisoning include information by age group, which will help identify occupational and environmentally related exposures in older individuals as the workforce ages.

### **Healthcare Workforce**

- Various State programs to support the medical training and placement of underrepresented minorities will assist in expanding access to care by minority groups and foreign-born populations. Underrepresented minorities comprise about 13 percent of medical students studying in the State and about 15 percent of medical residents in the State. Both proportions have risen sharply since the enactment of the state's Health Care Reform Act, which specifically targets minority medical education.

- DOH has issued Requests For Proposals (RFPs) for healthcare worker recruitment and retention. A total of \$62.5 million will be awarded this year for the training and support of personnel for hospitals, nursing homes and clinics.

### **Department of Health Workforce**

- DOH has formed a Succession Planning Team to analyze the problems associated with demographic changes in our workforce and to identify strategies to deal with these problems.

## **II. PRIORITY ISSUE AREAS**

DOH priorities fall into three major categories: Disease Prevention and Health Promotion; Institutional and Noninstitutional Care; and Health Care Coverage. The focus on these priorities should not be interpreted to imply a diminution of effort with respect to the other programs and services listed in DOH's Internal Scan.

### **Disease Prevention and Health Promotion**

- Programs for the prevention and management of chronic diseases (especially heart disease, osteoporosis, Alzheimer's, diabetes, cancer and asthma) and the promotion of health (e.g., nutrition, exercise, screening).
- Immunization for influenza and pneumococcal disease in the population 65 and older.
- Programs for the prevention and management of dental and oral health problems for the population 65 and older.

### **Institutional and Noninstitutional Care**

- A public need methodology for nursing home beds that retains sufficient flexibility to recognize intercensal changes in the number and distribution of New Yorkers needing nursing home care and the impact on bed need of ongoing advances in noninstitutional forms of care; and which further recognizes the demand for more specialized services as the elderly enter nursing homes at a later age and with higher acuity.
- Public need methodologies that encourage broader availability of the various modes of noninstitutional care (home health care, personal care, adult day care, etc.), which enable the elderly to remain in their homes or in homelike settings.

### **Health Care Coverage**

- Growth of enrollment levels for Child Health Plus and Family Health Plus, whose pools of eligible clients include foreign immigrants, who are often uninsured.
- Wider availability of Managed Long-Term Care (MLTC) coverage for Medicaid-eligibles and paying clients. This should include managed care products that offer coverage of services such as personal care and home health care.

- As the population ages and the number of eligible clients grows, continued availability of access to prescription drugs through the Elderly Pharmaceutical Insurance Coverage (EPIC) program for those qualified.

### **III. ACTIONS AND RESULTS**

#### **Disease Prevention and Health Promotion**

##### **Actions:**

- Osteoporosis, Cancer, Diabetes, Asthma--Provide education and appropriate screenings and tests to an increasingly large portion of the population so these conditions can be prevented, identified early and treated.
- Alzheimer's Disease--Work closely with the State Office for Aging and other agencies to identify treatment opportunities and provide services to individuals with or at-risk for Alzheimer's disease and their caregivers, to reduce the burden of this illness and keep those affected at home and out of institutional care as long as possible.
- Nutrition/Wellness--Identify and improve public health initiatives that promote physical activity and good nutrition across the lifespan.
- Increase adult immunization levels for influenza and pneumococcal disease.
  - Develop regional coalitions for adult immunization throughout the State;
  - Develop public information campaigns, including special programs targeted to high-risk populations (i.e., minority elderly and elderly with chronic health conditions);
  - Conduct education programs/ seminars for physicians and other providers.
- Prevention and management of oral health problems in the population 65 and older
  - Public awareness and education campaigns on the signs, symptoms and risk factors for oral cancer;
  - Development and testing of interventions to prevent and detect oral cancers in the early stages, including education of dental health professionals;
  - Development of a statewide partnership to promote the prevention of oral cancer.

##### **Results:**

- By 2010, immunization rates of  $\geq 90\%$  for influenza and pneumococcal disease for the population 65 years of age and older.
- By 2010, increase in the proportion of cancers diagnosed in early stages from 35 percent to 50 percent.

#### **Institutional and Noninstitutional Care**

##### **Actions:**

- Analysis of demographic data (2000 Census) using algorithms and other formulae to estimate dependency in the population 65 years and older.
- Development of trend factors and other adjustment tools that can be incorporated into the nursing home bed need methodology (10 NYCRR section 709.3) for its

periodic updating to reflect changes in population, services utilization and other factors, without the need for regulatory revision.

- Development of evaluation criteria and weighting factors to refine the need methodologies and other measures for determining the appropriate number and distribution of alternatives to institutional care such as adult day health care programs, home health agencies, and the various forms of assistive living arrangements.

**Results:**

- By mid-2003, an updated nursing home bed need methodology, based on the latest available Census data and refined measures of dependency and aging-related morbidity.
- Refined and updated need methodologies and other measures for the various forms of noninstitutional long-term care that bear on the demand for nursing home beds (such as home health care, adult day health care and assistive living arrangements).

**Health Care Coverage**

**Actions:**

- For the Child Health Plus, Family Health Plus and Elderly Pharmaceutical Insurance Coverage (EPIC) programs, expand the availability of linguistically and culturally appropriate enrollment materials, outreach programs and trained personnel to facilitate the enrollment of eligible populations that will be characterized by greater diversity as foreign immigration increases and the population ages.

**Results:**

- Enrollment levels reflective of the increased number of eligibles and the diversity of the eligible populations.



## **DIVISION OF HOUSING AND COMMUNITY RENEWAL**

### **I. INTRODUCTION: INTERNAL SCAN**

Currently, the mission of the Division of Housing and Community Renewal (DHCR) is to make New York State a better place to live by supporting community efforts to preserve and expand affordable housing, home ownership and economic opportunities and providing equal access to safe, decent and affordable housing. To recognize and respond to the increased number of elderly New Yorkers with housing needs identified and discussed in the brief which follows, DHCR's mission may need to grow to emphasize more affordable housing for seniors and seek access to supportive services to assist elderly tenants to live independently and age-in-place.

DHCR is the lead State agency responsible for the development, construction supervision, maintenance and oversight of affordable low-income, moderate-income, and State-assisted housing and is organized into three main operating offices to fulfill its mission: the Office of Community Development (OCD) which administers housing development and community preservation programs, including State and Federal grants and loans to assist housing developers to finance construction or renovation of affordable housing; the Office of Housing Management (OHM) which oversees and regulates the State's public and publicly assisted rental housing; and the Office of Rent Administration (ORA) which administers the State's rent regulations.

The majority of the State's housing construction and rehabilitation programs are supported by appropriations administered by three public benefit corporations: the Housing Finance Agency; the Affordable Housing Corporation; and the Housing Trust Fund Corporation, each separately administered. DHCR awards funds for capital projects through its Unified Funding process. Each capital program has its own distinct set of statutory requirements designed to meet specific purposes. Awards are made on a competitive basis pursuant to these statutory requirements. Funding levels for the programs are established annually by the Governor and the State Legislature.

DHCR is also required by the U.S. Department of Housing and Urban Development (HUD) to prepare a five year Consolidated Plan for the period from 2001-2005 and one year Action Plans and Performance Reports to be eligible to receive federal funding for affordable housing and community development under four programs. As part of the Consolidated Plan process, the State must analyze available demographic and economic data to determine what the State's affordable housing needs are, identify how it will allocate resources to meet those needs and report on its performance in addressing those needs. In preparing this analysis, the State relied on 1990 Census and the data book provided by HUD, which is also based on the 1990 Census. In the future, 2000 census data will be used.

DHCR has examined the demographic trends applicable to the agency's work and determined that they will have an impact in several ways. In OCD, the expected increase in the elderly population over the next decade and beyond will affect both the demand for and type of housing opportunities for persons age 55 and older. The demand for capital funds is expected to continue to increase as applicants to the Unified Funding process respond to increasing local elderly housing needs.

In addition, the need to provide long term care in housing rather than in institutional settings is expected to continue, especially in light of the U.S. Supreme Court's recent Olmstead decision. This demand is expected to translate into more applications to Unified Funding for projects and programs serving the 55 and older population. As the demand for independent elderly housing increases, so will the necessity for supportive services to assist these tenants to live independently and age-in-place. Developers and owners of DHCR-assisted housing projects are responding by looking for ways to include a service component, such as a service coordinator, in their operating budgets.

OCD is also monitoring closely issues regarding accessibility and adaptability of units for persons with disabilities including elderly persons requiring such units. This will continue to be an important area as the demands increase and as persons with mobility issues seek rental and home ownership opportunities.

In the area of rent regulation, according to the 1999 New York City Housing Vacancy Survey, 79 percent of rent control tenants and 27 percent of rent stabilized tenants are currently age 55 or older. In terms of numbers, this translates into 41,366 rent controlled and 271,476 rent stabilized tenants out of a total population of 1,073,150 rent regulated tenants. Within 5-7 years, closer to half of the current rent stabilized population will be 55 and older. The population in rent controlled units also will become a significantly older population. Tenants aged 55 and over in rent stabilized units (assuming continued occupancy) will increase from 27 percent (1999 figures) to approximately 44 percent within the next 5-7 years.

An analysis of the consumers served by OHM shows that currently most low-income seniors cannot afford the rents in Section 236 senior or family housing without the aid of deep rent subsidies. The 100 percent Section 8 senior projects all have closed or very long waiting lists. As a result, many of the current Section 236 senior projects have short waits, under 1 year, for those eligible to pay the basic 236 rent. Most seniors on the waiting lists are waiting for rent subsidies.

Many of the older family projects have significant aging-in populations who are requesting assistance in obtaining social services. The same is true for senior projects that did not initially have a social service component. Often funds are lacking to fund these programs and therefore must be included in the rent structure, resulting in higher rents.

Studio apartments are not as popular in senior housing because many seniors have other family members and/or attendants assisting them.

About ten percent (10%) of current Section 8 applicants are elderly. The Section 8 Unit reports that no special outreach efforts were made to specifically target the elderly population when the list was opened in 1995. Additionally, Section 8 reports that they are getting more requests from seniors/disabled for assistance in minor apartment modifications and obtaining adaptive equipment such as grab bars, railings, lift chairs, higher toilets, ramps, etc., and minor apartment modifications. Funds are not always available.

The continued availability of a sufficient number of affordable housing units for the increasing number of elderly New Yorker's is a major program consideration for DHCR.

DHCR estimates that by the year 2015, seventy to eighty (70-80) projects totaling about 25,000-30,000 units in the Mitchell-Lama portfolio will have paid off their mortgages and can leave the program. Included in this number are about 25-30 senior projects, numbering over 4,000 units. This represents a significant number of low-to moderate-income units throughout the State that may no longer continue to service this population. A number of cooperative projects whose mortgages will be paid off within the next years have asked what DHCR plans to do to encourage these projects to remain affordable with continuing State assistance. In addition, approximately 50 public housing authority sites (all low-income) will have paid off their respective mortgages. The municipalities in each instance will determine the future of these sites. Voluntary buy-outs, where a project pays off its mortgage to leave the program, are also continuing which will further reduce the affordable housing stock.

Another program consideration involves the Senior Citizen Rent Increase Exemption (SCRIE) Program. There is currently a SCRIE program to help seniors in New York City with continuing rent increases and in certain municipalities in Nassau and Westchester County that have authorized SCRIE.

Management issues that DHCR will need to confront as a result of the aging population include a workforce that will face an unspecified number of retirements in the next 5-7 years, which will remove a large part of the senior staff. The programmatic oversight of rent regulated housing may require more defined formal interaction with city, county or State agencies involved in providing social services to seniors. In OCD, a potential management issue will be to monitor the Unified Funding application and selection process to help meet the needs of the increasing elderly population as well as other populations, such as families with children.

In conclusion, recognizing and responding to the increased number of elderly New Yorkers with housing needs, DHCR's mission may need to shift to emphasize more affordable housing for seniors and greater supportive services to assist elderly tenants to

live independently and age-in-place. However, the current statutory requirements for DHCR capital programs may need to be changed to accomplish this. In addition, since the administration of the rent regulation system has no input or influence over the types of rental housing constructed, the emphasis at ORA will continue to be on monitoring administration of the rent laws to respond to older tenants concerns effectively.

## II. PRIORITY ISSUE AREAS

Overarching Issue # 1- Effectively respond to the growing demand to expand and preserve access to and availability of affordable housing for seniors while at the same time addressing the ongoing demand for access to and availability of affordable housing for low-and moderate-income individuals and families. Current demographic information indicates that by 2015, DHCR will need to address the increased affordable housing needs of an aging population by managing the State's housing programs and policies to effectively respond to the State's changing demographics. DHCR's capital, supervisory, regulatory and subsidy programs will all require focus and adjustment to ensure that the affordable housing needs of the increasing elderly population can be effectively met while continuing to address the needs of other low-and moderate-income populations. Criteria used to prioritize this initiative were its direct relevance to DHCR's mission and the number of potential constituents affected, which is directly linked to the risk of not addressing the issue.

Overarching Issue #2 - Assist elderly tenants and homeowners to live independently and age-in-place through the use of community-based supportive services, service coordinators and other models of support. As the elderly population in affordable housing units increases, DHCR anticipates a growing demand for supportive services that can be provided on-site. The role of DHCR in addressing this need is new and will need analysis and review to determine the appropriate and most effective role for the agency. The criteria used to prioritize this issue were its relevance to the agency's mission, organizational capacity, number of constituents served, coordination with Federal, State and local agencies, and length of time to implement.

## III. ACTIONS AND RESULTS

### Priority Issue #1:

Effectively respond to the growing demand to expand and preserve access to and availability of affordable housing for seniors while at the same time addressing the ongoing demand for access to and availability of affordable housing for low-and moderate-income individuals and families.

**Action:** Draft legislation to extend the benefits of Article 2 Mitchell-Lama housing to those housing companies that have paid or will soon pay off their mortgages. The legislation should offer the opportunity to enable owners/shareholders to maintain their Article 2 status.

**Result:** Housing companies will continue to reap the benefits of sheltered rent tax/tax abatements and many affordable units that would otherwise have been lost will be preserved.

**Action:** Working cooperatively with the New York City Departments of Aging and Finance, enroll additional eligible tenants into the Senior Citizen Rent Increase Exemption (SCRIE) program. It is projected that close to one-half of the population of rent regulated housing will be 55 or older by 2015.

**Result:** Senior citizens with fixed low incomes would be able to remain in their rent regulated apartments with no increase in rent.

**Action:** Adapt the administration of rent laws to accommodate the needs of older tenants.

**Result:** DHCR's Office of Rent Administration (ORA) could consider responsive issues involving maintenance of services, lease renewals, and harassment as a shift to accommodate the aging population in rent regulated apartments.

**Action:** Monitor the Consolidated Planning and Unified Funding processes to identify the demand for elderly housing units and the effectiveness of meeting those and other non-elderly demands for affordable housing.

**Result:** The Unified Funding Process will be reviewed to consider the demand for affordable housing units for elderly and non-elderly individuals and families.

**Priority Issue #2:**

Assist elderly tenants and homeowners to live independently and age-in-place through the use of community-based supportive services, service coordinators and other models of support.

**Action:** Investigate collaborative approaches with appropriate agencies such as the Office for the Aging, Office of Mental Health, Office of Children and Family Services, Office of Temporary and Disability Assistance, etc. to determine if legislative authority exists to fund assisted living programs in affordable housing developments, since the rent structure in many of these developments cannot support these services.

**Result:** Potential for prolonging the length of time that a senior may remain in their own housing unit, possibly delaying more expensive nursing care.

**Action:** The oversight of rent regulated housing may require a more defined, formal interaction with city, county, or State agencies involved in providing social services to seniors.

**Result:** The ORA could review programs that upgrade facilities for tenants in place. Major capital improvements may be issued for building-wide facility upgrades or

individual apartment improvements may be approved for specific apartment accommodations.

**Action:** Identify models of support that are appropriate for DHCR assisted projects and explore use of these models through pilot programs and policy initiatives with other state and local agencies.

**Result:** Increase support for elderly and non-elderly tenants to assist them to live independently in affordable housing. Augment the management function in operating buildings to preserve and maintain safe, decent affordable housing.

# INSURANCE DEPARTMENT

## I. INTRODUCTION: INTERNAL SCAN

The Insurance Department is responsible for supervising and regulating insurance business in New York State. The Department's mission is to ensure the continued sound and prudent conduct of insurers' financial operations; provide fair, timely and equitable fulfillment of insurer obligations; protect policyholders from financially impaired or insolvent insurers; eliminate fraud, other criminal abuse and unethical conduct in the industry; and foster growth of the insurance industry in the State.

The State's aging population will greatly impact on the Insurance Department's programs and policies with respect to automobile, property, life and health insurance and consumer protection and education. Since the trend of a healthier, more active senior population is expected to continue, there should be more focus on distribution and innovation in product offerings to better serve the needs of an expanding and multi-cultural senior population. Some aspects under consideration include:

**Automobile Insurance:** Will seniors in 2015 be driving in daytime or off-peak hours? Will they be taking shorter, less frequent trips? Will they be subject to re-testing in order to renew their drivers' licenses? Are they more or less likely to have accidents because they are driving fewer miles? What is the impact on auto premiums for seniors?

**Homeowners Insurance:** Will seniors be more likely to own or rent in 2015? Will they live alone? Will the trend toward seasonal residence continue? Do they fully understand the coverages and exclusions that can apply in shoreline communities?

**Life Insurance:** People who are living longer need to purchase products that will enable them to accumulate money (invest) and to liquidate or annuitize that sum of money over their lifetimes so they will not outlive their funds. Pure protection life insurance (such as term life insurance) is geared more to younger people with dependents to support. The challenge to the industry in 2015 will be to refine life insurance products to meet these changing needs, while at the same time not leaving out others who need pure protection.

**Health Insurance:** As the population ages, there will be more interest in long-term care insurance, Medicare supplement policies and Medicare HMOs. Continuing Care Retirement Communities (CCRCs) — which are regulated by the Insurance Department along with the Department of Health and Office for the Aging — will also play a more significant role by the year 2015. In addition, the financial stability of some health insurers could be at risk should premiums fail to keep up with the rising claims of an aging policyholder base.

**Consumer Protection and Education:** As new products are introduced in the marketplace there will be an increased demand for consumer education and protection against fraud and abuse.

Regulators will need to evaluate the implications of the following:

**Changing Methods of Distribution:** There may be a decline in the role of agents for certain products and an increase of the Internet as a distribution channel of insurance.

**New Products:** The insurance community (insurers, agents and regulators) attitudes and practices toward the senior market need to be redirected in order to identify this market and its emerging lifestyle changes and evolving needs.

**Information Technology:** Baby boomers reaching retirement age may be more likely to use the Internet for research and pricing of insurance products than the current senior population as many are already familiar with computers and have access to the web. Regulators need to recognize the role of e-business in product administration, distribution and information sharing.

For each line of insurance, the Department must ensure that new products developed for the aging population and others are easily understandable and provide meaningful coverage. The Department will continue to consider new and innovative means of educating aging citizens about the products most useful to them. The Department has over the past decade initiated numerous policies and procedures designed with the senior market in mind.

The following reflects departmental initiatives to address demographic changes:

**Long-term Care Insurance:** In 1993, the New York State Partnership for Long-term Care was initiated in New York State to encourage more people to purchase long-term care insurance policies. The Partnership Program allows those persons who purchase Partnership approved long-term care policies to qualify for Medicaid without spending down their assets once the benefits under the long-term care policy are exhausted.

**Medicare Supplement Insurance (aka Medigap insurance):** Medicare supplement insurance is designed to supplement Medicare's benefits by paying some of the amounts that Medicare does not cover. A Medicare beneficiary cannot be turned down or charged higher premiums because of poor health. All standard Medicare supplement policies are guaranteed renewable. The Department provides information and assistance to senior citizens concerning Medicare supplement insurance and other coverages available to the elderly, such as long-term care insurance.

**Continuing Care Retirement Communities (CCRC):** CCRCs provide living arrangements, including long-term care commitments, to seniors who purchase living units within the community. The Department is responsible for: reviewing the contract and disclosure documents provided to residents as well as an initial determination of the financial feasibility of a proposed project; reviewing the rating structure of a community; assessing the adequacy of reserves; and conducting periodic on-site examinations of the financial condition of CCRCs.

**New Assisted Living Product:** The number of persons residing at assisted living care facilities has dramatically increased in the 1990s. The Department has recently approved an "Assisted Living Care Coverage Endorsement". This optional endorsement extends coverage in the Homeowners policy to provide limited coverage for personal property, additional living expenses and liability to persons who reside in such facilities and are related to an insured.

**Senior Discounts on Homeowners Insurance:** Some insurers offer discounts on home insurance to retirees or senior citizens. The Department has approved discounts when the homeowner is 55 years or older and the insured location is not unoccupied for an extended period of time.

**Senior Discounts on Automobile Insurance:** Premium discounts for the mature driver are available from some insurers. There are several different age classifications, within which premiums generally tend to decrease as a person matures. However, some insurers also charge higher premiums for higher-age categories, as insurer statistics indicate that beyond a certain age the claims experience as a group worsens. Many senior citizens or retirees may also benefit from those insurers that vary their prices by the number of miles a car is driven each year, since they may drive fewer miles than the average insured.

**Viatical Settlement Companies/Senior Settlement Companies/Life Settlement Companies:** Viatical settlements refer to the selling of life insurance policies by the insured party to a third party. The insured owner must be terminally ill (death anticipated within 24 months). The Department provides protections for seniors who decide to sell such policies. Senior or life settlement companies have begun to arise. These companies purchase policies of individuals who are not necessarily terminally ill. These types of settlements currently are not regulated by the Department. Consequently, seniors may become particularly vulnerable to fraud associated with this type of business.

**HIICAP:** The Department's consumer services staff are members of the Health Insurance Information, Counseling and Assistance Program (HIICAP) consortium. This group is comprised of representatives from the Medicare servicing carriers, Medicare contractors, New York State Office for the Aging (NYSOFA), the Elderly Pharmaceutical Insurance Coverage (EPIC), State Department of Health, Centers for Medicare and Medicaid Services, and IPRO (Island Peer Review Organization, a peer review organization for Medicare). The consortium meets annually to determine the training needs for HIICAP counselor and volunteers and whether there are changes at the Federal and state levels that might impact the insurance concerns of the aging.

Department staff assists in developing the Training Manual for the program, conducting training, and responding to technical insurance questions.

**Consumer Education and Outreach:** The Department routinely sends Consumer Services Bureau staff to senior centers to explain insurance issues and answer questions. The Frauds Bureau is gearing up to educate the public in the area of no-fault insurance fraud through a series of presentations in public and private venues. Emphasis will be placed on working with senior groups.

**Web Site:** The Department's Web site provides senior citizens and others with access to comprehensive, up-to-date information on links to insurance companies, online complaint filings, disaster assistance, the Healthy New York program, Holocaust Victims resources, instructions on how to report frauds, tips on how to avoid becoming a victim. Publications on long-term care insurance and Medicare supplement coverage are also available on our Web site and through our toll-free publications telephone line. The Web site also has an interactive feature that allows visitors to have an online "conversation" with a NetRep.

## **II. PRIORITY ISSUE AREAS**

### **Priority Issue #1: Promote high quality health insurance products and ensure sound financial and market conduct operations.**

Health insurance is a key issue facing the aging population. The demands for long-term care (LTC) insurance and continuing care retirement communities (CCRC) products will increase dramatically over the next five to ten years. Effective and efficient planning is essential to accommodate the need for meaningful health insurance coverage and to ensure the financial solvency and market conduct of insurers providing such coverage.

### **Priority Issue #2: Increase consumer education and protection programs.**

Education through outreach programs provides opportunities for seniors and others to learn about a multitude of existing and new insurance products such as long-term care, Medicare supplement, viatical settlements, homeowners and automobile discount programs. Many of these products are complex and not easily understood.

Moreover, older citizens are frequent victims of fraud that can result in major financial, emotional and psychological hardship. This segment of the population is particularly vulnerable to fraud associated with cash settlement of life insurance policies prior to death to pay for care needs (viatical settlements), "staged" automobile accidents and sale of fraudulent investment instruments. Education and prevention initiatives can help safeguard seniors from fraud, criminal abuse and other unethical conduct.

**Priority Issue #3: Increase the use of information technology to benefit senior consumers and to bridge the “digital divide.”**

By 2015, a greater number of seniors will have access to the Internet to research and purchase insurance products online. It is important that we provide insurance information geared toward seniors on our Web site. We should also be working with other agencies to help bridge the “digital divide” that separate computer users from non-users.

**III. ACTIONS AND RESULTS**

**Priority Issue #1: Promote high quality health insurance products and ensure sound financial and market conduct operations.**

**Action:** Amend Section 3111 of the Insurance Law to require third party notification, such as spouse or children, for long-term care policies regarding premiums due. Currently, this provision applies to Medicare supplement and other types of insurance but not to long-term care.

**Result:** The lapse rate for long-term care policies will decrease as a result of such legislation. As time passes some seniors may forget to pay their premium. When these policies lapse, it is virtually impossible to have them reinstated if the insured is in poor health.

**Action:** Amend the Insurance Law Section 3216(c)(10) to extend the “free look” period after the purchase of long-term care policies from 10 to 30 days to provide consumers sufficient time to evaluate their policies. Currently, this is required for Medicare supplement policies.

**Result:** The 30-day “free look” provision affords policyholders additional time to review and decide whether to keep the policy or return it for a full refund. Ten days is too short a period in which to review an insurance contract and make informed decisions.

**Action:** Encourage more senior-oriented insurance products that will meet the needs of an aging population. For example, life insurance policies might combine a long-term care element with a life insurance component, while continuing care retirement communities could offer contracts that wrap around existing long-term care policies.

**Result:** New York seniors would gain increased access to flexible, comprehensive insurance products that fit their needs.

**Action:** Foster the growth of financially stable CCRCs for New York seniors.

**Result:** Currently, only five CCRCs operate in New York State. As the aged population increases, these types of facilities would provide key health insurance and residential services to seniors who wish to remain in the State.

**Priority Issue #2: Increase consumer education and protection programs.**

**Action:** Establish, in conjunction with the Office for the Aging, a Seniors Advisory Council comprised of representatives from AARP and other senior groups to advise the Department regarding the insurance needs of New York's seniors.

**Result:** A Seniors Advisory Council would provide valuable information on insurance issues facing that community and provide feedback on Department initiatives directed towards seniors.

**Actions:** Expand educational outreach and marketing programs to include:

- Increased attendance and/or presentations at public events that attract the elderly, such as county fairs, meetings and conventions of senior citizens groups, etc.
- Increased advertisements that attract an elderly audience.
- Develop/update multi-lingual pamphlets and guides on senior issues, formatted for ease of readability and comprehension.
- Develop a Mobile Information Center to disseminate information to seniors. A van would travel throughout the State with trained staff to answer insurance questions and solve problems.
- Increase training to HIICAP volunteers and NYSOFA staff.

**Result:** Ensure that information on health insurance and related topics is available to a greater segment of the older population including those who are not able to obtain information online and/or whose primary language is not English.

**Priority Issue #3: Increase the use of information technology to benefit senior consumers and to bridge the “digital divide.”**

**Action:** Establish a senior citizen section on the Department's Web site to include information on long-term care insurance, frauds prevention, CCRCs, Medicare HMO's (Health Maintenance Organizations), Medicare supplement insurance, senior discount programs, etc. This Web site will have a font size, layout and functionality to best meet the needs of the aged population and enable visitors to use the Net Rep feature currently available to all visitors. Further, coordinate the Insurance Department's information with other State agencies via online links from the NYS Citizen Guide, NYSOFA, Consumer Protection Board, NYS Department of Health, and others.

**Result:** Provide user friendly, comprehensive information on the products and services available to senior citizens on a separate section of our Web site exclusively devoted to this segment of the population and via other senior-related Web sites.

INSURANCE DEPARTMENT

**Action:** Install kiosks in the Insurance Department's offices and in other agencies to provide computer access to Department Web site and other information resources.

**Result:** Increase consumer access to information and awareness of insurance services, products and issues.



## DEPARTMENT OF LABOR

### I. INTRODUCTION: INTERNAL SCAN

The New York State Department of Labor (DOL) is New York State's primary advocate for job creation and economic growth through workforce development. The department administers New York's unemployment insurance system, labor exchange system, and Welfare-To-Work programs. The department also oversees state worker protection programs, including enforcement of safety and health regulations in the public sector, state labor laws and federal statutes related to working conditions, wages and hours, and laws related to Public Work. The Department of Labor serves as the State's principal source for labor market information and offers a variety of services designed to help businesses find workers and people find jobs. Access to our programs is available at our more than 70 Division of Employment Services offices located throughout the state.

DOL is aware of and responsive to changing demographics. Our Division of Research and Statistics (R&S) provides current economic data, employment growth/decline and wages in various job categories, ten-year projections on employment statistics, and regional trends that transcend the various age cohorts. This information is transmitted on a regular basis to all divisions within DOL. This affects DOL planning and triggers activities such as community outreach, career planning, job training and job placement activities.

In response to Governor Pataki's initiative to ready New York State for 2015, Commissioner Linda Angello has directed each of DOL's divisions to examine current programs in regard to the changing demographics toward an aging New York population. We have found that while we have processes underway that are targeted to or include New York's senior population, we must examine DOL programs with regard to purposeful planning for a growing aging cohort. The following demographic projections will have the greatest impact on DOL's service delivery and internal policies and activities:

- The numbers of workers in age cohorts that follow the baby-boomers are smaller and may be insufficient to satisfy the labor needs of the general economy or provide services for the older age cohort.
- Labor needs in certain industries will rise dramatically to respond to the increased number in the older population cohort, specifically in the health care industry.
- Retirements in specific occupations may result in acute shortages of workers.
- Factors such as increased longevity and delayed onset of Social Security benefits may result in delayed retirement or the need to return to employment.
- 53% of DOL's workforce will be retirement-eligible in the year 2006. This presents succession issues, including the need for additional advancement training and, where necessary, incentives to keep experienced staff employed.

DOL is fully engaged in the following programs/activities that prepare for the impact of an aging population:

- R&S develops ten-year occupational projections -- a valuable tool for use in planning for training, replacement and job growth needs by employers, economic developers, job counselors and trainers.
- R&S has developed "CareerZone", an Internet application in a format approved for use by individuals with disabilities, offering a self-assessment module that helps users including older workers - examine their interests, abilities, etc., and target their job search or training efforts. The program offers suggestions for jobs and related jobs, as well as potential training providers and actual job openings from America's Job Bank. While available to all age cohorts, this tool is very valuable to older workers planning to transition from full time work to part time or other employment.
- The current Workforce Development System (WDS) provides employment and training-related services to all NYS residents in cooperation and partnership with other state and local service providers through the One Stop delivery system in many communities at a local site referred to as a "One Stop Center". The WDS is based on principles that support issues related to the aging population, such as: being customer/demand-driven; addressing the service requirements of special needs and target populations as required for their full participation in the system; and developing a continuum of education and training that spans a lifetime. The system is integrated through technology and is marketed to the broad spectrum of customers throughout the State.
- The Division of Workforce Development and Training issued a Request for Proposals (RFP) on 2/28/02 to business and industry to address practices to retain workers over age 45. This RFP provides up to \$2.5 million to help maintain a ready supply of highly skilled workers by researching why older workers leave a particular occupation or industry, and identifying the changes that can be made to encourage older trained workers to remain in their skilled occupation.
- The United States Department of Labor FY 2002 federal budget contains \$445 million in funding for employment and training programs to address the older population. Federal funding available in other federal agency appropriations is also being explored.
- DOL's Division of Safety and Health (DOSH) recognizes that as employees and clients age, their safety and health needs change. To address this, DOSH has conducted training and outreach activities for public and private sector employers and employees for the purpose of lowering on-the-job injuries, illnesses and deaths. DOSH is addressing recruitment, retention and the backfilling of vacancies from retirement, as well as changing technical training needs, by working with DCS and DOL's Personnel Office to analyze employee duties and responsibilities.
- DOL's Unemployment Insurance Division (UID) has a number of current and planned future approaches for the provision of services to all benefit and employer customers across the broad spectrum of working age cohorts. The UID has implemented Telephone Claims Centers (TCCs) to serve unemployed workers. Using a combination of technical resources, including system availability in multiple languages and for the hearing impaired, benefit claims may be filed via the telephone and the Internet.
- All regions in DOL's Division of Employment Services (DOES) currently offer targeted services and in some areas, have designated staff to serve older workers.

DOES partners with a number of county agencies and not-for-profit agencies through the One-Stop delivery system. Services, geared toward mature and experienced workers, are available through workshops and on an individual basis. Workshop topics include: job search strategies, changing careers, transferable skills, transitional employment, interviewing techniques and resume writing.

- Current Human Resources actions include partnering with the Governor's Office of Employee Relations and the Department of Civil Service (DCS) to develop ways to recruit and retain a state workforce that is equipped to meet the needs of NY's aging population. Activities include the identification of all employees age 55 and older to help guide prioritization of agency succession planning; active use of its Employment Service Job Bank and America's Job Bank to recruit candidates to succeed retiring staff, and increased training for managers and supervisors in employee-related issues geared towards retaining older workers and succession.

The NYSDOL recognizes that many of our goals are dependent upon the cooperation of and partnering with other state and local agencies with supportive federal policies and funding.

## II. PRIORITY ISSUE AREAS

While the Department of Labor will take measures to address each of the aforementioned issues, three have been identified as Department priorities:

- **Planned response to satisfy labor needs of the general economy** - Labor shortages are anticipated to be acute due to mass retirements in specific occupations and significantly smaller numbers of workers in age cohorts following the "Baby Boomer" cohort. Our State's economy is dependent upon the ability of its workforce to fulfill business and manufacturing needs.
- **Planned response to anticipated labor shortages in certain industries necessary to respond to the needs of an aging population** – There is a burgeoning need for trained direct care workers, (i.e., nursing home and home health aides, elder companions, transportation and recreation aides, etc.) to serve the elder population. Multiple federal and state agencies need to work together to prevent current shortages in the health care fields from reaching critical mass, and to provide seamless services to New York State's seniors.
- **Succession planning for the Department's employee population** - 53% of the DOL labor force will be retirement-eligible by 2006. To retain institutional and procedural knowledge, plans must be instituted to mitigate the anticipated loss of more than half of its experienced employees. Many of the Department's employees in key managerial and leadership positions are at or near retirement age. This issue is urgent, and has the potential of seriously impacting the Department's organizational capacity, and competence.

## III. ACTIONS AND RESULTS

Priority Issue: **Planned response to satisfy needs of the general economy**

Actions:

- R & S will conduct on-going labor market surveys to identify and/or forecast industries and geographic areas in which labor shortages may occur. R & S will determine if such shortages are permanent, incidental or systemic.
- DOL will support training programs to address identified labor needs, including subsidized on-the-job training, customized skills up-grading, apprenticeships, cooperative education, and English as a Second Language.
- DOL will collaborate with state and local partners to assist in training for workforce needs, coordinating through local Workforce Investment Areas.
- Through the Workforce Investment Act, provide an emerging workforce with paid internships at businesses for training in demand occupations.
- DOL will oversee training and identify accommodations to overcome barriers to work (physical, technical, educational and prejudicial) for immigrants, retirees desiring employment, persons with disabilities and persons receiving public assistance; enforce existing anti-discrimination policies; recommend legislation for tax credits to be granted to employers who hire such workers.
- Redesign the image of the workplace. (Examples: Telecommuting, working from home at the computer, flexible work week.)
- Encourage flex time, compassionate leave and pro-rated benefit packages for part-time workers in demand occupations where shortages occur that will affect the health of the general economy of the State of New York.

Results:

- Labor shortages in demand occupational areas are addressed.
- Training reflects labor demands in the general economy.
- Increased work opportunities and improved public/employer/worker awareness for immigrants, retirees, persons with disabilities and those receiving public assistance.

**Priority Issue: Anticipated labor shortages in certain industries necessary to respond to the needs of an aging population**

Actions:

- R & S to conduct: a consumer survey to determine gaps in elder care, services, and/or products; a provider survey to determine current and anticipated worker shortages in provider business and industries. R & S will recommend training and educational areas to be addressed to agency partners based on 10-year projections for demand occupations.
- Recommend incentives/subsidies so that employers can hire and retain elder care professionals and paraprofessionals.
- Recommend scholarships to and/or tax credits for health care professionals/workers in exchange for working in geographic areas experiencing shortages; attract workers from other states/countries.
- Recommend use of robotics/technology to free up employees for other work; devices for lifting patients to significantly decrease workplace injuries.

Result:

- To fill positions and retain workers in elder care industries.

Priority Issue: **Succession planning for the Department's employee population**

Actions:

- Partner DOL Human Resources with the Governor's Office for Employee Relations, Civil Service, Personnel Council, and employee professional organizations and unions to establish a formal training program, including the use of technology, to assist employees to advance in a career ladder.
- Use experienced personnel and/or consultants to train subordinates using state-of-the-art procedures, techniques, and methodologies.
- Share information regarding anticipated losses of staff (through retirements) with Division Directors to assist with succession planning, training concentration; identify remaining staff in need of training.
- Explore alternative work modes to expand the availability of staff to the agency including technology, telecommuting, alternative work modalities, flexible work schedules, and raising the income ceiling for retirees returning to work.
- Market state employment to all age cohorts.

Results:

- Provision of seamless and quality service to our customers.
- Provision of a formal training program to prepare middle management to compete for upper level management and to prepare the rank and file to compete for promotion.



## OFFICE OF MENTAL HEALTH

### I. INTRODUCTION: INTERNAL SCAN

The Office of Mental Health's (OMH) analysis of population projections prepared from U.S. Census data by the State Office for the Aging (NYSOFA) identify five major trends that will have a significant impact on agency policies, programs and services:

1. **Increased Racial and Ethnic Diversity.** Although New York's projected population growth of 4.2% between 2000 and 2015, is expected to be among the lowest in the nation, significant changes will occur in the composition: The group of older New Yorkers will increase faster, up 19%, and be more diverse than any preceding old age group in terms of ethnicity, income level, education, family configurations, living arrangements and health. And minority elderly populations will increase the fastest: Black, non-Hispanic up 27%; Hispanic up 76%; and Asian/Pacific up over 110%.
2. **Weakened Family Support Structures.** The large cohort of baby boomers moving into the older population will be more likely than the preceding cohort to enter old age without spouses, and more will be childless or parents of only children. Still, more grandparents will be involved in the raising of their grandchildren, and the most significant mental health problem for this group is depression, with one in four grandparent care givers nationally experiencing a significant level of depression.
3. **Major Growth in Two Important Groups.** Rapid population growth of (1) younger and older minority populations, as well as (2) major growth in the older worker and pre-retirement populations as the baby boomers age out is expected.
4. **Dramatic Increases in Dementia.** One of the fastest rising age groups will be those 85 and older. By 2010 the number of cases of Alzheimer's disease and other dementias will have increased by at least 25 percent. Alzheimer's disease poses an enormous burden to health service and public health resources. Also, improvements in general health and health care techniques will lengthen the survival of patients with dementia, increasing the number of severely affected patients and raising the level of medical to morbidity among patients with dementia.
5. **More Demand for Care, Less Supply of Care Givers.** New York's dependency ratio is changing: there are fewer care givers available for more older persons needing care. Therefore, the family, which currently provides 80% of the long-term care services, will be providing less and the "systems of care" must provide more.

OMH's mission is to provide hope and recovery for people with psychiatric disabilities. New York's public mental health system currently provides a full range of mental health and support services. The majority of individuals receive services because they are diagnosed with a mental disorder that has led to serious impairment in their day-to-day functioning. This combination – a mental disorder and serious impairment in functioning – is referred to as severe mental illness. According to the World Health Organization, mental illness is the second leading cause of disability and premature death in developed nations.

Most services are locally operated and are designed to provide care in an ambulatory setting and assist individuals with mental illness to live successfully in their communities. However, experience has shown that a growing number of individuals meeting the definition of serious mental illness will receive treatment and support through means other than the public mental health system, such as private mental health and even primary care practitioners. OMH recognizes that growing racial and ethnic diversity will require accessible and available home and community-based mental health services delivered in a culturally and religiously competent manner. These services must be of high quality, be based upon the best research available, and be shown by the evidence to be effective across cultures. Moreover, providers of service must be held accountable for the efficacy of the services they deliver.

OMH, has adopted strategies such as improved accountability, use of best practices, and coordination of care which are responsive to the changing demographics. One initiative, for example, “Winds Of Change,” is seeking to assure evidence-based practices become the standard within the public mental health system. In addition, through its research institutes, OMH will continue to support critical research focused on treatment for dementia.

Cultural factors, immigration, socioeconomic status, language and literacy will need to be considered in designing responses to the mental health needs of the elderly in the future. OMH will seek to assure cultural competence is fully operationalized throughout the service system with skilled staff to provide community-based services using approaches that are shown by the evidence to be effective across cultures.

Reluctance on the part of many senior citizens to utilize traditional mental health services will require OMH to work in concert with the county mental health departments to consider mechanisms to increase the accessibility of mental health services in locations where the elderly reside and spend their time, especially home and congregate living situations. Accomplishing this goal will require review of regulations and reimbursement methodologies, as well as focused training of providers.

Integration of mental health services with the public health system will be even more critical. Primary care providers can become particularly helpful in prevention and early intervention strategies in addressing the mental health needs of the elderly by identifying which of their elderly patients may be experiencing social isolation and other stressors which leave them vulnerable for anxiety, depression, and even suicide.

Training must be expanded, both for individuals working within the mental health system and for those who work with the elderly in other settings. Staff competencies must be developed in identifying the special mental health needs of the elderly, including areas such as common medical disorders experienced by the elderly, dementia, depression, risk and treatment for suicide, and other life issues affecting people in this age group. In addition, culture plays a significant role in help-seeking, family connectedness, care-taking roles, and views of health and wellness. The competency of front line staff in recognizing and understanding the various ways cultural groups express their distress and make use of help and supports will need to be included.

To summarize, this analysis suggests several initial overarching policy, program and management issues for OMH. These include the need to:

- Research, develop, and infuse evidence-based practices into all aspects of psychiatric care for geriatric populations;
- Research and develop appropriate and cost-effective home and community-based models of care that incorporate evidence-based practices;
- Foster a sustained public health effort to engage older people in prevention and early detection and intervention efforts;
- Initiate collaborations with the Department of Health, the State Office for the Aging, and others on research into dementia, and integration of psychogeriatric and geriatric health care in both home and community-based settings as well as institutional settings;
- Support culturally relevant and effective training, outreach and educational activities; and,
- Enhance the agency's informational infrastructure to support analyses of patient level outcomes and the coordination of services among providers; and
- Partner with providers and others to address workforce recruitment and retention issues.

## **II. PRIORITY ISSUE AREAS**

The Office of Mental Health (OMH) believes there are three central issues to effectively responding to the projected changes in the State's demographics.

The first issue is researching, developing, and help disseminating appropriate and home and community-based models of care that incorporate evidence-based practices which are both cost-effective and effective across cultures. This is central to fulfilling OMH's core mission of hope and recovery for people with psychiatric disabilities, and will help insure that all people suffering from a mental illness receive the best of care.

The second issue is to design and implement an effective community outreach, public awareness campaign that is culturally relevant to all the ethnic and religious communities that will need to be reached to make sure that people are aware of these treatments and supports, and are motivated to seek help.

The third issue is to successfully address these items which will also require enhancing the Agency's informational infrastructure to support analyses of patient level outcomes, and to support the coordination of services among providers is essential for the Agency to understand what progress is being made and being fully accountable for results.

### III. ACTIONS AND RESULTS

#### Priority Issue #1:

Researching, developing, and disseminating models of care, with an emphasis on home and community-based models of care, that incorporate evidence-based practices, are cost-effective, and are effective across cultures.

#### Actions:

- Expand the current “Winds of Change” evidence-based practices initiative by adding the specific priority populations of older individuals experiencing serious mental illness and older individuals experiencing dementia.
- Continue to monitor and disseminate the efforts of the research institutes on identifying the causes, and developing evidence-based treatment models for older individuals experiencing serious mental illnesses or dementia.
- Conduct ongoing systematic reviews of models of care, including home and community-based models of care, to assess their efficacy, including efficacy across cultures; and to inform efforts to refine the agency financial systems to support the use of efficacious models.
- Provide a clearinghouse of information, and strengthen the connectivity with all the components of the public mental health system through internet-based technologies.

#### Results:

These actions will produce measurable progress towards an improved public mental health system. Existing program and treatment models will be improved by incorporating newer, more cost-effective practices that are evidence-based and culturally sensitive. The Agency’s Web site will become a widely used resource for information regarding evidence-based practices.

#### Priority Issue #2:

Design and implement an effective community outreach, public awareness campaign that is culturally relevant to a wide range of ethnic and religious communities that need to be reached to make sure that older individuals and their families become aware of effective treatments and supports, and are motivated to seek help.

#### Actions:

- Make use of advances in mapping technologies to further analyze census data and projections to identify geographic locations and concentrations of ethnic and religious communities to better target outreach efforts and public awareness campaigns.

**OFFICE OF MENTAL HEALTH**

- Coordinate with the Project Liberty's Regular Service Program, OMH's effort to coordinate education, outreach and crisis counseling efforts in response to the World Trade Center disaster, to test messages, mediums and results for mounting public awareness campaigns.
- Integrate, coordinate, and provide enhanced connectivity of mental health related Web sites.
- Identify culturally and religiously relevant themes to use in the public awareness campaign to support positive mental health for older New Yorkers.
- Leverage existing events such as World Mental Health Day, Mental Health Awareness Month, etc., to collaborate with a broad constituency of mental health interests to magnify the impact of the campaign.

Results:

Over the next several years, OMH will provide demonstrated leadership in providing highly targeted, content rich information and outreach services to a more ethnically and culturally diverse customer base. Events will be established and become regular components of a continuous campaign to improve understanding of mental illness experienced by older individuals.

**Priority Issue #3**

Enhancing the Agency's informational infrastructure to support analyses of recipient level and system level outcomes, and to support the coordination of services among providers is essential for the Agency to understand what progress is being made.

Actions:

- Existing information systems and data sets will be documented and migrated to a "data warehouse" architecture to support broader types of inquiries and analyses.
- These data sets will ultimately be made widely available using internet-based technologies.
- Patient data, billing records, and operational data will be standardized in compliance with the Health Insurance Portability and Accountability Act (HIPAA); and new safeguards put in place to meet HIPAA privacy and security requirements.

Results:

The goal is to coordinate the broad array of survey samples, specialized data sets, and service and program centered information through data modeling and data ware-

housing technologies to provide the analytical decision support capacity needed to measure progress towards the desired outcomes.

## OFFICE OF MENTAL RETARDATION AND DEVELOPMENTAL DISABILITIES

### I. INTRODUCTION: INTERNAL SCAN

The Office of Mental Retardation and Developmental Disabilities (OMRDD) offers a comprehensive system of services for people with mental retardation and developmental disabilities. Services are provided by state staff and a network of not-for-profit providers operating in every region of New York. OMRDD also offers programs to further the prevention and early detection of mental retardation and developmental disabilities.

As OMRDD prepares for the impact of an aging New York, we face the future with a steadfast commitment to the core values of our service system. For each person we serve, we strive for a “person-centered” individualized approach to service planning and a commitment to “self-determination” in charting life’s course. We also believe in community inclusion, which contrasts to the historical segregation of people with disabilities. And lastly, we underscore the right for those we serve to “age with dignity.”

These overarching values provide a compass to our service system as we consider and address the policy, management, and program and service challenges presented by the demographic shift projected for 2015.

#### NYS-CARES: A Commitment to Families

In 1998 Governor George E. Pataki unveiled a historic policy initiative which impacted the lives of New York citizens with developmental disabilities and their families and which will affect our service system through 2015. Under the five-year NYS-CARES initiative, over 8,000 people with developmental disabilities will be placed in community-based residential settings and will also receive service coordination and day services. These placements are made based on Governor Pataki’s commitment to address statewide waiting lists for out-of-home residential services. Unlike past generations of people with developmental disabilities who were often placed in institutions at an early age, the people served by NYS-CARES have spent their childhoods at home with their families. Many parents of these individuals are themselves aging. Until the inception of NYS-CARES, these older parents were faced with years of uncertainty in their wait for residential placements and fears that a crisis would arise when they died or were too elderly to care for their children. NYS-CARES provides assurance that the adult children of these aging parents will have a secure future. Ms. Blanche Fierstein, a parent and activist in the field of developmental disabilities and president of the New York State Association for Retarded Citizens, said of NYS-CARES: “As a parent, I can’t tell you how much this means to so many people. It was 50 years ago that we parents got together to make sure that our children would have the services they need, and now, 50 years later, you [Governor Pataki] are giving us a golden gift to mark our golden anniversary.”

## OMRDD Demographic Trends

The commitment to address the needs of aging parents is one part of the demographic picture. Responding to the aging of the workforce in both our state and voluntary operated sectors is another. As staff age and retire, replenishing the state and voluntary provider workforces is an issue OMRDD must face. OMRDD as a service provider along with its voluntary agencies must engage in a proactive approach to succession planning. Further, for direct care workers we must continue to address issues impacting worker recruitment. Career ladder development and opportunities for training and higher education for direct care staff will help us attract younger people to the field. OMRDD's Commissioner, Thomas A. Maul, has placed emphasis on all aspects of our direct care workforce and our ability to sustain quality services.

OMRDD must also carefully study the aging trends of the people we serve and plan for the impact of 2015 on our service system. As we look at OMRDD consumer demographic data, two trends stand out. First, the last 13 years have seen a steady aging of consumers enrolled in OMRDD's certified residential service sector. In 1989, nearly one in ten (9.1% of) residential consumers was 65 years or older. Today, just over one in eight (12.7% of) residential consumers is 65 or older. Second, at the same time that older consumers were becoming proportionately more prominent, our residential sector was rapidly expanding. In 1989 there were about 27,090 residential consumers, compared to 36,223 in 2002 – a growth of 33.7%.

An expanding and aging service system means that in absolute terms OMRDD is serving many more senior-aged consumers. In residential settings, there are now over 4,500 consumers aged 65 or more, up from around 2,500 in 1989. OMRDD's consumer profile database shows the clear consequences of these trends; more consumers who can't climb stairs and must use wheelchairs, more medical issues and more medically frail consumers resulting in more medical care, and more help required for dressing, bathing and household chores.

It is likely that these trends will continue into 2015, though there are factors that make projections less than certain. A simple continuation of trends observed over the past 13 years predicts an average age of 48.6 for residential consumers in 2015. Under this scenario, four of ten residents will be 50 or over and one in twelve will be 70 years of age or older in 2015.

## OMRDD's Task Force on Aging

To begin preparing for this larger number of aging individuals in our residential and day service sectors, OMRDD's Commissioner Thomas A. Maul convened a Task Force on Aging in January 2000. The Task Force was comprised of service providers, OMRDD clinical and management staff, and advocates and family members of people with developmental disabilities. Representatives of the State Office for the Aging, the Department of Health and the Commission on Quality of Care for the Mentally Disabled also participated in the Task Force. The final report of the Task Force, issued in the

summer of 2001, identified four major policy areas that need to be examined as OMRDD and its provider community meet the challenges of an aging population in our residential and day services. These overarching areas of policy concern are:

- The readiness of our state and voluntary providers to address the needs of aging consumers. Will we have the numbers of direct care staff necessary to provide the additional “hands-on” services and supports required by older consumers? How will the aging of both our state and voluntary workforces impact the provision of quality services? In particular, what are the consequences of this age shift on our ability to deliver quality direct care services? Further, what kind of special training and skills do our direct care, clinical, and management staff need to address the needs of an aging service population?
- The ability of our service system to address the increased health needs of older consumers. As noted above, our consumer profile data show that there are increased health issues as the people we serve age. How can we address these needs in our residential and day programs? What service enhancements and health interventions must we introduce? Also, what models exist for preventive practices in nutrition, exercise and other health-promoting behaviors?
- The capacity of our service system to address the special life planning issues presented by an older population. Should we adopt, for our older consumers, the kinds of planning tools we use for young adults making the “school to work transition”? Also, are we able to deliver quality “end-of-life care”?
- The need to develop appropriate program and service models for seniors within our system. What changes must be made in our residential and day services to accommodate this population? How can we provide the necessary supports in a cost efficient manner? Do we need to relax program regulations to allow seniors to “retire” from their day programs?

## II. PRIORITY ISSUE AREAS

### Prioritization:

The issue of sufficient staff with appropriate training is a common thread that runs through the four policy areas identified by OMRDD’s Task Force on Aging and must be given the highest priority. An aging service population requires greater numbers of “hands-on” direct care staff, particularly in our residential settings. In recent years, recruitment and retention of direct care workers have presented tremendous challenges to our service system, and these issues must be a focus as we move toward 2015. We must consider the impact of aging staff, which will retire in large numbers and our ability to replenish the workforce.

Service to an aging population will also require additional health care professionals, particularly nurses. Nurses play a critical role in our residential system since they are needed to adequately identify health issues, coordinate medical services

and ensure follow-up in treatments prescribed. Sufficient numbers of nurses are also required to oversee health-promoting practices in such areas as nutrition and exercise. These preventive health measures will impact the daily quality of life for our aging residential and day consumers.

With the overarching theme of “a sufficient and adequately prepared work force,” we must give priority to staff training. Staff need to be sensitized to the developmental stages of aging, senior life planning issues, “end-of-life care”, special mental health needs of older consumers, and the ability of consumers to retire from work and day programs and engage in meaningful retirement activities.

Lastly, beyond staffing issues, we need to examine our current policies and program designs. Are changes in these areas needed to meet our large number of aging consumers?

### **III. ACTIONS AND RESULTS**

#### **PRIORITY ISSUE: Adequate Staffing to Serve Aging Consumers**

In a service field already faced with direct care worker recruitment and retention problems, an aging population with increasing needs for “hands-on” service presents a major challenge. Nursing shortages also impact our ability to address the intensity of health issues associated with an older clientele.

**ACTION:** OMRDD has begun to face the direct care worker challenge with an overall 37.5% funding enhancement to our not-for-profit providers over the past eight years. This is an increase well beyond the rise in the cost of living for this period. From the 2000-01 fiscal year, there has been an infusion of almost \$319 million into the service system that our not-for-profit agencies can apply to direct care worker and nursing salary increases.

**RESULT:** Included in the almost \$319 million is about \$266 million in recurring resources that will allow OMRDD service providers to maintain higher pay scales for their workers as we look ahead to 2015.

**ACTION:** Beyond general increases in program reimbursement, OMRDD made funding awards available to selected not-for-profit providers who will recruit low-income persons (i.e., individuals eligible for “Temporary Assistance for Needy Families” or “TANF” benefits) into their direct care workforces.

**RESULT:** These “welfare to work” pilots by selected providers will provide a blueprint for tapping into an underutilized labor market. This resource will assist in our response to the greater direct care needs of an older service population.

**ACTION:** OMRDD, with voluntary agency advisement, is building a web page to advertise direct care jobs available in our not-for-profit provider sector. The site will display jobs that are available in each region of the state.

**RESULT:** The “jobs’ web page” will allow our service community to showcase the incredibly rewarding work available in our system. It will be a resource for job seekers, high school guidance counselors, employment counselors, and state Labor Department “One Stop” Employment Centers throughout the state.

**ACTION:** OMRDD and its providers are exploring career ladder opportunities for our direct care workforce with an eye to enhancing our recruitment and retention efforts. We are looking at ways to fund college credits for those special workers who choose to combine work and study.

**RESULT:** A program to pay for college credit would be predicated upon worker tenure in a job, thus allowing us to improve our direct care worker retention rates. It would also serve as a recruitment tool by providing this extra educational benefit. Further, we would create a career path into administration for the exceptional workers who participate in the program.

**PRIORITY ISSUE: Staff Training in Aging Issues**

Service Coordinators (i.e., Case Managers), as well as direct care and clinical staff must be sensitized to aging issues. OMRDD must offer specialized training in this area.

**ACTION:** OMRDD will, in partnership with its not-for-profit providers, sister state agencies, and self-advocates, identify existing curricula on aging and develop new curricula as necessary. Areas to be addressed include “end of life care and supports,” “aging with dignity” and service coordinator planning tools for consumer retirement from work and day programs.

**RESULT:** OMRDD will make training curricula on aging available on its Web site with design and input from our not-for-profit providers, sister state agencies and our self-advocates. We will also offer specialized training sessions throughout the state. We will use the on-line and hard copy OMRDD “Catalog of Workforce Development Programs” as tools for advertising the training. With these approaches, we will, over the next five years, expose large numbers of our state and not-for-profit provider workforces to specialized training in aging issues.

**PRIORITY ISSUE: Policy and Program Design for an Aging Service Population**

There are special policy, services and program issues that must be addressed as we move into the 2015 demographic shift.

**ACTION:** OMRDD will begin developing pilots in our not-for-profit provider sector to study how we can best meet the residential needs of our older consumers. Based on consumer profile information, we know that, generally, older people in our residential programs require more intensive staffing levels. Additionally, specialized equipment and physical plant enhancements are required. To address these more intensive and costly needs, OMRDD is looking to our stock of larger-bed certified residences (i.e., eight to

twelve bed homes) as a resource. With larger residences, we can make these necessary enhancements in a cost effective manner based on “economies of scale.”

OMRDD is carrying out a statewide inventory of suitable larger-bed residences and has embarked on a pilot to test the use of such program sites for an aging clientele. As we structure our pilots, we will consult with our self-advocates, family member advisors and our not-for-profit providers.

**RESULT:** Younger people coming from their family homes generally prefer smaller bed apartment-type residences. Our stock of larger residences can, over time, be dedicated to our older residential consumers with more intensive health needs. This long-range plan for resource usage must unfold in a way that honors the residential choices of the people we serve, their families and advocates. By dedicating larger residences to older consumers we can maintain our long-standing service commitments to the individuals we have served for many years. We can, for large numbers of people, avoid transfer to nursing homes with this policy approach.

**ACTION:** OMRDD will explore, in partnership with our not-for-profit providers and self-advocates, special day service options for our aging clientele. We will review our program regulations to ensure that there are no deterrents to “retirement” for the people we serve. We will also explore the use of generic community-based seniors’ services by collaborating with the State Office for the Aging. We will look to innovative funding arrangements that allow OMRDD to provide the special supports our people need to use these generic services. We will ensure that the cultural diversity of the people we serve is recognized in our use of community day activities’ options.

**RESULT:** As we move to 2015, OMRDD’s day service options will provide the flexibility needed to meet the needs of an aging clientele.

### **OMRDD’s Vision for 2015**

Building upon the promise of our nationally recognized NYS-CARES initiative, the OMRDD service system will rise to the challenge of the dramatic demographic shift projected for 2015. The Institute for Basic Research, the research arm of OMRDD, will continue its groundbreaking work on aging issues for people with developmental disabilities. In matters of program planning and policy making, OMRDD and New York State will continue to listen closely to the voices of our self-advocates, the people we serve, their family members, and our not-for-profit provider community. This partnership has allowed OMRDD to create a service system of residential and day programs that meet a wide array of individual needs. It is a partnership that will allow us to meet the needs of aging people with developmental disabilities in 2015, and one that, perhaps, can be instructional to other service systems as aging issues are addressed in the general population.

## DEPARTMENT OF MOTOR VEHICLES

The New York State Department of Motor Vehicles (DMV) exists to enhance traffic safety, to provide consumer protection and information services, and to assist other government agencies to achieve their missions. We collect fees and generate non-tax revenues to support these objectives.

With more than 150 service outlets throughout New York, DMV conducts more than ten million transactions every year, interacting with almost every New Yorker. Most customers seek DMV services for driver licensing or vehicle registration, but in some locales, we also adjudicate traffic tickets. We also follow up on consumer complaints and investigate fraud.

### I. INTRODUCTION: INTERNAL SCAN

In 2015, DMV will still be the agency that New Yorkers are most familiar with, continuing to provide services from age 16 up. Nevertheless, the dynamics of the customer base will change over time, prompting the introduction of new services and requiring the resolution of myriad issues.

One of the most visible changes that will occur by 2015 is the aging of the population. Today, roughly 1 in 5 New York drivers is over 60; in 2015, 1 in 4 will be over 60. Many of them—like their counterparts today—will continue to drive, but unlike today's older drivers many of them will be life long drivers, even more reluctant to give up their keys. Our cars, of course, provide the mobility that will be even more necessary as residential and occupational trends continue to disperse us farther out from the former urban cores. Many of those drivers will continue to work (especially as Social Security benefits are pushed off from today's 65); many more will continue to drive to markets, recreational centers, and especially health care services.

As this older driver cohort grows in number, it becomes a population at risk. While crash rates may not increase for older drivers, the number of crashes will necessarily increase and with increased crashes, the severity of crashes will increase. To counter this, older drivers may require better designed cars with more built-in safety features, better designed highways to facilitate the slowed response time that inevitably accompanies aging, and periodic refreshing of driver skills.

For DMV, the programmatic consequences of an aging driver population will require deeper analyses of driving patterns (especially as revealed in its accident database). As this research is conducted and refined, program detail will emerge. While premature to predict at this writing, some patterns are clear. Today, older drivers routinely assess their skills, limiting their driving to less congested times of day, less nighttime driving, and fewer miles overall. By 2015, the growing number of older drivers will prompt DMV to encourage this self-assessment by providing information that draws attention to the impact of age on driving and promoting driving patterns that can

minimize accident risk. Visual acuity, fine motor skills, and response time awareness are just some of the visible indicators affecting driving capabilities that should be highlighted.

Clearly, the size of the aging driver cohort will make it a substantial and fast growing segment of DMV's customer base. This may prompt agency services and contacts to be tailored to its needs, recognizing its dramatic demographic growth and parallel political clout. Like many agencies, DMV may find it necessary to establish an internal office of the aging. No doubt, the program impact of an aging population may prompt the State to address politically sensitive issues like more restrictive licenses for older drivers (not unlike what is often proposed for younger drivers) or licenses issued for shorter renewal cycles (as practiced in other states). Older drivers who stay in the workforce in occupations that require driving skills (like bus or other for-hire drivers) may require more oversight in 2015. An older population may also look to DMV to provide even more consumer protection services to ensure that consumer rip-offs do not take advantage of vulnerable seniors.

Even as the baby boomers age and continued longevity expands the older driver population, other notable demographics will be apparent in 2015. Continued immigration will affect DMV too. New York City's role as the nation's major port of entry and as a congenial location for ethnic communities will place continued demand on DMV for services. Besides being the traditional outlet for driver licenses and vehicle registrations, DMV provides identification credentials. By 2015, demand for identification documents will be even greater. Even greater numbers of immigrants will seek services; many of them will be from more distant locations where even larger cultural differences prevail. Serving this ethnically diverse and polyglot population will, no doubt, stress DMV services, causing us to review our overall service network: the locations where offices are sited, the mobile outreach alternatives that can service more distant locales, the languages of forms and transactions, the requirements for credentialing, the continued enlistment of business partners who provide auxiliary motor vehicle services, etc.

Besides immigration from foreign shores, continued in-migration from other states also affects DMV. The prevalence of immigration and in-migration in the New York City metropolitan region will likely create service demands that are more exacerbated downstate than upstate. Since the State primarily operates the downstate offices as opposed to County based services that prevail in most of the upstate areas, the State offices may face a disproportionate service demand. Alternatively, declining population upstate may erode the customer base that provides the revenue that currently funds County Clerk operations, especially affecting western and southern tier counties.

In 2015, e-Government services, just now emerging in 2002, should be the most visible part of DMV's service offerings for routine transactions. Taking advantage of the continued household penetration access to the Internet will make many current DMV visits unnecessary. By 2015, 24 by 7 round-the clock service may be the expected service norm. A more sophisticated, Internet ready customer base, however, may also expect better integration of services, looking to DMV as an outlet for other State services and

vice versa. For example, an address change noted in a DMV transaction may prompt updates in several other State (or even Federal or municipal) databases. As the most visible service outlet for the State, DMV can be expected to play an even larger role in supplying other agencies with data and program support to achieve their missions.

New York's changing population will likely stimulate other technological advances. Regardless of age, "smart card" driver licenses will likely provide more identification integrity and data at our fingertips. Since this represents DMV's core competence, it will also prompt the agency to reconcile conflicting demands for security and privacy. Similarly, driving simulators (perhaps web-based) may become an acceptable outlet for driver training, driver self-assessment, and especially in skills testing. Recognizing language demands, web services (if not over-the-counter) may be required in multiple languages; recognizing physical challenges that accompany aging, Internet screens and standard forms may have to be printed in larger font sizes.

Besides these accommodations, a changing population base will also affect DMV's role in collecting State revenue. Registration fees, especially, may decline by 2015 as an older population (especially retirees) reduces the number of cars per household when driving skills decline or economic status becomes fixed. Related vehicle fees—like plates, titles, insurance, etc.—may decline proportionately. Other motor vehicle fees—like licensing—may not be as subject to decline. Conceivably, an older driving population may exhibit less "risk-prone" behaviors. Less speeding or red light running, for example, may reduce fines, but will produce an acceptable trade-off if highway safety is improved.

## **II. PRIORITY ISSUE AREAS**

In assessing the impact of New York's population dynamics in 2015, DMV identified three overarching issues, requiring advanced consideration as prelude to introducing program changes in 2015. These three were selected from a cluster of nine issues (highway safety, customer service, training, testing, message/marketing, politics, revenue, services to other agencies, and technology). They were selected because they are strongly correlated to the agency mission, our core competence, and especially the urgency they present for long term planning.

### **Issue #1: Customer Service**

As the agency with the most face-to-face contact with New Yorkers, DMV recognizes that changing customer dynamics will prompt us to deploy new services—like the Internet—that can ensure quick and convenient transactions. Providing customer-satisfying office visits will also require special attention given the expected increase in immigrant non-English speaking populations in the NYC metropolitan area.

## **Issue #2: Highway Safety**

As the State's lead agency in promoting highway safety, DMV recognizes that the increasing number of senior drivers will cause us to monitor actual driving behavior and patterns in order to assess and refine driver licensing requirements. DMV accident reporting data will need to be analyzed to detect driving performance among all age cohorts, but especially among the growing senior population.

## **Issue #3: Message / Marketing**

As one of the State's most visible agencies, DMV recognizes that any initiatives introduced to address an aging population will likely require innovative customer "buy-in" strategies as much as policy and program analysis. In all their various social roles—as drivers, senior citizens, voters, taxpayers—older New Yorkers will justifiably expect DMV to tailor programs to their needs and expectations.

### **III. ACTIONS AND RESULTS**

#### **Issue # 1: Customer Service**

Changing customer dynamics will prompt us to deploy new services to ensure quick and convenient transactions as well as improve traditional face-to-face services, especially given the expected increase in immigrant populations in the NYC metro area.

**Action:** Conduct research into the changing demographics, service needs, and expectations of DMV's customer base, focusing on the growing numbers of both senior drivers and downstate metropolitan customers, especially newly arrived residents.

**Action:** Continue to establish new service outlets (like mobile services) and partnerships (American Automobile Association (AAA), AARP, et. al.) to expand the number of outlets where customers can obtain DMV services without making traditional office visits.

**Action:** Ensure continuity of service in upstate areas that will experience population loss, perhaps affecting the ability of Counties to provide accustomed motor vehicle services.

**Action:** Continue to "port" existing DMV transactions to the Internet and to develop new services that can provide either enriched content or new functionality that provide alternatives to office visits and/or streamline those that are necessary.

**Action:** Continue to provide more customer-centric and, where warranted by growing population demands, ethnic community based services, including multi-language offerings, more readable forms, etc.

**Action:** Expand and publicize DMV’s consumer protection services to ensure that the traditionally susceptible and growing older driver population is not unfairly taken advantage of by faulty car repairs or related scams.

**Result:** Customer-satisfying transactions and services in locales and formats that better meet customer round-the-clock needs.

### **Issue # 2: Highway Safety**

The sharp increase in the number of senior drivers will cause us to monitor actual driving behavior and patterns in order to develop and refine highway safety strategies.

**Action:** Analyze accident-reporting data to detect changes in driving performance among all age cohorts, but especially among the growing senior population.

**Action:** Develop programs targeted to senior drivers that improve driving performance, deliver training and education, and encourage off-road self-assessments and as needed on-the-road skills testing.

**Action:** Explore licensing options that accommodate senior drivers’ actual driving patterns and expectations, perhaps offering reduced use licenses at either reduced fees or for reduced terms (or both).

**Action:** Explore technologies (like simulators) that can provide senior drivers with more self-assessment tools to understand the impact of aging on driving performance.

**Action:** Expand collaboration with the Department of Transportation and other members of the Governor’s Traffic Safety Committee to coordinate research on the driving performance of senior drivers, highlighting the driving impact of the natural decline of visual acuity fine motor skills, and response time, leading to more visible roadway signs, etc.

**Action:** Study the increasing presence of seniors in the workforce (especially commercial drivers), reviewing their performance to ensure continuing driving competence.

**Result:** Safer highways as measured both by lower fatality rates and, especially, less serious injuries within the growing—but at risk—senior driver population.

**Result:** More knowledgeable and self-confident drivers among all age groups through education and licensing, but especially among seniors.

### **Issue # 3: Message / Marketing**

Any DMV initiatives introduced to address an aging population will likely require innovative customer “buy-in” strategies as much as policy and program analysis.

**Action:** Develop senior-friendly information (like more readable forms) and service channels (like mobile services) that are tailored to senior needs and expectations, publicizing DMV's customer service and highway safety programs and goals.

**Action:** Facilitate senior access to all DMV services and especially use of the Internet by systematically obtaining direct feedback (via surveys) or through indirect contacts (via surrogates like the State Office for the Aging [NYSOFA] AARP, et. al.).

**Action:** Establish more day-to-day and long-term contacts with senior advocacy groups, including NYSOFA, AARP, neighborhood senior citizen centers, etc.

**Action:** Establish an internal DMV office of the aging driver to coordinate agency program, service delivery, and communications.

**Action:** Develop benchmarks that can establish where we are today and serve as baselines to measure progress in improving customer service, highway safety, and meeting other agency goals.

**Result:** All DMV customers are better informed about the impact of aging on driving performance and the services that are available at DMV to address this changing population dynamic.

**Result:** The overall number and effectiveness of DMV's safety messages and service delivery formats are increased, ensuring that senior drivers, especially, have the information they need about the impact of aging on driving.

## **OFFICE OF PARKS, RECREATION AND HISTORIC PRESERVATION**

### **I. INTRODUCTION: INTERNAL SCAN**

The mission of the Office of Parks, Recreation and Historic Preservation (OPRHP, AKA the Office) is to provide safe and enjoyable recreational and interpretive opportunities for all New York State residents and visitors and to be responsible stewards of our valuable natural, historic and cultural resources.

Recreational activities change dramatically throughout the life cycle. Changes are due not only to changes in an individual's physical abilities, but also social, economic, and other factors as well. Older adults may take on new recreational interests especially after their children have grown or when they retire. Demographic changes within New York State will affect levels of participation in various recreational activities. Although there are many "Baby Boomers" approaching retirement age, these individuals are generally more active than previous generations.

Most park and recreational facilities will undoubtedly continue to undergo adjustments to accommodate an older recreational market. Currently, we feature a number of different programs and activities designed to accommodate the needs and interests of senior citizens. For example, we feature a Golden Park Program, which gives senior citizens free access to our sites during the weekdays. Additionally, we sponsor an annual Senior Games athletic competition. We also feature many passive recreational pursuits such as hiking, biking, birdwatching, camping and nature centers, and many active recreational activities such as golf and fishing, that are popular among seniors. The overall impact of an aging population on State Parks' will be an increase in attendance. This will undoubtedly stimulate certain changes within the agency.

#### **Agency mission/policies:**

The impact of the state's changing demographic on the agency's mission and policies include: revisiting and adapting our passive recreational activities to meet senior needs; reviewing historic site programs which are a favored activity among seniors and reviewing recreational survey data to meet increasing senior recreational needs.

#### **Programs/Patron needs:**

The impact upon the agency's programs and patron needs include: increased safety concerns throughout our facilities; consideration of parking and access for patrons, who are not as mobile, yet not considered handicapped; development of more electric campsites and cabins; development of more programs/activities geared toward non-team sports and other activities that seniors favor; evaluate Recreational Vehicle (RV) site demand, which could extend the camping season into the fall months since weather will

not be as much of a factor; revisit and modify the content, medium and format of how we communicate with our patrons including our Web site, maps, brochures and interpretive signs; consider the number and placement of resting areas, playgrounds for grandchildren, picnic areas, restrooms, food concessions, telephones, first aid stations, shade and cooling areas; consider more educational programs at parks and historic sites for both seniors and their grandchildren; accommodate demands for ecotourism travel packages at our nature centers and birding areas as well as heritage tourism; examine increased demand for swimming areas; review the use of boats using our waterways; consider changes in food concession menus and in the services other concessionaires offer; reevaluate transportation throughout our larger parks; increase maintenance of our golf courses so as to meet larger number of rounds played; increased need for more visual, hearing and mobility aids at our facilities, especially at our Historic Sites and promote greater participation in our Empire Senior Games.

**Management of the agency:**

The impact upon the management of agency includes: filling authorized positions to meet expanded programs. Additionally, we would need to increase our volunteers and examine resources compared to need in order to train staff to support volunteers and new programs. Other effects include: having fewer young people to hire as seasonal workers; increasing our police and ranger presence through filling authorized positions; evaluating potential revenue impacts of serving older park patrons (who normally would be required to pay a vehicle use fee to enter the park during the week) once they become eligible to gain free access under the Golden Park Pass Program. In addition, individuals who are considered disabled currently get free access at any time under the current Handicap Access Program. The result of increased participation could be a drain on the dedicated Statewide Park Infrastructure Fund.

The Office is currently addressing and responding to some of the anticipated changes in the state's demographic changes. Currently, we are addressing access issues at our new and existing sites in order to achieve greater access for all. We are developing an organizational structure to support volunteers and exploring the best use of those volunteers. We are also adjusting the way we assign and deploy staff to anticipate changing use patterns at our facilities. As part of our planning process, including grant application evaluations, OPRHP has used population projections for the year 2020 in the upcoming Statewide Comprehensive Outdoor Recreation Plan. This data is also used to track the impact of changing demographics of patrons at our facilities. Finally, we continue to upgrade our camping facilities to include an array of full-service cottages as an alternative to traditional tent site camping.

**II. PRIORITY ISSUE AREAS**

**Impact upon agency mission/policy:**

There will be greater emphasis on our passive recreation services. This will include re-examining how best to adapt our current services to an aging population and

whether to add programs. Examples of our passive recreational services include: hiking, cabin camping, picnicking, nature study, bird watching, fishing, golf, swimming and photography. Traditionally, these are the types of activities that have been favored by senior citizens and as the population ages, we expect attendance at facilities that feature these services will increase. Thus, this is a priority based upon the inevitability of increased need.

**Impact upon our patron needs:**

We have identified the issues of parking and access for aging patrons as a priority. Specifically, consideration of parking and access for patrons, who are not as mobile, yet not considered handicapped, will be our focus. This emphasis is consistent with our aim to provide the highest quality of service to all patrons.

**Impact upon agency management:**

The highest priority concerning an aging population's impact upon the way we manage the agency is evaluating potential revenue impacts of serving older park patrons (who normally would be required to pay a vehicle use fee to enter the park) once they become eligible to gain free access during the week under the Golden Pass Program. Relatedly, individuals who are considered disabled would get free access at any time under the Handicap Access Program. The result could be a drain on the dedicated Statewide Park Infrastructure Fund that could affect other agency programs.

**III. ACTIONS AND RESULTS**

**Priority Issue #1:**

As the State's elderly population increases, the Office of Parks, Recreation and Historic Preservation's current programs will have to be adapted, and new programs will have to be added, in order to address the needs of an aging population.

**Actions:**

- As part of its planning process and grant application process, the Office will continue to use population projections for the year 2020 in its State Comprehensive Outdoor Recreation Plan.
- The Office will use surveys that will include breaking down activities and interests by age.

**Result:**

- These actions will allow the Office to incorporate issues pertinent to seniors into its overall planning, especially with regard to our passive recreational services, including full service cabin camping, golf, fishing and historic site touring.

Actions:

- The Office will direct the agency's Resource Management Group, which comprehensively reviews agency policies and programs, to incorporate considerations about the increasing numbers of seniors into their deliberations.
- The Office will consider designating an agency aging policy coordinator, who will examine how the agency's policy and management decisions will affect seniors and who will form liaisons with other bureaus in the agency and with the State Office for the Aging.

Result:

- The Office's policies and programs will reflect the needs of its older patrons.

**Priority Issue #2:**

There will be an increasing number of aging patrons who will not be as mobile as they were in their younger years but who will not be considered handicapped, which will have an impact of issues of parking and access for this aging population.

Actions:

- Roads and parking lots will be studied to see whether any changes have to be made to accommodate seniors who may not necessarily be handicapped but may have reduced mobility.
- A brochure can be developed that features information on the degree of difficulty of self-guided trail maps that feature distances.
- The Office's future capital projects should consider the effects on seniors, such as increased security and accessibility.

Result:

- Service to aging patrons will be appropriate and of high quality.

**Priority Issue #3:**

Increasing numbers of senior patrons served by the agency's park programs, who would normally be required to pay vehicle fees to enter the park, will become eligible for free access under the Golden Pass Program; and this will have an impact on the Office's future revenues.

Action:

- Fiscal projections will be made to evaluate the impact of increasing participation by seniors.

Result:

- The agency will have more accurate information upon which to design programs and make policy decisions.

## PUBLIC SERVICE COMMISSION

### I. INTRODUCTION: INTERNAL SCAN

The Public Service Commission's (PSC) overarching policy initiative is found in its mission statement, in which it strives to "promote the development of competitive markets." The PSC's goal is to offer competitive choices for utility services to all New Yorkers because competition provides consumers with more and varied pricing options, offering more value for consumers than a monopoly environment.

Changes in population, ethnicity, and income will have an effect on the PSC, both in its internal and external interactions. Shifting demographic trends may lead to subsequent changes in consumer needs, and the Commission may need to adapt its programs and services to meet those needs. Accordingly, the PSC will need to review how program and service changes affect the PSC's management of its work. It will also need to review how the utilities it regulates are changing their programs and services to meet the needs of a changing demographic mix.

Data from the U.S. Census Bureau<sup>13</sup> show that a large percentage of the current population consists of those born between 1946 and 1964, who are currently in their late forties and early fifties (known as the "Baby Boom" generation). By the year 2015, this group will reach age 65 and over. Combining a steady birth rate of 2.06%<sup>14</sup> with a larger population of people over age 65 and an increased life expectancy<sup>15</sup> will result in an increase in the overall population. In fact, the U.S. Census Bureau projects that New York State's population will increase from 18.25 million in 2005 to 18.91 million in 2015,<sup>16</sup> and the largest portion of this increased population will be made up of those age 65 and over.

This increase in overall population will have an effect on an already limited energy generation supply in New York State -- more people, and those businesses fulfilling their needs, use more energy. The addition of 440 megawatts in turbine generators in New York City last year helped ease New York's immediate energy crisis, and New York's Independent System Operator (ISO) this year recommended the approval of 7,100 megawatts of new generating capacity statewide by 2005 to keep pace with demand. The Commission will have to determine if more generation above what is already approved is necessary to meet demographic trends, and an expected increase in population, through 2015.

Many of the "Baby Boomers" currently in the job market will be eligible to retire by 2015 and may trade in a paycheck for a smaller pension, social security payments,

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<sup>13</sup> <http://www.census.gov/population/www/projections/stproj.html>

<sup>14</sup> Riche, Martha F. "America's Diversity and Growth: Signposts for the 21<sup>st</sup> Century." [<http://www.prb.org>]. June 2000.

<sup>15</sup> *Ibid.*

<sup>16</sup> <http://www.census.gov/population/projections/state/stpjpjpop.txt>

money drawn from savings, welfare, or family assistance. This reduction in annual income can be so drastic that many senior citizens become eligible for low-income assistance programs, including discounted utility rates, the Home Energy Assistance Program (HEAP), weatherization, and other energy and bill reduction programs. The Commission must prepare for the impact of an increased demand for these programs because their costs, in many instances, are borne by all ratepayers. The Commission must review the effect of an increase in low-income customers on its ability to respond to the needs and concerns of this customer group and advocate for this growing segment of the population.

As the elderly population grows, the Commission must consider how it will affect the types of consumer protections it provides, and what preventive measures it must take to educate the aging population about these dangers. Certain groups prey on the aging population, targeting them for schemes including “slamming” (the unauthorized switching of phone service) and “cramming” (unauthorized listing of charges on a utility bill). It must also review other consumer protections, including shutoff procedures for non-payment of service that may occur to the elderly with little to no income. Further, as the population ages and maintaining health becomes more difficult, the Commission must continue to ensure that utility related consumer protections are adequate for elderly, blind, and disabled consumers.

Census data also show projected increases in immigrants to the United States (more than 1 million immigrants annually).<sup>17</sup> Further, increases in minority population will grow through live births. Projections indicate that Hispanics will become the nation’s largest minority population by 2010.<sup>18</sup> There is also a projected increase in the Asian population.<sup>19</sup> Changes in ethnicity will have an effect not only on how the Commission communicates with utility rate customers, but on the quality of the communication the Commission expects from the utilities it regulates. With the increase in foreign language speaking populations, the Commission must adapt its communication methods and vehicles, and ensure that the utilities it regulates adapt as well.

As changes to population, income, and ethnicity demographics take hold, the Commission must review the effects on the programs and services it provides to all New Yorkers. It must work with utilities to ensure that the programs they offer reach the changing population and meet their needs. Further, the voices of those groups that advocate for minorities and the aging population, including consumer groups, businesses, and local and state elected officials, may grow stronger as their constituency increases. The Commission must work with these groups to ensure that the needs of New York’s changing population are well served as it promotes consumer services in the competitive utility marketplace.

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<sup>17</sup> Riche, Martha F. “America’s Diversity and Growth: Signposts for the 21<sup>st</sup> Century.” [http://www.prb.org]. June 2000.

<sup>18</sup> *Ibid.*

<sup>19</sup> *Ibid.*

## II. PRIORITY ISSUE AREAS

### Issue # 1

In light of future demographic trends, the PSC has a keen interest in ensuring an adequate supply of generation in New York State. Because of the physical effects a shortage of supply could have on the basic human needs of all New Yorkers, and the economic effect on the market where shortage of supply can increase prices, the PSC considers ensuring adequate electricity supply at just and reasonable rates to be its top priority.

### Issue # 2

The PSC is also concerned about consumer protections to prevent predatory business practices like “cramming” and “slamming”; shutoff procedures for non-payment of service; and an increase in demand for assistance programs for the low-income and elderly, blind and disabled population.

### Issue # 3

Finally, the PSC believes in the importance of consumer education and its role in educating non-English speaking populations about their rights and responsibilities as utility service customers, and the benefits of competition. Projected increases in non-English speaking populations will have an effect not only on how the PSC communicates with electric, gas, telephone, water, and cable customers, but on the quality of the communication the PSC expects from the utilities it regulates.

## III. ACTIONS AND RESULTS.

### Priority #1:

- The PSC has a keen interest in ensuring that an adequate supply of electricity is available in New York State.

### Action:

- The PSC will continue to work to increase the siting of generation plants within New York State. The Chairman of the PSC heads the New York State Board on Electric Generation Siting and the Environment (Siting Board), which is made up of Commissioners from the NYS Departments of Environmental Conservation, Health, and Economic Development; the Chairman of the NYS Energy Research and Development Authority; and two residents from the area in which any new generation facility is proposed. Under Article X of the NYS Public Service Law, the Board is charged with certifying applications to construct and operate an electric generating facility with a capacity of 80 megawatts or more. So far, the Board has certified several new facilities including the 1,080 megawatt natural

gas-fired electric generation plant in Athens, New York, and the 750 megawatt natural gas-fired electric generation Bethlehem Energy Center in Bethlehem, New York. In the near term, the PSC will supplement the siting of new generation facilities with its “New York Needs More Power” and “Conserve A Little, Save A Lot” consumer education and awareness efforts.

Result:

- New York’s current and future energy supply and demand issues will be addressed.

**Priority #2:**

- Due to an increase in the numbers of elderly and non-English-speaking consumers, energy and telecommunications consumer protections will require continued oversight.

Actions:

- The PSC will continue to monitor emerging energy and telecommunications markets and will impose fines on telecommunication companies who commit predatory business practices.
- The PSC will continue keeping a “Slamming Watch List” to monitor customer complaints and will help educate customers who are assessing their competitive choices.
- The PSC will continue using its powers to revoke companies’ Intrastate Operating Certificates in instances where predatory business practices have been used.

Result:

- Incidents of “cramming,” “slamming,” and other predatory business practices will be vigorously investigated in keeping with the PSC’s Zero Tolerance Policy.

Action:

- The PSC will review and enhance its consumer protection policies and regulations.

Result:

- This will accommodate the move to a more competitive energy market.

**PUBLIC SERVICE COMMISSION**

- This will address potential issues important to consumers in the areas of slamming, deposits, budget billing, deferred payment plans, complaint handling, and connection/termination of services.

**Actions:**

- Approve enhanced programs for low-income customers within Niagara Mohawk Power Corporation and New York State Electric and Gas Corporation's service territories.
- Review the Special Needs and Elderly, Blind and Disabled programs at all of the major utilities in New York State and recommend enhancements to those programs.
- Ensure that all utility service territories have programs in place to assist low-income customers.

**Results:**

- Assist low-income, special needs, elderly, blind, and disabled customers.
- Increase funding for and/or expand participation levels in programs directed to low-income customers.

**Priority #3:**

- Increases in elderly and non-English speaking populations will affect the methods and procedures that the PSC and utilities will use to communicate with electric, gas, telephone, water, and cable customers.

**Actions:**

- The PSC will provide more communication vehicles for non-English-speaking populations, including the creation of Hispanic and other non-English language Web pages.
- The PSC will enhance its existing non-English-speaking consumer information number.
- The PSC will focus its efforts through the assignment of an Aging Advocate from within its Office of Consumer Education and Advocacy, who will (1) advocate for the aging on energy costs, billing clarity, complaints, consumer protections, and other pertinent issues; (2) review PSC consumer education materials with a focus on the aging population and provide consumer education at targeted events; (3) represent the PSC in interactions with AARP and other consumer advocacy

groups; (4) keep abreast of state and national legislation affecting the aging; (5) update PSC senior staff on issues relating to aging persons;

- The PSC will review all of its utility outreach and education programs as well as those conducted by utilities.
- The PSC will enhance existing partnerships with the New York State Office for the Aging, the Department of Housing and Community Renewal, and other key state agencies to work on telecommunications and energy issues and consumer protections affecting the aging and non-English-speaking consumers.

Results:

- Enhance advocacy for the aging and facilitate communications between the PSC, utilities, advocacy groups, the aging and non-English speaking consumers.
- Employ effective, appropriate communication vehicles for aging and non-English speaking populations.

In summary, the PSC will remain committed to working to ensure an adequate generation supply for New York State. It will remain dedicated to protecting consumers and ensuring that all New Yorkers, including the aging population and non-English-speaking residents, have access to information regarding their rights as utility customers and the benefits of competition in the energy and telecommunications marketplace.

# COMMISSION ON QUALITY OF CARE FOR THE MENTALLY DISABLED

## I. INTRODUCTION: INTERNAL SCAN

The Commission's mission is "to improve the quality of life for individuals with disabilities in New York State, and beyond, and to protect their rights..."

The Commission on Quality of Care has oversight responsibility for the mental hygiene system. The major components of the Commission includes investigations of care and treatment issues, deaths, abuse and neglect, looking at systemic policy issues and studies, and mismanagement of public funds. The Commission also administers the federally mandated Protection and Advocacy program. The only direct service provided by the Commission is through our Surrogate Decision Making Committee Program (SDMC). This program is designed to offer more timely medical treatment, to individuals who are not capable of consenting for their own treatment, and do not have a guardian.

### **The Impact of the State's Changing Demographics**

#### **Demographic Trends**

There are two areas that will have the biggest impact on the Commission's constituency due to changing demographics: housing and treatment needs. These issues span across all demographic shifts (i.e., aging, ethnicity, etc.).

There are two areas that the Commission has identified that the changing demographic trends will have the greatest impact. The SDMC program provides consent for medical treatment. As individuals with disabilities age along with the rest of the population, medical conditions relating to the aging process will become one of the primary considerations for the program. Additionally, the Commission has oversight responsibility for Adult Homes where twenty-five percent or more of the individuals have a mental illness. These homes, will also feel an impact, and will have to deal with treatment and appropriate housing options as individuals age and need increased levels of care.

#### **Overarching Policies**

The mental hygiene system has made considerable changes over the years (i.e., institutionalization to deinstitutionalization.) It is part of the Commission's mission to continue to impact the system toward positive change by working collaboratively with the agencies with which we have oversight responsibility such as: the Office of Mental Health (OMH), the Office of Mental Retardation and Developmental Disabilities (OMRDD), and the Department of Health (DOH).

## **Program Considerations**

A key element of the SDMC program is training volunteers to serve on panels that make the determination if medical treatment is necessary for an individual. A new consideration for this program will be ensuring that the Commission staff and the volunteers are familiar with medical conditions and medical treatment that are predominately age related.

## **Management and Staffing Issues**

The Commission currently is involved in succession planning for the agency. Through this planning, it became clear that the Commission would be going through many demographic changes. These changes will also have an impact on how we relate to the changing demographics of our constituents. There is a potential for a high staff turnover rate due to staff retirement, especially in management positions. It will be important to have the capacity to hire and train new Commission staff, so we can effectively carry out the mission of the agency, and address the needs of the individuals we serve.

## **II. PRIORITY ISSUE AREAS**

### **Issues**

#### **1. Housing and Treatment Needs**

As New York citizens age, there also will be an increasing number of individuals with disabilities whose needs will change as they age in the system. The Commission will continue to work collaboratively with the OMH, OMRDD, and DOH to ensure that the programs that the Commission oversees are sensitive and responsive to the needs of the individuals served by these agencies.

The Commission chose this as a primary priority to ensure that the system continues to be responsive to individuals as the State's demographics change over the next several years. This is consistent with the Commission's mission.

#### **2. Surrogate Decision Making Committee (SDMC)**

The Commission's sole direct service is the SDMC program, which provides consent for medical treatment to individuals who do not have the capacity to consent on their own. The Commission recognizes the importance of ensuring that both the Commission staff and the SDMC volunteer panel members are well trained in issues that affect the aging population, such as age-related medical conditions and risk factors for the elderly for certain medical treatment or surgery.

### **3. Strategic Planning/Training**

A priority will be given to training Commission staff on issues that affect the aging disability population. This is a high priority for the Commission, especially for our staff, who investigate care and treatment issues, abuse, neglect, and in our death investigation functions. The Commission has incorporated the issues identified with the changing demographics of New Yorkers through our ongoing strategic planning process. Progress reports are given on a monthly basis.

## **III. ACTIONS AND RESULTS**

### **Priority 1. Housing and Treatment Needs**

#### **Actions**

- The Commission will meet with State and other interested agencies to flush out the issues that affect individuals with disabilities that are receiving services, as they age.
- The Commission will provide ongoing training to its staff and others, regarding any changes in treatment and housing needs identified through discussions, trends and research activity done to identify the needs of individuals.
- The Commission will continue to work collaboratively with the OMH, OMRDD, and DOH.

#### **Result**

- Ensuring that the programs that the Commission oversees are sensitive and responsive to the needs of the individuals served by these agencies.

### **Priority 2. Surrogate Decision Making Committee (SDMC)**

#### **Actions**

- Conduct research, and discuss issues with appropriate State and other relevant organizations regarding the aging population, and how it relates to individuals with disabilities, consent, and medical treatment.
- The Commission recognizes the importance of ensuring that both the Commission staff and the SDMC volunteer panel members are well trained in issues that affect the aging population (i.e., medical conditions related to age, risk factors for the elderly for certain medical treatment or surgery). This training will be regular and ongoing.

**Results**

- Ensuring that the system continues to be responsive to individuals as the State's demographics change over the next several years.
- Keeping Commission staff abreast of issues affecting individuals with disabilities, thereby giving Commission staff the resources they need to effectively address issues concerning the aging disabled population.

**Priority 3. Strategic Planning/Training**

**Actions**

- Research of issues, and ongoing training for staff on issues that affect individuals with disabilities, pertaining to aging, and other demographics.
- Modify the Agency's strategic plan to address issues that affect our constituents.

**Result**

- Ensuring that the system is responsive to the changing trends in the disability field.

# OFFICE OF REAL PROPERTY SERVICES

## I. INTRODUCTION: INTERNAL SCAN

### Agency Mission, Vision, and Program Overview

The mission of the Office of Real Property Services is to lead the State's efforts to support local governments in their pursuit of real property tax equity. Its vision for the future is a unified real property tax administration system forged by an alliance of the State and local governments.

The real property tax is the largest tax levied in New York and is the mainstay of local government finance, contributing over \$26 billion annually. It is used by all levels of local government, including counties, cities, towns, villages, school districts, and special districts. Administration is primarily at the local government level: assessors determine the value of property for tax purposes; local taxing units set their tax rates; assessors determine eligibility for more than 200 different statutory exemptions; and administrative review of assessments is accomplished by local boards. State-level functions include: equalization of assessments to a common full market value basis for tax apportionment, State aid allocation, and other such purposes; provision of financial and technical assistance to local governments; assessment of certain special property; and general oversight of the local assessment function.

### Program Impact of Demographic Changes

A number of anticipated demographic changes are likely to affect State and local administration of the real property tax in New York. Although it is probably impossible to foresee all the direct and indirect influences that will result, it is clear that changing age, income, and migration patterns will likely affect eligibility for and participation in some property tax exemption programs. The primary programs where this is expected to occur are the School Tax Relief Exemption (STAR) that is granted under section 425 of the Real Property Tax Law (RPTL), the Senior Citizen Exemption granted under RPTL section 467, and the various Veteran Exemptions granted under RPTL sections 458 and 458-a. These exemptions have various eligibility criteria, such as age, income, residency, or time period of military service. Thus, changes in the age composition of the property owning population and/or changes in income levels will have direct effects on the number of exemptions granted and the amount of the tax benefits that accrue to eligible taxpayers.

The influence of future demographic patterns will likely vary among the exemption programs. For example, increasing numbers of taxpayers in the higher age cohorts will tend to increase the number of STAR and Senior Citizen exemptions granted. However, the number of veterans qualifying under RPTL section 458 is likely to decline, since eligibility for this program is primarily confined to older veterans who served in World War II and the Korean War.

Another factor that will have a major impact will be future statutory changes. In the past, the income limit for the Senior Citizen Exemption has been increased by the Legislature many times to account for inflation. More recently, legislation has been enacted to apply an annual inflation index to the income limitation used in the "enhanced" STAR exemption for homeowners aged sixty-five or more. Other statutory changes, such as exclusion of certain types of income from consideration, have also been common in past years and they generally serve to increase the number of qualifying applicants. If this pattern of statutory change persists, it is likely that the program effects of an aging population will be reinforced or even expanded by more liberal eligibility criteria.

The fiscal consequences will likely be felt in terms of impact on local tax bases. Exemptions that remove certain property from the tax base will generally serve to shift local taxes to other taxpayers and/or make it more difficult for local governments to generate revenue without increasing tax rates. However, increased eligibility for the "enhanced" STAR exemption granted to homeowners aged sixty-five or more will also have fiscal consequences at the State level since the local cost of this exemption is fully offset by special State payments to school districts. State STAR costs may increase not only because of increased program eligibility but also due to any future increases in local tax rates that may result from expanded eligibility for other exemptions.

The RPTL section 467 Senior Citizen Exemption is optional to local governments, as are several of the Veterans Exemptions. In addition to the basic option to grant or not grant exemptions of this type, local governments also have certain options to limit eligibility and benefit levels. The potentially higher cost of increased exemptions in future years may result in changes to local-option decisions as the local governments in question attempt to limit erosion of their tax bases.

Growing exemption eligibility may also have administrative effects. Other things equal, the increasing complexity of income definitions will make it more difficult for local assessors to determine eligibility. This will have an indirect impact on the State, as more advice, interpretation, training, data processing, and other administrative activities are required to assist assessors in performing their duties. Local administrative costs may also increase if an aging population results in a higher level of third-party notification regarding exemption eligibility. Since financial assistance is currently provided by the State to local assessing units to help them defray the expenses of STAR exemption administration, there is the potential for heavier demands on State resources in future years if local administrative costs increase.

Other potential demography-related effects may occur, but they are less clear at present than the exemption issues already cited. These include the possible effects of an aging population on assessor turnover and training requirements, and the possible need for informational materials in languages other than English.

## II. PRIORITY ISSUE AREAS

### 1. Growth of STAR exemptions:

The School Tax Relief Exemption (STAR) that is granted under section 425 of the Real Property Tax Law (RPTL) is likely to see major changes in terms of eligibility and taxpayer participation due to projected demographic trends. The primary demographic trends responsible for this will be those associated with age, income, and the rate of owner occupancy for residential properties, especially as they relate to the "enhanced" version of the exemption granted to income-eligible senior citizen homeowners.

### 2. Growth of senior citizen exemptions:

The Senior Citizen Exemption granted under RPTL section 467 is also likely to see increased eligibility and participation, although the beneficiary population differs from that of the enhanced STAR exemption. There will be fiscal consequences for local governments, and information on relevant trends will be needed by them to guide their decisions in terms of opting to allow the exemption and the additional eligibility criteria they may designate.

## III. ACTIONS AND RESULTS

### Issue #1: Growth of STAR Exemptions

Actions:

- a. Monitor annual changes in exemption numbers, exempt values, and projected state reimbursement amounts.
- b. Include information regarding projected changes in population composition in any fiscal estimates made for proposed legislation relative to the STAR program.
- c. Include information regarding projected changes in population composition in reporting STAR exemption data to state and local policymakers.

### Issue #2: Growth of Senior Citizen Exemptions

Actions:

- a. Monitor annual changes in exemption numbers and exempt values.
- b. Include information regarding projected changes in population composition in any fiscal estimates made for proposed legislation relative to senior citizen exemption income limitations and other relevant program parameters.
- c. Include information regarding projected changes in population composition in reporting senior citizen exemption data to state and local policymakers.



# STATE EMERGENCY MANAGEMENT OFFICE

## I. INTRODUCTION: INTERNAL SCAN

In order to understand how the State Emergency Management Office (SEMO) will approach the challenges of Project 2015, it is important to note the unique structure and mission of our agency.

The mission of our agency is to coordinate and deliver comprehensive emergency management services for the citizens of New York State and the public, private and volunteer organizations that protect their lives and property. New York State legislation established SEMO as the staff arm of the New York State Disaster Preparedness Commission (DPC). Many agencies in the 2015 Working group are DPC members.

SEMO's role is to provide emergency management planning, training, exercise, response, recovery and mitigation assistance to any state agency, local, or private sector entity who requests our assistance. We do not have a response force, nor elaborate resources or equipment to bring to a disaster. Instead we coordinate the efforts of those agencies that can provide that assistance.

Given this background, it is evident that our role in the 2015 project is somewhat different from those of the other agencies in this project. Our role is more along the lines of development and implementation of a strategy to promote awareness of the demographic changes facing the state relative to the elderly population and how this fits in with the current structure of delivery of emergency assistance as it exists today. In other words, our role as we see it in SEMO is to insure that the DPC and our local and private sector clients are aware that emergency management needs to be altered given the shift of demographics. We have identified ten issues relating to our mission which may be affected by the 2015 demographic projections. These encompass the areas of Awareness, Mitigation, Public Information, Education and Warning, and Training, and Planning.

### Issue # 1

To increase awareness of agencies providing disaster services (state and voluntary) of the changes in demographics of individuals identified in the 2015 project. How will the increase in the aged and special needs population impact the way we manage disasters and conduct disaster response?

### Issue # 2

Identify special needs of the population affected by Project 2015.

Issue # 3

Emergency Planning Considerations regarding the 2015 population. There will be a need for our constituents to make changes to Emergency Management Plans.

- Decrease the impact of sheltering on the general population.
- Raise standards to be able to shelter in place instead of evacuating the special populations.
- Provide for sheltering needs of the 2015 population who have medical needs but not those severe enough to be hospitalized
- Determine the adequacy of the system which provides medication for these individuals (availability, supply, etc).
- Administration of meal delivery programs for shut-ins when roads are closed, impassible, destroyed etc.
- Susceptibility of the population to extremes of heat and cold.
- Increased demand for shelters for elderly which will allow pets, the use of guide animals; guide dogs, and handicapped access.

Issue # 4

The number of elderly and disabled will increase in health care facilities, and they will require services in emergencies.

Issue # 5

Providing services related to disaster preparedness and response to residents of public housing. Existing "public" projects will increase in size and population. There will be an increase in the number of new housing projects which serve the increasing aged population who are living in facilities with supportive services or those who are living independently without supportive services. There will be some of the low-income elderly population who can't go to the new facilities. The elderly population at risk in single family housing will need services.

There will be Mitigation, Preparedness, and Training issues relating to Senior Housing. These facilities tend to be clustered together. Frequently they are located in disaster prone areas and susceptible to disaster effects. There will be siting issues, changes needed in building codes, etc.

Issue # 6

Need to provide disaster information and develop alternate means of warning for the 2015 population especially hearing, mobility and visibility impaired, many of whom will not be able to be warned via traditional methods (sirens, Emergency Alert System (EAS), public announcements on TV, etc).

Issue # 7

There will be an increase in elderly as caregivers for children. In a disaster, when schools close, will those with special needs be able to get to schools to pick up children in these circumstances? There will be an increase in family members serving as caregivers for elderly. Is there a need for a system to provide for emergency care for elderly while caregivers respond to emergencies?

Issue # 8

Disaster response will be different for populations in urban versus rural settings where the elderly/disabled population will have different needs.

Issue # 9

Should needs of this group be given increase in priority in disaster response?

Issue # 10

Emergency responders need training to deal with issues relating to the elderly and disabled.

**CURRENT PROGRAMS WHICH CAN BE EXPANDED TO INCLUDE 2015 ISSUES:**

Utilize Public Assistance Liaisons (PALS), retired New York State employees (engineer types) who assist in administration of Public Assistance (infrastructure) project applications during disaster recovery in a Federally declared disaster. Re-activate the "Green Thumb" (NYS Department of Environmental Conservation) project, which allows state agencies to utilize older retired individuals as state agency volunteers.

Utilize CERT (Community Emergency Response Team) principles and policy to reach these individuals. Utilize existing Federal Emergency Management Agency (FEMA) training programs; Workshop in Emergency Management: Disaster Related Needs of the Disabled and Elderly (G 250.3) and G391 Disaster Response Planning for Organizations Serving Seniors and People with Disabilities as training vehicles for agencies and organizations providing disaster services to the population in question. Discuss 2015 implications at Human Needs in Disaster Task Force meetings and after action reviews.

**II. PRIORITY ISSUE AREAS**

The State Emergency Management Office prioritized its ten issues and chose three, which the agency feels, are most important to Project 2015. Our focus will be centered around the issue of how the increase in the aged and special needs population will impact the way we respond to and manage disasters.

Issue # 1

The number of elderly and disabled will increase in health care facilities, and they will require services in emergencies. The emergency management community will need to provide for sheltering needs of the 2015 population who have medical needs but not those with severe enough needs to require hospitalization. We also will have to determine the adequacy of the system which provides services and medication for these individuals (availability, supply, etc.) under emergency/disaster conditions.

Issue # 2

Providing services related to disaster preparedness and response to residents senior living facilities. There will be an increase in the number of new living facilities which serve the increasing aged population under assisted and un-assisted living environments. There will be a significant portion of low-income elderly population in such facilities. There will be Risk Reduction, Mitigation, Preparedness, and Training issues relating to Senior Housing. These facilities tend to be clustered together and frequently they are located in disaster prone areas and susceptible to disaster effects. Disaster response will be different for populations in urban versus rural settings where the elderly/disabled population will have different needs. To properly address this issue, local communities need to consider planning and zoning issues when locating housing for geriatric populations with special needs, with special attention to areas at risk from natural disasters.

Issue # 3

Need to provide disaster information and develop alternate means of warning for the 2015 population especially those who may be hearing, mobility and vision-impaired, many of whom will not be able to be warned via traditional methods (sirens, Emergency Alert System (EAS), public announcements on TV, etc).

### **III. ACTIONS AND RESULTS**

Priority Issue #1:

The number of elderly and disabled will increase in health care facilities, and they will require services in emergencies.

Actions:

- Work with Department of Health (DOH) regarding demographics in health care facilities.
- Working with DOH and State Office for the Aging (NYSOFA), DPC Agency Liaisons, attempt to identify trends which will provide indicators for potential increase in population in health care facilities.
- Include this issue in planning, training and public education programs and seminars.

- Work with signatory agencies to the State Emergency Operations Plan to address this issue in plan revisions.
- Work with local emergency management offices and with Human Needs in Disaster Task Force.

Results:

There will be an increase in awareness of this issue. Priorities will be set for training and planning initiatives to address this issue.

Priority Issue # 2:

Providing services related to disaster preparedness and response to residents in senior living facilities.

Actions:

- Identify those specialized emergency management services related to disaster preparedness and response to residents in senior living facilities.
- Work with with DPC Agencies particularly DOH, NYSOFA, OFPC (NYS Office of Fire Prevention and Control) to discuss necessary services for residents in senior living facilities.
- Include this issue in planning, training and public education programs and seminars.
- Work with state agencies identified in the State Emergency Operations Plan to address this issue in plan revisions.
- Discuss this issue with local emergency management offices.
- Use this for a workshop at the Disaster Preparedness Conference.
- Conduct training workshops with local jurisdictions (emergency management offices) including utilization of those *Workshops in Emergency Management* which are specialized for this function.
- Utilize the Human Needs in Disaster Task Force.

Results:

Specialized emergency management services related to disaster preparedness and response to residents in senior living facilities will be identified. Planning and awareness will be addressed and initiated (if not completed).

Priority Issue # 3:

Need to provide disaster information and develop alternate means of warning for the 2015 population especially those who may be hearing, mobility and vision-impaired.

Actions:

- Work with SEMO Communications and Community Affairs to develop alternate means of emergency communication for the affected population.
- Work with emergency management jurisdictions regarding emergency communication to these populations (workshops, meetings).

- Meet with DPC agencies (especially NYSOFA) and Human Needs in Disaster Task Force to discuss emergency communication to this population.
- Develop public awareness material (brochures, pamphlets, etc.) to publicize new initiatives.

Results:

Disaster information and alternate means of warning for the 2015 population especially those who may be hearing, mobility and vision-impaired will be identified and developed.

Additional methods which may be utilized to accomplish the actions identified in the priority issues: CERT (Community Emergency Response Team), training programs; *Workshop in Emergency Management: Disaster Related Needs of the Disabled and Elderly* (G 250.3) and *G391 Disaster Response Planning for Organizations Serving Seniors and People with Disabilities*.

## **DIVISION OF STATE POLICE**

### **I. INTRODUCTION: INTERNAL SCAN**

#### **Agency Description and Mission**

The New York State Police is the state's principal police agency, and is regarded as one of the most accomplished law enforcement organizations in the nation. With more than 4,000 sworn employees and over 1000 civilian support staff, the New York State Police is one of the largest state police agencies in the country. Its mission is *to serve, protect and defend the people while preserving the rights and dignity of all.*

Fundamentally, the New York State Police serves to promote highway safety and protect our citizens from crime. Its members are responsible for responding to complaints and patrolling the roads and highways outside major urban centers, and providing specialty and investigative police services throughout the State. The work of the State Police ranges from the traditional patrol duties to that of specially trained investigators who conduct sophisticated operations against drug traffickers and other criminals.

The New York State Police is divided into two principal branches, the Uniformed Force and the Bureau of Criminal Investigation. Each of these branches fulfills specific law enforcement needs and provides assistance to federal, county, and local law enforcement agencies.

The Uniformed Force has two primary responsibilities: to protect life and property; and promote highway safety. In many areas of the state, Uniformed Troopers are the primary law enforcement officers. Troopers respond to all types of calls including burglaries, missing children, assaults, robberies, and homicides. In practically all reports of misdemeanor level crimes, a State Trooper conducts the entire investigation, which includes working with the District Attorney's Office during the prosecution phase. In addition, State Troopers enforce the Vehicle and Traffic Laws, and in many of the town courts in New York State, will act on behalf of the District Attorney's Office to prosecute the case. For felony crimes, Troopers conduct the preliminary investigation, and have the opportunity to develop suspects and solve the case, while working closely with Investigators assigned to the Bureau of Criminal Investigation.

The Bureau of Criminal Investigation (BCI) is the plain-clothes investigative branch of the New York State Police. BCI Investigators concentrate on felony crimes and cases related to narcotics, child abuse, auto theft, consumer product tampering, organized crime, computer crimes, bias related crimes, and violent and serial crimes. In addition to conducting criminal investigations, Investigators regularly assist local and county law enforcement agencies that may lack the resources or expertise necessary for conducting major crime investigations.

The New York State Police provides various specialized law enforcement services statewide. Such services include: the Scuba team; Marine Unit; K-9 Unit (drugs, bombs, bloodhounds); Mobile Response Team; Crisis Negotiation Teams; Hazardous Devices Unit (bomb squad); Crime Prevention Officers; Traffic Section; Drug Recognition Experts; Accident Reconstructionists; Mobile Incident Command Center; Hazardous Materials Enforcement; Aviation Unit, (Helicopters, Fixed-wing aircraft, MEDEVAC); Crime Analysis Unit, (which serves as liaison with INTERPOL {the International Police Organization} and coordinates the Statewide Narcotics Apprehension Reporting Effort); Special Projects Group (Homicide Assessment and Lead Tracking, Statewide Automated Fingerprint ID System); Forensic Sciences Unit; the Abuse and Sexual Exploitation of Children Investigation Unit; and the Executive Services Detail, which provides dignitary protection for the Governor, Lt. Governor, and their families.

In addition, the New York State Police has recently completed construction of a new Forensic Investigation Center for Violent Crime. This center is one of the largest of its kind in the nation, bringing criminal justice forensics into the 21st century. The center is designed to be a modern and comprehensive forensic laboratory, providing State and local law enforcement professionals with the latest in forensic science assistance and technology, incorporating all State Police forensic services under one roof.

### **Changing Demographics – Impact on the Agency**

The Division of New York State Police (NYSP) is cognizant of the projected growth in the senior population, and acknowledges the importance of responding to the needs of this increasing segment of society. It is anticipated that an increase in the senior population will result in an increase in the number of crimes perpetrated against elderly citizens. Not only will this change in demographics impact the investigation and enforcement of crime, it will also precipitate questions concerning whether current legislation sufficiently addresses this particular class of victims.

As with any changes in demographics, an increase in the number of law enforcement concerns of elderly citizens will generate several training issues for sworn personnel who are called upon to respond to those concerns.

Law enforcement professionals have recognized the need to develop comprehensive approaches to identify and address crime problems, rather than rely solely on the enforcement of criminal statutes. Citizen involvement, and public information and education have become essential to developing and implementing strategies to combat crime and the fear of crime. An increase in the senior population will undoubtedly result in an increase in the demand for citizen interaction, and public information and education programs relevant to their victimization.

While the recent advances in technology has brought a number of advantages to society, it has also resulted in some unique challenges for law enforcement. The State Police will be called upon even more in the future to police technology-related crimes (Internet scams and other cyber-related crimes), especially against the elderly.

An increase in the senior population will also result in an increase in the number of elderly drivers traveling our highways. Notwithstanding the years of driving experience of that segment of our population, it is anticipated that this increase will generate a number of highway safety concerns (i.e. sight-related errors, diminished reaction time, etc.).

The number of elderly citizens living alone is likely to increase. Those seniors are more likely to suffer a medical emergency or fall victim to a crime without timely detection. Police will be tasked with identifying methods to better detect these events.

The increase in the senior population is also expected to impact State Police employees who are faced with elder care issues within their own families. Identifying resources for those employees will be important to addressing workforce needs.

Over the next 5-7 years, there will be a significant need to coordinate the collaboration of other agencies and advocacy groups that support or service the senior community in an effort to make better use of such valuable resources as personnel, funding, technology, and training opportunities.

### **Agency Response - Existing Programs**

In an effort to address the needs of the citizens of this state, the New York State Police (NYSP) actively participate in community level meetings held by various organizations throughout the state. NYSP sworn personnel have partnered with organizations, such as TRIAD, AARP, RSVP (Retired and Senior Volunteer Program), and LIFESPAN in an effort to provide support services to the senior population.

In response to the increasing incidents of crimes against the elderly, the NYSP Criminal Intelligence Unit and the Planning and Research Unit has developed a grant proposal, entitled "Project CATE: Crimes Against the Elderly." The primary goal of the project is to prevent crimes of fraud against the elderly by cooperatively working with other stakeholder groups to raise public awareness through education, training and outreach in communities comprised of large senior populations. Submission and implementation of the Project CATE grant proposal is currently under consideration.

The NYSP has established a focus group consisting of members from Planning and Research, Bureau of Criminal Investigation, State Police Academy, Office of Human Resources, and the field; to identify and address issues relevant to New York's changing demographics. The issues identified are organized in three categories: Criminal Investigation, Enforcement and Emergency Services; Highway Safety; and Employee Issues.

The New York State Police School and Community Outreach program is comprised of specially trained troopers who provide communities with crime prevention expertise and public safety information. These troopers are often assigned to directly address the concerns of elderly citizens, and are available to conduct educational sessions when requested. A recently developed component of the program includes a

presentation entitled: “Scams, How Do They Affect You?” Although appropriate for any age group, the presentation is notably relevant to elderly concerns.

The New York State Police Domestic Violence Intervention Unit was implemented to provide services to victims of domestic violence. Although intended for all victims of domestic violence, the services provided are certainly available to address elder abuse as well. In fact, in Troop A, which is located in the western region of the state, the issue of elder abuse is being addressed by the Domestic Violence Intervention Unit through participation in a county-wide task force that includes representatives from the NYS Office for the Aging (NYSOFA).

In 1996, the New York State Police Office of Human Resources partnered with the New York State Office for the Aging to present a specialized training program to State Police employees designated as Human Resources Counselors. The training was designed to provide the counselors with information concerning resources that are available to individuals confronted with issues involving the care of elderly parents. The counselors are available as a resource for State Police employees throughout the state who are faced with those issues.

All NYSP sworn and supervisory employees receive diversity and sensitivity training, which emphasizes changing demographics. Employees are encouraged to remain proactive in addressing specific needs of the communities they serve.

The New York State Police maintain a Posted Property Inspection Program whereby summer homes that are unoccupied from October 1 to May 1 are posted and inspected. This service particularly benefits the many senior citizens that travel to a warmer climate during the winter months.

Currently all troopers respond to the concerns of our elderly citizens as they occur during the course of everyday patrol duties. Troopers make referrals to our Crime Victims Specialists, School & Community Outreach Coordinators, or other state agencies such as Office of the Attorney General, Office for the Aging, and Office of Children and Family Services whenever appropriate.

## **II. PRIORITY ISSUE AREAS**

The NYSP Project 2015 focus group identified a number of issues facing the New York State Police with regard to the changing demographics. The issues identified have been divided into three overarching categories. The first category is *Criminal Investigation, Enforcement, and Emergency Services*. This category is comprised of issues related to the State Police response to emergencies and crimes perpetrated against the elderly. The category includes topics such as legislative changes, detection of crimes and emergencies, enforcement of laws, modifications to sworn personnel training, and needs relevant to public information and education. *Highway Safety* is the second category, which comprises issues involving elderly drivers. Areas within this category include personnel training, public information and education, traffic safety enforcement,

and review of driver's license regulations. The third category is *Employee Issues*, which encompasses resource development for employees with elder care needs.

Issues were selected and classified based upon the organizational mission and purpose of the agency. Selection criteria focused on meeting organizational goals to respond to the needs of the constituency. Criteria utilized includes the criticality of the agency response to the issue, the anticipated frequency with which the agency is required to address the issue, and the level of available resources for providing the requisite service. All of the issues selected are considered to be critical to achieving the mission, anticipated to be required frequently, and can be predominantly addressed with available resources, or resources that can be obtained through grant funding or other external sources.

### **III. ACTIONS AND RESULTS**

#### **Priority Issue #1: Criminal Investigation, Enforcement and Emergency Services.**

The primary goal of the New York State Police in dealing with the aging population is to prevent victimization, arrest persons who commit crimes against the elderly, and respond to emergency situations. The most effective means for achieving these goals are identified below.

#### **Actions:**

1. Draft and submit legislation to deter victimization of the elderly. This involves the development of a series of laws designated specifically to address crimes against the elderly. These laws need not only address criminal statutes, but also civil issues. As an example, officials should closely scrutinize cases in which elderly persons suspiciously change estate planning options, or sell off personal belongings.
2. Create specialized units, such as those provided by Project CATE, to investigate crimes against the elderly. These units would be made up of specially trained designated police officers with specific expertise in the area of elder crime prevention.
3. Develop citizen support and contact groups to check for suspicious activities involving the elderly and to report such issues to the police. These groups would work with law enforcement within a structural framework similar to that of neighborhood watch programs. They would offer relevant training programs to the elderly and their families. These support groups could also monitor the ability of senior citizens to live independently. As an example, police officers on routine patrol could check on elderly citizens who are "shut-ins" to make sure they are receiving proper nutrition and care.

**Results:**

The actions suggested above would enable the New York State Police and other public servants to vigorously investigate and arrest those individuals that commit crimes against the elderly. The newly enacted legislation would have a significant impact on deterring crime by applying stiff penalties for victimizing the elderly. Additionally, increased police - citizen interaction, would improve the identification of senior citizens that live alone and are not being provided with appropriate care or support services.

**Priority Issue #2: Highway Safety**

An increase in the senior population will also result in an increase in the number of elderly drivers on our highways. This increase will generate a number of highway safety concerns (i.e. sight-related errors, diminished reaction time, etc.).

**Actions:**

1. The State Police will work with other state agencies having responsibilities in the area of traffic management, such as the Department of Motor Vehicle (DMV) and the Department of Transportation (DOT), to improve driver training programs for the elderly, safety programs, traffic control device design, and licensing guidelines.
2. Develop community-wide public information programs to effectively publicize safety issues that will be prevalent with the increased growth in the number of elderly drivers.
3. Institute new DMV regulations regarding elderly drivers, including licensing provisions specific to elderly drivers. Many of the issues concerning elderly driver safety surround vision problems and reaction times. Increasing the frequency elderly drivers need to be evaluated for continued driving privileges is expected to reduce the number of unsafe drivers using the highways.

**Results:**

The actions indicated would have the overall affect of reducing traffic accidents involving elderly drivers. Closer scrutinizing of license renewals would prevent the re-issuance of licenses to individuals who are no longer capable of driving. Changes to roadway traffic control device designs aimed at improving visibility for elderly drivers would also function to reduce crashes and improve highway safety.

**Priority Issue # 3: Employee Issues**

The increase in the senior population is also expected to become an issue to State Police employees who are faced with elder care issues within their own families. Identifying resources for those employees will be important to addressing workforce needs.

**Actions:**

1. Develop information resources for employees who have elderly parents. This would provide them with consistent and accurate information on how to address elder care issues.
2. Coordinate with NYSOFA, Governor's Office of Employee Relations (GOER), Children and Family Services and similar agencies to develop joint programs to address elder care issues for state employees.
3. Develop training programs or symposiums to address legal issues for the elderly.

**Results:**

The above actions serve to better equip State Police employees to prepare for issues involving elderly family members. It would provide them with an accurate source of information to make informed decisions about elder care. In addition, the above programs would also function to better prepare employees for addressing their own elder issues when they reach retirement age.



# STATE UNIVERSITY OF NEW YORK

## I. INTERNAL SCAN

The State University of New York (SUNY) is a dynamic and comprehensive resource for the State. Comprised of 13 doctoral degree-granting institutions (including 4 university centers), 13 comprehensive colleges, 8 colleges of technology, and 30 community colleges, SUNY educates nearly 400,000 students annually in a range of academic programs, including specialized job training, certificate programs, and degree programs ranging from the associate to doctoral level. The University maintains innovative partnerships with business and industry, is an active civic participant and contributes to the frontiers of knowledge through ground breaking research.

Anticipating and addressing the State's changing demographics has long been an integral component of the University's strategic planning and SUNY is committed to its mission to provide the people of New York with "...a complete range of academic, professional and vocational postsecondary programs...to meet the needs of both traditional and non-traditional students and to address local, regional and state needs and goals." This includes consideration of changes in the State's high school population, shifts in the economy and the resulting impact on the workforce, shortages in key labor areas, and meeting the diverse needs of the growing adult and senior population. SUNY continually strives to develop the most appropriate learning environment to coincide with demographic changes, i.e., online learning, evening and weekend courses, specially designed professional development, and continuing education programs.

Over the past decade, SUNY has seen the percentage of students in its prime target market (18-21 year olds) decrease slightly from 1990 to 1995 (from 72.9% to 66.4% of full-time undergraduate enrollment) and then rebound in 1999 (70.0%). The University has made great strides in the past five years—with an emphasis on academic quality and admissions selectivity—and believes this has resulted in positive yields in the core demographic despite the overall aging of the New York State population. While the proportion of adult students—fifty and older—has increased slightly from 1.7% in 1990 to 2.3% in 1995 and to 2.5% in 1999, it is a very small percentage of SUNY's overall market, although an increasingly important opportunity for job retraining and enhancement skills.

While the focus of this brief is on current and proposed strategies designed to meet the needs of New York's growing elderly population, it also considers activities that SUNY is engaged in that will meet the broad changes occurring in New York's demographic profile.

1. The evaluation of policies, programs and management issues relating to changing demographics is an ongoing process. It is part of SUNY's every-day practice to be flexible enough to be able to respond to the changing needs of the State's population.

In addition to activities already underway, new initiatives are proposed to: a) enhance academic programs and support services available to seniors interested in entering the workforce; b) implement faculty and leadership development initiatives; c) enhance our enrollment planning process to ensure that the needs of New York's changing population are addressed; and d) refine academic strategic planning.

2. Current SUNY policies, programs and initiatives intended to address the State's changing demographics, particularly its aging population are highlighted below:
  - SUNY institutions are committed to reaching out and responding to the various and unique needs of their communities. These communities include large and active senior populations who look to their local colleges for a variety of needs, including education and training, cultural events, and recreational opportunities. A number of colleges sponsor ElderHostel, an international program that sponsors high quality educational and cultural programs. Most colleges actively recruit a diverse range of seniors, particularly for courses specifically designed to meet their needs (especially computer skills and technology). Many colleges also offer seniors physical fitness programs (such as swimming classes) and a broad range of cultural activities, sporting events, and library access.
  - In addition to traditional educational offerings, SUNY is also offering our aging population innovative access to learning. Through the SUNY Learning Network (SLN), our online distance learning program, campuses provide college courses at all levels in an "anytime-anywhere" format. In the 2001-2002 academic year, 53 campuses offered more than 2,500 online courses and 55 degree programs to 40,000 students. Courses are available at all levels in a variety of disciplines. Examples of courses include Art History, Developmental Psychology, Fundamentals of Nutrition, Principles of Microeconomics, and Web Page Design.

Adult students can access their courses and interact asynchronously with their professors and fellow classmates at times and a location of their choosing. Courses offered through the SLN provide adult students with an educational choice that responds to the constraints that they often face, such as family responsibilities, career obligations, travel or being homebound. Through the SLN, SUNY is making an educational opportunity possible to older students where it did not exist before. More than half of these students are over 25 and we have students in their 50's, 60's and 70's taking courses every semester.

- Campuses continuously update their curricula to meet changing demographic needs (e.g., the growing senior population) as well as the needs of business and industry. Specific program examples include: Geriatric Nurse Practitioner M.S. at the University at Buffalo; Gerontology Graduate Certificate at Oswego, Cortland, and Upstate Medical Center; Urban Health M.P.H. at Brooklyn Health Science Center; and Economic Crime Investigation A.S. at Niagara Community College.

Programs have also been developed to address the changing economy. Specific examples include: Technology Management: Financial Services B.B.A. at Alfred College of Technology; Renewable Resource Technology B.Tech. at Morrisville; Biomedical Anthropology M.S. at the University at Binghamton; International Trade and Transportation at Maritime; and Materials Engineering at Binghamton.

SUNY provides training and retraining for the State's increasingly nontraditional workforce, especially career-changers and those that are re-entering the workforce after a sustained absence. Campuses update technological support to educate the workforce on state-of-the-art equipment. The integration of sophisticated technology has affected most disciplines, from precision machining at Monroe Community College to bioengineering at the State University at Stony Brook.

- In response to the growing demand for excellently trained teachers, SUNY launched an innovative plan to strengthen its position as a leader in teacher preparation. The *New Vision Action Agenda* commits the University to: 1) provide its students pursuing teaching careers with the best possible preparation to become effective teachers; 2) address the State's need for excellent teachers; and 3) continuously assess and improve its teacher education programs. Teacher Education has become a field of choice for career changers and retirees.
- Addressing the needs of educationally and/or economically disadvantaged adults, SUNY's ten Educational Opportunity Centers serve as "mini-colleges" to more than 17,000 students a year. EOCs provide educational and work skills programs leading to further education and/or employment and are invaluable resources for the State, producing life-long learners who are self-sufficient and self-directed.
- Through our Mission Review process, each of SUNY's institutions is committed to specific goals and benchmarks in key academic areas, many of which will impact the University's efforts to address shifting demographics. From enrollment planning to academic program development to integrating technology and instruction (e.g., to provide a state-wide electronic academic library), Mission Review is a ground-breaking, nationally recognized best practice that highlights SUNY's commitment to excellence and to meeting the needs of New York State.
- Designed to enhance the academic profile of freshman classes in state-operated/funded campuses while preserving our commitment to broad access, SUNY's enrollment planning process is a collaborative effort that takes into account the shifting demographics of the State.
- There are currently 10,402 Educational Opportunity Program (EOP) students studying at forty-seven SUNY institutions. EOP realizes the University's commitment to access in three ways: 1) by extending admission to students who have the potential to succeed in college but whose life circumstances have not permitted them to achieve at the level of their potential; 2) by providing academic

skill-building and support in the form of counseling, advisement, tutoring, workshops and specialized coursework; and 3) by providing financial support.

## **II. PRIORITY ISSUE AREAS**

As the State University looks ahead to 2015, there are broad issues that will need to be addressed in order for the University to respond to the unique needs of the State's aging population. Among them, we have identified three overarching issues:

### **1. Academic program and support service enhancements**

Ensure comprehensive and rigorous processes are in place to review and assess existing programs, and foster the development of new programs and services targeted at meeting the needs of the State's changing demographics.

### **2. Mission delineation and strategic planning processes**

Ensure that the sixty-four campuses of the State University reflect the needs of the State's aging population in mission delineation, strategic planning processes, and enrollment planning goals.

### **3. Research into the unique requirements of the State's aging population**

Ensure that the research capabilities of the State University inform the dialogue and the development of new State-supported programs to serve the unique needs of the State's aging population.

## **III. ACTIONS AND RESULTS**

### **Priority Issue #1—Academic Program and Support Service Requirements**

#### **Actions:**

- SUNY's Office of Academic Affairs will streamline the program approval process for academic programs serving the State's aging demographics. This process will be structured so that approval occurs in less than 60 days.
- SUNY's Office of Academic Affairs will establish a System-wide Task Force to inventory all current programs serving aging populations and identify areas where the University may be lacking program structure.
- SUNY will incorporate into the System's assessment processes a review of the outcomes of existing programs serving aging populations.

#### **Results:**

By January 1, 2003, the State University will establish a Task Force to review and document the University's current program structure designed to serve the needs of the State's aging population. The report of the Task Force, published by January 1, 2004, will include a complete inventory of all current programs in this area.

During 2003, System Administration will implement processes to streamline the approval process.

During 2004, System Administration will incorporate in the academic program review and student assessment processes all programs serving the State's aging population. These processes will focus on outcomes.

### **Priority Issue #2— Mission Delineation and Strategic Planning Processes**

#### **Action:**

- The State University's ongoing Mission Review process will incorporate serving the State's aging demographic profile as a significant component. This process will include a review and update of each of the missions of the University's sixty-four campuses.

#### **Results:**

The missions of each of the sixty-four campuses of the State University will be updated to incorporate serving the unique needs of the State's aging demographics as a significant component of the campuses' missions.

The State University will ensure that the sixty-four campuses have incorporated into their strategic planning and enrollment planning processes the needs of the State's aging population.

### **Priority Issue #3—Research Into the Needs of the State's Aging Population**

#### **Action:**

- By January 1, 2003, the State University will establish a Task Force to document the focus of current research efforts in understanding the requirements and needs of aging populations, and make recommendations into how the research capabilities of the University can be utilized to inform the dialogue surrounding this issue.

#### **Results:**

By 2004, the report of the Task Force will be made available to the Chancellor and University officials for implementation. The findings of the Task Force will be used to influence policies and procedures impacting future research initiatives of the State University.

By the end of 2004, the State University will develop mechanisms to communicate to State officials charged with the responsibility of serving the State's aging population the findings of research projects focusing on this issue.



## DEPARTMENT OF STATE

### I. INTRODUCTION: INTERNAL SCAN

The Department of State's customers include the financial community, corporations, attorneys, local governments and the citizens they serve. It licenses more than 650,000 individuals in a variety of professions and occupations. The Department's Office of Business and Licensing Services interacts extensively with the state's business community. The Division of Corporations, State Records, and the Uniform Commercial Code; the Division of Cemeteries; the Division of Licensing Services; and the Division of Administrative Rules are all housed in this Office. Through its Office of Local Government Services, the Department of State's customers obtain information and assistance about programs and policies affecting their communities. From implementing the state's building code to developing waterfront redevelopment plans or training firefighters and local government officials, much of the work of the Department is done in partnership with local governments. The Office of Local Government and Community Services consists of the Division of Coastal Resources and Waterfront Revitalization, the Division of Local Government, the Office for Fire Prevention and Control, the Division of Code Enforcement and Administration, the Division of Community Services, and the Office of Regional Affairs. The Department of State also provides administrative support for several other offices, including the State Ethics Commission, the State Athletic Commission, and the Committee on Open Government.

New York's changing demographic profile will increase emphasis for the Department's Codes Division on an already sensitive issue, disabled accessibility. Although the primary focus of accessibility advocates has been for the benefit of persons with disabilities, a secondary focus has been placed on the elderly. As the elderly population increases, the demand will also increase for such residential facilities as senior housing, assistive living facilities, and other residential alternatives for the elderly. Buildings and facilities which are open to the public will need to be more sensitive to the mobility limitations of the elderly. Additionally, the code for existing buildings does not include accommodation for in-law or aging-parent live-in situations. Technical assistance inquiries may increase in volume as seniors plan modifications to their homes to accommodate the physical, mental, and psychological changes which accompany aging.

The Division of Coastal Resources expects that an increased number of individuals with substantial leisure time for visiting the coastal area will result in increased use of existing public access and recreation facilities, as well as increased pressure for new public access and recreation sites. Demands for smaller, affordable housing units will increase the pressure for developing senior apartment complexes. Obsolete and deteriorated waterfront areas may be logical targets for redevelopment into these types of housing facilities. This will confound coastal management efforts to promote the siting of land uses, which require a location at the waterfront. Pressure for

summer homes/cottages and mobile home parks near water features may increase, causing competition for the shoreline and further displacement of water-dependent uses.

One group that has an identifiable aging issue for the Office of Fire Prevention and Control is the volunteer fire service. Among the 1740 local fire departments that rely on volunteer members it is estimated that the median age is in the late 40's. This trend is expected to continue affecting such programmatic issues as: recruitment and retention; delivery of local services; occurrences of death/injury and increase in associated medical/insurance costs. It will become increasingly difficult to recruit and retain individuals for volunteer emergency service organizations. As the state population increases in age, it is anticipated that unintentional injuries and other medical needs will increase. More New Yorkers will require additional EMS, fire, and other services from local providers. It is expected that this group will, as now, be involved in the largest percentage of automobile crashes, falls, pedestrian injuries, scald and burn injuries, and other unintentional injuries. These issues will significantly impact the Office's delivery of training and technical assistance services to fire departments and citizens.

New York State's cultural changes will impact cemeteries on burial practices, rates of cremation and the types of complaints received by the Division of Cemeteries. The increase in deaths will dramatically increase the contact with cemeteries by the general population. These contacts will result in a larger complaint load for investigative staff. Small and medium sized cemeteries which are generally operated by volunteers will be more hard pressed to find people to sit on their boards of directors. More of these cemeteries may be turned over to the local towns because of insufficient funds or lack of functioning boards. As a result of very few acres available to sell, many downstate cemeteries will begin closing around the year 2015. Availability of burial space will be a major concern with the population density downstate.

The state's changing demographics will affect the Division of Community Services responsibility of administering the federal Community Services Block Grant (CSBG) program. CSBG funds are awarded by contract to local, private not-for-profits to provide services to low-income persons, including the elderly. An increase in program retirees will make it more difficult to ensure tenured executive directors are fully trained and experienced to deal with management issues and effectively communicate with grantees.

Demographic changes will impact the Division of Licensing Services' ability to maintain a skilled and effective enforcement workforce to ensure continued health, safety and welfare of consumers. It is probable that the number of Licensing Services' customers will increase in general as the aging population engages in 2<sup>nd</sup> and 3<sup>rd</sup> occupations/careers. An increasing number of foreign immigrants and an increased number of foreign speaking customers will place new demands on Licensing Services' ability to communicate, particularly with those involved in the varied examination services. Also, according to AARP, the rapidly growing number of elderly in the world

means there will be an increase in the need for licensed notaries. Maintaining a skilled and effective clerical, customer service and managerial workforce to ensure proper service delivery will be an agency challenge.

The Division of Code Enforcement and Administration is completing a reform of the building code by adopting the family of International Building Codes.

The Office of Fire Prevention and Control has instituted the National Volunteer Fire Council's "1-800-FIRELINE" program which is aimed at promoting individuals to join volunteer emergency service organizations.

## **II. PRIORITY ISSUE AREAS**

### Issue: A Skilled Workforce Able to Meet the Needs of New York's Changing Population

The Department's Division of Licensing Services and Division of Community Services perhaps represent the agency's largest constituencies, and will need to maintain a workforce skilled in dealing, and able to communicate, with an aging and culturally more diverse population. The Division of Licensing Services has over 660,000 licensees in 23 occupations. The Licensing Services' workforce will have to insure the continued health, safety and welfare of an older populace with a greater number of foreign immigrants. Community Services, which administers the Community Services Block Grant program on behalf of low-income persons including the elderly statewide, will face these same challenges.

### Issue: Providing for the Community Development Needs of New York's Changing Population

Assisting local governments with their community development goals is a critical component of the Department's mission. The Division of Coastal Resources works with local governments to plan for and manage development in balance with protecting the natural resources of their coastal and inland waterfront areas. Changes in demand for public access and recreation facilities, and competition for the shoreline are anticipated outcomes from the state's changing demographics. This will require modifications in the types of facilities at existing sites and design concepts for new ones. The demand for smaller, affordable housing units and senior housing complexes will be felt in the coastal areas. To address this demand, local governments will need innovative approaches to coastal management that are both responsive to need and responsible in the level of resource protection achieved. Identifying another community development issue, The Division of Cemeteries expects that available burial space will be a major concern, particularly in metropolitan areas. Also, small and medium sized cemeteries will be turned over to cities, towns and villages because of insufficient funds or a lack of functioning boards.

Issue: Meeting the Public Safety Needs of New York's Changing Population

The agency's Office of Fire Prevention and Control is charged with providing training and technical assistance to local fire departments, county governments, state agencies, fire service organizations, and citizens. Local emergency service providers are faced daily with new challenges because of population growth/shifts and ethnicity/cultural changes. This trend is expected to continue affecting such programmatic issues as: recruitment and retention of emergency service personnel; delivery of local service; occurrences of death and injury and an increase in associated medical/insurance costs. Further, New York's changing demographic profile will increase emphasis on an already sensitive issue, disabled accessibility. The state's new Uniform Fire Prevention and Building Code addresses accessibility provisions in a manner that meets or exceeds federal standards. New York will have to closely monitor the continuing development of accessibility and mobility standards which can be incorporated into its code to best insure access, as well as public safety.

**III. ACTIONS AND RESULTS**

Issue: A Skilled Workforce Able to Meet the Needs of New York's Changing Population

**Action:** Division of Licensing staff must be provided with training and resources to ensure continued work success. It will be necessary to ensure that offices offer staff and customers a pleasant business environment, which would include modern work areas and state-of-the-art technology.

**Result:** We will maintain a workforce skilled in dealing, and able to communicate with, an aging and more culturally diverse population. This will, also, ensure the continued health, safety and welfare of an older populace with a greater number of foreign immigrants.

**Action:** We must provide intensive training on a regular basis to bring agency executive staff into the technology age. Training will be done in collaboration with all agencies which participate in providing funding through the federal Community Services Block Grant (CSBG) program on behalf of low income persons including the elderly.

**Result:** Agency executives will acquire the knowledge, skills and competencies necessary to effectively administer the CSBG on behalf of low income persons and the elderly statewide. Continued excellence in management and accountability will be assured.

Issue: Providing for the Community Development Needs of New York's Changing Population

**Action:** In cooperation with the Office of Parks, Recreation and Historic Preservation, the Office for the Aging, and the Office for Technology the Department's Coastal Resource Division should develop and implement a GIS-based program to help coastal

communities assess the needs of their current and projected elderly populations for public access and recreation sites and facilities in relation to appropriate per capita types and numbers of sites, facilities and related programs and support services.

**Result:** The program would develop GIS data layers for: (1) current and projected geographic distributions of elderly populations, preferably at the census block group level; (2) current “supply” of public access and recreation sites and their facilities, programs and support services; (3) geographic analysis of current and incremental “demand” (using appropriate per capita types and numbers of sites, facilities, programs and services) in relation to the current “supply”; and (4) identification of areas where demand will significantly exceed the supply and community efforts to locate, acquire and develop additional sites should be focused.

**Action:** In order to encourage communities to support the retention, expansion and addition of water dependent uses, the Division could encourage, through its’ Local Waterfront Revitalization Programs the expansion and addition of waterfront uses. Grant application materials could solicit more proposals for market analysis/redevelopment feasibility studies that account for and redirect the demand for elderly housing while formulating strategies to attract and strengthen water-dependent uses.

**Result:** Although the competitive application process depends on municipalities to propose market analyses and redevelopment feasibility studies, the emphasis on taking the growing demand for elderly housing into account would increase the likelihood that elderly housing locations could be planned so as to avoid displacement of and, perhaps, competition with uses that require a waterfront location to survive.

**Action:** Identify programs and/or legislation to assist New York’s municipalities in assuming responsibility for abandoned cemeteries, which is expected to occur more frequently in the future.

**Result:** Increased ability to maintain New York State’s cemeteries in an acceptable manner and to continue to provide adequate burial space.

Issue: Meeting the Public Safety Needs of New York’s Changing Population

**Action:** In response to the increased exposure of Emergency Service responders to injury, the agency will conduct specific training initiatives that focus on mitigation of such injury exposure.

**Result:** A safer environment for Emergency Service responders will exist.

**Action:** Continue the recruitment and retention of Emergency Service Providers in partnership with other statewide organizations.

**Result:** An acceptable level of Emergency Service Providers will be maintained.

**Action:** Continue and expand life safety programs that apply to specific segments of New York's population. Youth programs like "Risk Watch" continue to be promoted statewide, but efforts also need to be directed toward New York's increasing ethnic and aging populations.

**Result:** All segments of New York's population will be provided with life safety programs.

**Action:** It will be extremely important that the state actively participate in the code development process by recommending changes and/or voting with respect to the accessibility provisions of the International Building and Residential Codes. Participation could be achieved by obtaining committee positions on the various International Code Committees.

**Result:** New York will continue making necessary modifications to the Codes as needed which address changing accessibility provisions in a manner which meets or exceeds federal standards. This will ensure access as well as public safety.

## DEPARTMENT OF TAXATION AND FINANCE

### I. INTRODUCTION: INTERNAL SCAN

The mission of the Department of Taxation and Finance (DTF, aka the Department) is to collect tax revenue and provide associated services in support of government services in New York State. Our vision is to be an agency that provides a fair system of tax administration, is accessible and responsive to taxpayers, and contributes to a favorable economic climate.<sup>20</sup>

Statistical Background: With the Department's mission and vision as a backdrop, we view certain anticipated demographic changes to be of particular importance to us. In 2015, the Baby Boomers of New York will represent 24% of our population; one in every five New Yorkers will be 60 or older. Internal Revenue Service (IRS) data suggests that if the growth rate of the foreign-born population continues, the number of foreign-born in this country will reach 38 million by 2010. The major ethnic groups making up this population are Hispanic and Asian. Data from the 2000 Census suggests that nearly 45 million people in this country speak a language other than English in their homes. Finally, while there is a recognized trend of out-migration from New York by older residents, data suggests it will be offset by in-migration of immigrants such that the population of the State will continue to rise at a steady pace.

The Aging Population: The Department's current strategic plan calls for the development of 24/7 access to Department services and information via the Internet. This strategic direction is consistent with the needs of this group. While current elderly population is the least likely of any age group to be "on-line," every other age group has increasingly accepted and routinely uses the Internet as a communications and transaction vehicle. These traits reflect a 24/7 lifestyle caused in part by longer working hours, more dual-income families and increased numbers of single-parent households in which people must conduct personal business during the evening, nighttime and early morning hours.

Understanding these traits, DTF will need to be positioned to provide secure individual taxpayer and practitioner transactions over the internet. Authentication of data is critical to meeting the expected demand for such services; we need to be confident that the data we receive is reliable and identifiable (i.e., from the person who claims to be reporting it). Similarly, taxpayers must have confidence that their data is immune from interference or misuse during transmission.

Technological advances provide additional opportunities to meet the demands of DTF's technologically savvy customers. While our current plans reflect our continuing

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<sup>20</sup> DTF will continue to identify trends so that State decision-makers can consider making changes in the tax law to protect the revenue stream. Anticipated changes to the New York State population, its workforce, citizens' use of the Internet for consumer transactions, and other taxpayer trends may suggest key areas to be monitored and reported to decision-makers but will not be the focus of this document.

partnership with return preparation companies to expand electronic filing, other opportunities exist which will enhance service provision and meet customer expectations. Specifically, focus must be placed on directly accumulating data reported by financial institutions (1099s) and employers (W2s) to populate electronic returns that can be accessed electronically. Missing data can then be added by the taxpayer or practitioner and electronically filed.

Research conducted by the Gartner Group suggests that the Department's current multi-channel (electronic, telephonic, direct contact) approach to service delivery as stated in our strategic plan will be appropriate in a growing, aging, changing State.

While more affluent, technologically competent taxpayers will seek to remain invisible in their interactions with us, others will need direct care and assistance. While many aging New Yorkers will experience changes in their lives that result in a changing relationship with DTF, others may be unwilling or unable--for health reasons or as a result of the so-called "digital divide"--to embrace the newest service delivery approaches. As such, this customer group will continue to require telephonic, face-to-face and, to a limited degree, paper interactions with us.

*Money* magazine reported that 90% of today's working adults expect to work part-time in retirement and 70% of that group said they would do so even if they had enough money to live comfortably for the rest of their lives. However, the changing nature of the employment relationship post-retirement may change the focus of this group's interaction from one based on mandatory withholding tax to voluntary, estimated tax payments. Additionally, as this group ages and one spouse dies, the surviving spouse may be unfamiliar with the process and require additional assistance. Finally, the trend toward multiple residences among financially secure Boomers creates filing and compliance issues that do not always lend themselves to electronic filing.

Increased mobility will exacerbate current problems associated with the delivery of information to our customers. The DTF must send taxpayers informational materials, tax forms, legal notices and bills. Legal notices carry strict statutory requirements regarding delivery. Multiple residences among affluent Boomers will compound the problems caused by today's working population as they abandon the "single employer for life" concept which characterized our nation's working population for so many years.

The Diverse Population: For the DTF, the most challenging characteristic of a diverse population's needs is its most fundamental difference: language. With immigration accounting for the most significant increase in NYS population in the future and in light of current statistics on language usage in the home reported earlier in this report, our Department's major concern must be to provide existing and planned services in languages other than English. While interpretive services are currently available to callers from among bi-lingual employees, and forms and publications can be generated in Spanish upon request, population trends suggest that increased focus must be given to the needs of this population. Technology may provide one avenue of response as software is

perfected which allows seamless translation of the written word; similar work being done by IBM is predicted to provide instantaneous telephonic translation.

Other characteristics of the diverse population suggest that taxpayer education must be an increased focus of service delivery for the DTF. Our Department has seen a rise in tax crimes among certain foreign-born persons in the last few years. Cultural attitudes and close-knit communities with a fear or suspicion of government contribute to the problem, resulting in both uncollected revenue and the distribution of falsely claimed credits.

Increased business ownership by members of ethnic groups is expected to affect DTF services and suggests the need for increased outreach. As business owners seek to grow their businesses and meet their tax obligations, they have increased sales and withholding obligations and increased opportunity for business development credits. Similarly, the global economy is being used by small business owners who develop product ideas here, arrange for production in foreign countries (in order to take advantage of cheap labor costs) and have them returned here for domestic sale. While such business arrangements are well known to larger companies, they create new complexities in meeting tax obligations and credit opportunities that small business owners must understand.

## **II. PRIORITY ISSUE AREAS**

The first of the three major issues we face is the demand for self-service. Taxpayer demand for a full range of information and services using technology will continue to rise as a technologically savvy generation of taxpayers grows older. Inherent in the ability to provide such services is the need to ensure the security and reliability of individual taxpayer and practitioner transactions. Inasmuch as most customer interactions with DTF derive from taxpayers' willingness to voluntarily comply with the tax law, solutions must be found to ensure customer confidence in the systems we use and the data that is interchanged.

Even in a technological world, there will remain significant numbers of customers who want and/or need one-to-one service solutions. Life changes, changes in employment relationships, increased mobility, language, and other barriers will necessitate the provision of both face-to-face and telephonic intervention to resolve problems and provide information.

Finally, we anticipate major issues in the education of taxpayer rights and obligations through mass communication. Once again, language barriers, trends among ethnic populations, and the challenges created by geographic mobility cause this issue to stand in the forefront for DTF.

The criteria we used to determine our three, mission-critical issues are customer need; number of customers affected; impact on agency mission; and infrastructure and organizational capacity to respond. Each criterion chosen is aligned with our ability to

achieve our stated vision as “an agency that provides a fair system of tax administration, is responsive and accessible, and contributes to a favorable economic climate.”

### **III. ACTIONS AND RESULTS**

The issues identified by the DTF center on our ability to provide informational, educational and transactional services to the 2015 population using technology, direct contact and mass communication methodologies. In order to achieve the desired results, we must remain a flexible, responsive organization that knows what our customers want; anticipates and implements state-of-the-art technology to deliver services; and, continues to simplify the rules, regulations and statutes which are the basis for our interactions with the taxpaying public.

#### **Priority Issue #1**

Our first priority issue recognizes the demand for and the need to provide self-service information and transactions using the tools of technology. The actions to be taken will provide interim (information via self-service) and final (information and transactional services) results.

##### Actions:

- Ensure that the infrastructure, applications and skilled staff are in place to provide the desired services.
- Improve the Web site’s search engine.
- Develop more intuitive, plain language search tools.
- Provide the ability to view Web site contents in languages other than English.

Interim Result: Taxpayers will have the ability to easily and effectively view and search the site to meet their informational needs.

##### Actions:

- Ensure security and appropriately limit access to account information.
- Resolve remaining authentication issues and proceed with planned pilot efforts to allow transaction processing.
- Simplify returns. Auto-eliminate unneeded data; utilize pop-ups, drop downs.
- Collaborate with financial institutions and other government agencies to automatically fill in data on taxpayer return, e.g., W2 and 1099 data.
- Provide software or the ability to perform tax computations for free on our site; eliminate the fee to e-file.

Final Result: Taxpayers and practitioners will be able to easily and effectively view and search the site to meet their informational needs. Customers will have the ability to view account status, and to file reports and returns on line.

## **Priority Issue #2**

Even in a technological world, a significant number of customers will want or need one-to-one service solutions. This is our second priority issue.

### Actions:

- Provide live “chat” opportunities—real-time help for taxpayers utilizing telephony and Internet technology.
- Build our capacity to offer direct assistance to ethnic and elderly groups through a stronger collaboration with the Internal Revenue Service (IRS).
- Explore software solutions for simultaneous language translation in telephonic interactions.

Result: Taxpayers will be able to easily and effectively interact with us, either in person (singly or in groups), by telephone or via the Internet, in their language of choice.

## **Priority Issue #3**

The third priority issue of the DTF is our need to educate and communicate with large groups of people in order to better give them the ability to meet their obligations under the Tax Law.

### Actions:

- Increase the numbers of publications targeted to ethnic groups, the elderly, the mobile and those with changing lifestyles.
- Provide written information in multiple languages and target those publications in certain geographic areas and in response to identified trends and issues.
- Utilize a “shared customer” approach with other governmental agencies; for example, share informational materials with the Office of Real Property Services (ORPS), Town Assessors, Department of Motor Vehicles (DMV). In so doing, we have the opportunity to notify taxpayers of filing requirements; tax obligations; possible credits and refunds.

Result: Effective mass communication and education will deliver appropriate, targeted information to large groups of people at minimum cost to the taxpayers. They will understand their rights and obligations in a changing world and their ability to comply is enhanced.

DTF welcomed the opportunity to consider the issues raised by Project 2015. As we continue to work to achieve our stated vision, the needs of the changing population will remain vitally important to us.



# OFFICE FOR TECHNOLOGY

## I. INTRODUCTION: INTERNAL SCAN

The New York State Office For Technology (OFT) coordinates technology strategy development, technology policy definition, and provides technology infrastructure services for the state. Our constituents are primarily state agencies and local governments, with most services provided only indirectly to citizens. Certain services, like Map Sales and the NYSGIS Clearinghouse, available through the Center for Geographic Information, are provided directly to constituents. Similarly, the OFT hosts the NYSEGOV website, which provides a portal, a single point of entry, through which citizens can access many New York State government Web sites and an array of information, services, and transactions. Therefore, the OFT considers itself to be affected primarily indirectly by the changing demographics of the State's population.

It is OFT's belief that the changing demographics will result in a greater demand for online services that can be accessed from anywhere, and higher expectations of the quality of that service. In addition, there will be a greater need to deliver increasing volumes and formats (voice, video, data, other languages) of information in a manner that is usable and accessible by persons who rely on assistive or emerging technologies. Finally, it will be necessary to identify where services are needed and where services and resources are located. Geographic Information Systems (GIS) can be used to analyze the areas in New York projected to be most affected by this shifting demographic and the locations of related service delivery points from State agencies and local government. This analysis will be critical in determining priority areas for reconfiguring the delivery of government services.

The increasing availability of online government services and transactions introduces the potential for sharing data about constituents across agency boundaries, across government entity boundaries (e.g., state and local governments), and even across public/private boundaries. Data sharing in this context would support streamlined transactions as the customers would not be required to re-enter personal information every time they wish to conduct business or receive services from a new agency. Agencies would "recognize" the customer as a returning customer of government services and only request revised or new information as required for this transaction. Of course, this raises questions about confidentiality of data, an individual's right to privacy, and the security measures in place to protect unauthorized disclosure of the data. Integrated security policies and procedures will be required on a myriad of topics including: authentication of customers; protecting customer information from unauthorized access and disclosure; employee training on non-disclosure agreements and the consequences of violation, etc.

As the State moves to providing more services via the Internet, the need for standards will increase to enable citizens to gather the information and perform the

transactions they need seamlessly across multiple agencies. Equally important will be standards that will protect the integrity of the network and critical data. Similarly, as the Internet leads us to a self-service environment where citizens are receiving information and services directly, there is an increasing need for educational services to support this direct delivery.

As information and services become increasingly available on the Internet, so too will consumers increasingly rely on Internet mapping applications to locate necessary services such as bus routes, hospitals, pharmacies, nursing homes, senior centers, etc. This increased demand will require additional data from state agencies and local governments for their service delivery points as well as applications that are accessible and easy to use.

In summary, the changing demographics will impact OFT programs and services by introducing/reinforcing the requirement to:

- coordinate secure, accessible and interoperable e-Commerce/e-Government initiatives between/across agencies;
- utilize GIS technology to analyze the impact of the shifting demographics and to aid in the planning for needed government services;
- provide supporting infrastructure, including hardware and software, as well as security/confidentiality policy/procedure framework;
- define standards to enable seamless view of State government and interoperability of transactions;
- provide a framework for development of online education about the transactions and services being delivered;
- conduct outreach and education to government entities regarding the capabilities of the infrastructure and how to utilize key services;
- deliver mapping applications to citizens to facilitate locating necessary services.

## **II. PRIORITY ISSUE AREAS**

The issues identified that impact OFT programs and services were focused on OFT's role as an enabler of increased online service delivery for constituents. All of the issues coalesced around three overarching themes:

- **Policies and Standards:** As government entities increase their online service delivery capability, the lines between entities lose their significance to the consumer. In order to present a single face to the customer, an integrated set of policies and standards on topics such as security (authentication of users, protection

of private information, authorized access and disclosure), accessibility, interoperability, system and application software components, etc., are required. Policies will also be needed to enable the integrated service delivery across government entity boundaries.

- **Infrastructure and Applications:** Increasing the online service delivery capability of agencies will necessarily place increased demand on the core infrastructure – in terms of added computing capacity, network access, security services, backup and recovery services, etc. As well, common services required by many applications, such as GIS mapping capabilities, and even common applications, should be leveraged wherever possible across agencies/entities to lessen overall cost to the State.
- **Coordination and Outreach:** Presenting government transactions as a seamless interface to the consumer will require an extraordinary level of coordination across organizational entities – among state agencies, between state and local governments, and even to the federal government. Significant outreach to these entities, as well as to the consumers, will be necessary to deliver information, education, training and awareness.

### **III. ACTIONS AND RESULTS**

The issues that would impact OFT programs and services were focused on OFT's role as a facilitator of increased online service delivery for constituents. All of the issues coalesced around three overarching themes:

- 1. Policies and Standards:** As government entities increase their online service delivery capability, the lines between entities lose their significance to the consumer. In order to present a single face to the customer, an integrated set of policies and standards are required.

#### **Actions**

- OFT must broaden and accelerate its work in the development of integrated security policies and procedures in order to be prepared for the issues attendant to the online environment.
- OFT must continue efforts to develop technology standards that promote secure, accessible, and interoperable services, particularly as they relate to web-based applications.

#### **Result**

Statewide policies and standards will enable a framework within which government entities can deliver integrated, secure, accessible, cost-effective, quality services to constituents. Technology standards provide a strategic direction, which will

enable state agencies and other government entities to leverage their investments through sharing of knowledge and support, as well as enterprise purchasing.

**2. Infrastructure and Applications:** Increasing the online service delivery capability of agencies will necessarily place increased demand on the core infrastructure in terms of added computing capacity, network access, security services, backup and recovery services, etc. As well, common components and services required by many applications, such as GIS mapping capabilities, and even common applications, should be leveraged wherever possible across agencies/entities to lessen overall cost to the State.

### Actions

- Since 2000, Governor George E. Pataki's "*Government Without Walls*" initiative has been underway across the State, encouraging, through technology, the development of a more accessible, less intrusive government that is available to anyone, anytime, anywhere. OFT coordinates this e-Commerce/e-Government initiative, and provides much of the necessary technology infrastructure to support it. OFT must continue to lead this effort.
- OFT must continue to expand the Map NY suite of Internet based mapping applications. The Map NY site allows the public to access Internet mapping applications from State agencies and local government. This will greatly assist the public in finding necessary services efficiently and effectively, e.g., hospitals, public transportation, senior centers, nursing homes, pharmacies, etc.
- The online constituent services at an agency level should be planned within the context of the applications that OFT has planned or undertaken with a statewide, enterprise approach. Therefore, OFT must continue to operate, maintain and expand the capacity and services of the technology infrastructure that provides the foundation for the online services agencies offer to constituents.

### Result

Continued emphasis on upgrading the statewide shared infrastructure and providing common application services will result in availability of necessary computing capacity, network access, and necessary services such as security, backup and recovery, etc. Statewide, it will ensure an adequate, reliable, accessible, and secure information technology infrastructure to support agencies' services.

**3. Coordination and Outreach:** Presenting government transactions as a seamless interface to the consumer will require an extraordinary level of coordination across organizational entities – among state agencies, between state and local governments, and even with the federal government entities. Significant outreach to these entities, as well as to the consumers, will be necessary to deliver information, education, training and awareness.

**Actions**

- OFT should work with agencies and local government entities on outreach programs to expand citizen awareness of online services.
- OFT, through the Technology Academy, can facilitate the agency capability to design, develop, contract for, and deliver educational services to constituents to facilitate their use of online services.
- OFT, through its various collaborative program workgroups, should expand outreach and education to all participating government entities to develop shared goals for application transportability and integration.

**Result**

An environment where constituents are aware of and trained to take advantage of available online services, which agencies and government entities provide in a seamless, less intrusive, accessible manner.



# OFFICE OF TEMPORARY AND DISABILITY ASSISTANCE

## I. INTRODUCTION: INTERNAL SCAN

The New York State Office of Temporary and Disability Assistance (OTDA) supervises a complex array of programs designed to help economically needy families and individuals move toward self-sufficiency. This responsibility is articulated in OTDA's mission, which is "to promote greater self-sufficiency of the State's residents through the efficient delivery of temporary and transitional assistance, disability assistance, and the collection of child support."

New York State has a social services system that is known as state supervised and locally administered. This means that the State sets the policy and program framework, which is then carried out by the 58 local social services districts in the State. (There is one social services district in each of the 57 counties outside New York City, with New York City considered a single district.)

OTDA provides basic cash assistance for older individuals through the Family Assistance program (as the caretaker of grandchildren), the Safety Net Assistance program (for individuals less than 65), and the Supplemental Security Income (SSI) State Supplement (for individuals 65 and older). In addition, federal and state statute make provisions to assist vulnerable populations, such as the elderly, afford food and utilities (through the Food Stamp Program and Home Energy Assistance Program) and meet emergencies (through the Emergency Assistance to Adults Program and the homeless shelter system).

The Census Bureau estimates a slow increase in the elderly population so that by 2015 about 14% of the State's population will be 65 or older (about 2.6 million individuals). In addition, the Administration on Aging estimates that about 13% of New York's elderly are living below the poverty level (about 338,000 individuals). Using these figures results in an estimated increase from 2005 to 2015 of about 26,000 poor individuals aged 65 or older.

The Social Security Administration projects a 12% increase in the number of individuals receiving SSI disability benefits by 2010, with the largest increase in the 50- to 64-year-old age group. OTDA makes the medical determination of eligibility for these individuals on behalf of the Social Security Administration. One of the strategies OTDA is employing to handle increasing caseloads in a timely and cost effective manner is migration to a paperless case processing environment.

An increasing caseload of elderly can be expected to result in the need for the State and local social services districts to re-consider their strategies for providing services. The Food Stamps program, Home Energy Assistance Program (HEAP), SSI State Supplementation, Emergency Assistance to Adults, and shelter programs are most likely to be impacted. There is likely to be a small increase in the need for services for

older refugees and poor, older immigrants, as well as for Single Room Occupancy (SRO) facilities and services for elderly clients.

Today, programs and services generally require in-person applications, the filling out of rather complex forms and frequent visits to local offices for case processing and recertifications of program eligibility. It will be necessary for OTDA and the local districts to develop innovative and flexible program access for older clients, as well as the general public. Among the strategies that are beginning to be discussed are:

- the availability and automated filing of applications by Internet and/or telephonics;
- expanded program outreach, including the use of one-stop service centers and community centers for the aging;
- home visits for eligibility determination and recertifications; and
- redesign (i.e., larger type) and simplification of current forms.

Currently, OTDA does not do any targeted training for local district staff for working with elderly clients. With the projected increase in poorer elderly individuals, OTDA will plan and develop training programs for local staff that provide information about gerontology, service strategies for aging individuals, and strategies for interacting with aging individuals who may have mobility, hearing, sight, and other limitations.

OTDA has begun a number of initiatives that, over the next several years, will position the agency to be more prepared for an increase in aging clients. HEAP applications are currently available from the Internet, but must be filed in a paper format. It is expected that by the end of 2002 local districts will have the option of accepting applications over the Internet, thereby reducing paper and the need to appear in person. OTDA is also developing strategies to better utilize alternate processors (organizations such as local offices for the aging and community action agencies) to take HEAP applications. These applications will be taken electronically and processed without the need for individuals to go to the local social services offices and without the need for multiple layers of data entry and paper handling. In addition, for the elderly, once a HEAP application is completed and eligibility is determined, subsequent renewals each year are done through the mail.

OTDA also has several initiatives underway in the Food Stamp arena. OTDA is developing strategies to automate Food Stamp eligibility for SSI clients who live alone, including the elderly. This will reduce the need for aging individuals to periodically visit the social services offices for certification or recertification for Food Stamps. In addition, a pilot test of a short-form Food Stamp application is being planned. This will be very useful for aged individuals who need no other social services than Food Stamps.

Overall, the total population of New York State is projected to remain static at 18.9 million individuals between 2000 and 2015. The important shift, however, will be in the age distribution of the population. Between 2000 and 2015, the population aged 60 and over will increase approximately 16% while the population under the age of 60 will decline about 4%. As work on Project 2015 continues, OTDA's challenge will lay in

balancing the needs of an increasing elderly population with the continuing needs of younger families and individuals.

## **II. PRIORITY ISSUE AREAS**

As OTDA looks ahead to 2015, there are two overarching priorities that emerge from the internal scan and consequently will frame the work on this project:

1. Access to services and programs, and
2. Staff training and development.

Facilitating the access to services and programs for an increasing number of elderly individuals, and at the same time maintaining program integrity, will be a challenge for the state as well as the local social services districts. Access issues include both ensuring the availability of appropriate services and the physical access to those services. The elderly may have mobility, hearing, and other physical limitations that present difficulties in getting to the local social services offices. These limitations may require modifications to the physical plants; local staff being assigned to visiting the elderly in their homes to take applications and verify eligibility; use of alternate processors; and more extensive use of telephony, mail, and Internet capabilities. It will also be necessary for OTDA to work with the local districts to ensure that the appropriate range of services within the span of control of the temporary assistance system is available. Regulations and administrative directives will be reviewed to be sure that services are available, and innovative services and programs may need to be developed.

The training of local district staff on gerontological issues will be another priority for OTDA within its Project 2015. With an increasing number of elderly clients, it will be important to have appropriately-trained front-line staff. Sensitivity to aging and the limitations that aging brings will be important topics, as well as strategies and techniques for dealing with individuals who may no longer be functioning well physically and mentally. OTDA will utilize its training contractors for the development and implementation of the necessary curriculum.

These two priorities reflect a number of criteria important to OTDA relative to Project 2015. These priorities for Project 2015:

- support OTDA's mission;
- are within OTDA's organizational capacity and span of control;
- will improve the efficiency and effectiveness of local service delivery;
- effect a large number of constituents; and
- can be implemented by 2015.

### III. ACTIONS AND RESULTS

In preparation for 2015, OTDA will begin or continue to work on the development and implementation of a range of activities over the next five to seven years. OTDA expects that many of these activities, while supporting the needs of the elderly, will also result in more efficient and practical strategies to provide services to the poor and low-income families and individuals in the State.

#### **Priority Issue #1:** Facilitating access to services and programs

##### **Actions:**

- Encourage the State Office for the Aging to develop interagency collaborations on specific topics, e.g., housing and residential alternatives; health care needs. There are a variety of issues that will require concerted efforts by a number of agencies, with overarching policy direction from the Governor's Office.
- Examine the current homeless shelter population and assess the proportion who are elderly and their service needs.
- Work with OTDA's providers of services to refugees and immigrants to assess the need for targeted services to elderly immigrants and work with the federal agencies responsible for funding these programs to increase resources, if needed.
- Establish a workgroup of OTDA and local social services district staff to develop recommendations on strategies to enhance policies and access to programs. Agenda items for the workgroup would include:
  - Assess access issues in the Food Stamps, HEAP, SSI, Emergency Assistance to Adults, and shelter programs.
  - Develop strategies to expand program outreach and better utilize alternate processors, including partnering with one-stop service centers and community centers for the aging.
  - Explore the viability of home visits for determining eligibility and recertification for services, as well as monitoring the well-being of individuals living alone.
- Continue the OTDA workgroup on utilizing technology for access to programs and services. Agenda items for the workgroup include:
  - Continue to explore the potential for filing program applications via the Internet and/or telephonics.
  - Continue to explore the viability of automating Food Stamp eligibility for SSI clients who live alone, including the elderly.
  - Implement the local option to accept HEAP applications over the Internet.
  - Explore the viability of redesign and simplification of current forms, including implementing a pilot test of a Food Stamp short-form application and assessing its viability for statewide implementation.
- Examine the technology options that will allow the OTDA Division of Disability Determinations to absorb an increasing SSI medical determination caseload without increasing existing staff.

**Result:** All of the above actions will result in more efficient service delivery and increased access by the elderly.

**Priority Issue #2:** Staff training and development

**Actions:**

- Create a workgroup with OTDA and local district staff to begin discussing the staff training needs for 2015. The agenda for the workgroup would include:
  - Developing the framework for curricula in topics such as: general information on gerontology, service strategies for aging individuals, and methods and strategies for interacting with the elderly
  - Developing the training plan, including which staff need training, how long the training should be, options for training (on-site, teleconference, train-the-trainer, PC-based)
  - Monitor the pilot-testing of the training curriculum.

**Result:** These activities will result in a training program for local social services district staff that will provide up-to-date information and strategies to enable local staff to more effectively interact with elderly individuals.



## **DEPARTMENT OF TRANSPORTATION**

### **I. INTRODUCTION: INTERNAL SCAN**

It is the mission of the Department of Transportation (DOT) to ensure our customers – those who live, work, and travel in New York State – have a safe, efficient, balanced and environmentally sound transportation system. The Department has broad responsibility for development of transportation policy and planning to meet statewide needs for adequate, safe and efficient transportation facilities and services. It is responsible for maintaining and improving the 15,000 mile State Highway System and also responsible for coordinating and assisting in the development and operation of transportation facilities and services including mass transit, marine, aviation, rail and highways. Because one quarter of New York State's population will be over 55 by 2015, special attention to this growing sector of the traveling population is key to fulfilling Department responsibilities.

Every eight seconds another baby boomer turns 50. Fifteen years from now these boomers either will be retired or considering retirement.

For the 58 percent of the population in New York State who live outside of New York City, travel characteristics of those over 65 are similar to National trends. Although much of the 2000 census data relating to travel by the elderly is not yet available, the 1990 census and the 1995 National Personal Transportation Survey (NTPS) may provide insight. According to 1990 census and NTPS data nationwide, most elderly are drivers and three-quarters of the elderly live in suburban or non-metropolitan places where use of an automobile is either necessary or strongly encouraged. Senior citizens drive 20% more than they had in 1983 and those aged 70 or over drive 40% more than in 1983. Walking is the second most popular mode of choice. The elderly used transit for fewer than 5% of their trips.

The 1995 NTPS indicates that the elderly living in New York State make fewer trips and the length of these trips are shorter than trips made by other sectors of the population. New Yorkers in general averaged 3.88 trips per day, however the number of trips dropped for people over 60 to 3.8 trips a day and for those over 65 to 3.29 trips a day. The average trip length per household is 8.9 miles; for a single retired adult household, the average trip length is 5.3 miles and for households with two or more retired adults, the average trip length is 7.1 miles.

Forty-two percent of New York State residents live in New York City where travel characteristics are significantly different from the rest of the Nation. For those over 65, walking is the primary travel mode for residents of Manhattan (44%) and Brooklyn (33%) and a close second in preference in Queens (33%) and the Bronx (28%). Transit captures about a third of elderly trips in Manhattan and a quarter of the elderly trips in Brooklyn and the Bronx. Driving is the predominant mode of travel for

the elderly in Queens (57%) and on Staten Island (84%) and is used by about 1/3 of Brooklyn's and the Bronx's residents.

An overwhelming issue for the elderly is maintaining mobility. Many of our future elders are likely to be living in suburban locations which traditionally offer few travel alternatives to the automobile. Most of the elderly population outside New York City will have spent a lifetime of reliance on the automobile for travel and will expect to continue to drive. Many will be unfamiliar with and unwilling to shift to public transportation or walking as alternatives. Fifty percent of non-driving elders report that they cannot walk to a bus stop and 53 percent say that they cannot walk to a grocery store.

Generally, the elderly tend to stay closer to home as they age. Their reaction time, vision and strength for driving may decline. They are less likely to drive at night, during peak travel periods, or in poor weather. As they move into their second decade of retirement, they will become more dependent upon family and friends to meet their mobility needs.

The urban core and traditional urban neighborhoods, where transit, taxi, walking and biking are readily available, provide independent senior citizens with the greatest number of travel options. However, concerns about personal safety may limit use of these alternatives for seniors. Parking may be a problem. Those living in town and village centers may be able to use transit to connect to major activity centers and may be able to walk or bike to some services. For those living in conventional suburban areas and those living in rural areas, there are few options available to driving or carpooling with friends or family.

For senior citizens who no longer drive walking, biking and transit usage may be difficult as well. Thus, dependent seniors must place greater reliance on friends and family for transportation. They will travel less or they may not travel at all. Social isolation, loneliness and depression are often the consequences when mobility of the elderly is curtailed.

The Department of Transportation's priorities are: to manage the transportation system in a safe, cost effective and environmentally sound manner; to promote economic growth through strategies to improve the transportation network; and, to provide taxpayer value by continually improving essential transportation services.

As New York becomes a more mature state, how we meet these priorities will need to change in response to the differing needs of an increasingly larger segment of the population. For example, traffic control devices will need to be modified to provide larger sign text, brighter traffic signals, more reflective pavement markings and signs to accommodate diminished visual acuity experienced by the elderly. Efforts to implement these modifications, consistent with National standards, are underway.

Highway designers will need to consider ways to address diminished driving skills and reaction times of a greater proportion of the State's drivers particularly in the design of intersections. Greater use of context sensitive solutions in determining highway improvements should result in greater attention to the special needs of the elderly. More rest areas designed with the senior in mind, and greater levels of security on byways traveled by seniors may be necessary. The number of parking spaces set aside for the disabled may need to increase to accommodate the frail elderly.

The second most popular travel mode for the elderly is walking. Needs include: more sidewalks, pedestrian islands, longer walk times at intersections, greater use of traffic calming measures in high pedestrian areas, use of mid-block crossings in areas of high senior populations, and better sidewalk snow removal. Sidewalks are considered for every DOT main street improvement and thus hundreds of miles of sidewalks are planned to be constructed or reconstructed over the next few years. Additionally, experiments with second push buttons on traffic signals for longer walk times at intersections are being made.

Great strides have been taken to make transit senior friendly by using accessible low floor buses, having wheelchair stations and announcing bus stops at all fixed route buses. Half-fare programs for elderly riders have been implemented on all transit systems which receive state transit operating assistance. Efforts are being made both at the State and the National level to coordinate transit systems in rural areas.

Management will be faced with many challenges in addressing the mobility needs of an aging society. Those responsible for setting transportation priorities will need more data on not only senior travel, but health, financial status and other factors which will contribute to determining the travel choices and special requirements of the highly mobile baby boomer generation. Making the transportation system "elder friendly" and more available whether the mode of choice is subway or bus, automobile, walking or biking, flying or riding the rails may require increased security; greater attention to travel in off-peak hours on less-traveled byways; and accommodations for a larger segment of the population experiencing diminished physical fitness, motor and visual skills. Fuel tax revenues, which pay for highway upkeep, may diminish as seniors tend to drive fewer miles. As more seniors take advantage of half price fares, fare box revenues used to pay for transit operations may be reduced. There may be a smaller workforce which will have greater expectations for better service placed upon them. Security concerns may result in demands for staffing rail and subway stations 24/7 and better lighting in parking lots at commuter and intercity rail stations and airports. Although older travelers may understand they may not have a reserved seat, they will want reservations that will guarantee them a seat on a plane or train. One-stop ticketing from plane to train to taxi may be demanded. As family and friends become less available to take the elderly shopping, to doctors, to visit friends and participate in all the activities that contribute to quality of life, providing affordable options for those who have few or no travel options will be a challenge.

## II. PRIORITY ISSUES

Initially, some two dozen policy issues were identified as important in light of the State's changing demographics. These issues were consolidated and then evaluated taking into consideration: (1) impact of each on the Department's mission, (2) cost effectiveness, (3) immediacy of need, (4) safety, and (5) risk of not addressing the issue. Safety is at the core of all we do. Impact on the Department's mission is a primary selection criterion for determining priorities for all DOT programs and projects. Transportation needs exceed the funds available to meet them. As a greater proportion of New Yorkers retire, there may be fewer dollars available to address transportation needs, thus cost effectiveness is essential. When the risk of not addressing a particular issue has significant consequences, it becomes a high priority. Immediacy of need is important especially when one action depends upon another for implementation.

Overarching transportation concerns include: (1) making the State's transportation system safer for the elderly; (2) improving the mobility options for the elderly non-driver and (3) making transportation services, maintenance and operational practices more senior friendly.

*Making the State's Transportation System Safer for the Elderly.* This issue pertains to improvements that can be made to the transportation infrastructure to compensate for the diminished visual and hearing acuity, declining physical fitness, and slowed reaction times experienced by the elderly. Implementation of programs and projects to compensate for diminished skills will contribute to the safety and well-being of the senior population as well as the population as a whole.

*Improving the Mobility Options for the Elderly Non-Driver.* This issue concerns the implementation or encouragement of projects and programs that will expand transportation alternatives for those seniors who do not or cannot drive. Of particular challenge will be travel alternatives to driving for the growing numbers of seniors living in the suburbs and the country. Although there are some programs available to transport seniors especially for health care, there are many other trip purposes essential to maintain a degree of independence that go unaddressed.

*Making Transportation Services, Maintenance and Operational Practices More Senior Friendly.* This issue recognizes that changing travel patterns, expectations and physical limitations of the senior traveler should to be considered in designing transportation services, and that operational and maintenance practices may need to be modified to be considerate of Seniors with their varied travel needs and their diminished physical capabilities.

## III. ACTIONS AND RESULTS

### **Priority Issue: Making the State's Transportation System Safer for the Elderly**

Action: *Modify standards for traffic control devices to increase visibility.*

Results: Adoption of current Federal standards recommended for aiding elderly drivers such as an increased sign size for street name signs and modification of other National, and subsequently State, standards to achieve increased visibility of signs and pavement markings. This will result in signs with larger letters, wider pavement edge markings and signs and pavement markings made of materials that are easier to see at night.

Action: *Supplement, consistent with National requirements, existing standards and guidelines for highway geometry and materials to be more proactive in responding to the needs of the older driver and pedestrian.*

Results: Appropriate revisions to the highway design manual and other design related documents resulting in highway improvement projects that address the diminishing physical capabilities of the elderly, provisions for additional disabled parking spaces and increased use of traffic calming techniques.

Action: *Work with Amtrak and localities to design safe and well maintained passenger rail stations and intermodal centers to address the needs of the senior traveler.*

Results: Modifications to guidelines for station development that would result in improved rail passenger and public transit information, improved circulation at stations and improved access to and from the station.

Action: *Work with Amtrak, the Federal Railroad Administration, and manufacturers of rail cars to develop equipment that meets the physical needs of the senior traveler.*

Results: Modified rail passenger car standards that could include such items as wheel chair tie-downs, more comfortable seating and leg-room, improved lighting within cars, handrails or hand grips throughout the cars.

Action: *Continued financial support and promotion of features in buses, at bus shelters and stations that make using public transportation safer for the elderly.*

Results: More low floor buses in use by public transit systems, more buses with an intercom system for announcement of bus stops, larger, clearer lettering on signs indicating bus routes, more benches in sheltered transit waiting areas, enhanced lighting and emergency call boxes at selected bus shelters.

**Priority Issue: Improving the Mobility Options for the Elderly Non-Driver**

Action: *Expand and improve pedestrian access.*

Results: More sidewalks in urban and suburban areas as well as rural villages, more high visibility crosswalks, increased usage of minimum shoulder standards along roadways where there are no sidewalks, increased use of countdown pedestrian timers and audible pedestrian signals, and benches along sidewalks in appropriate areas.

Action: Partner with *the New York Public Transit Association, the New York Airport Managers Association, Amtrak, the State Office for the Aging (NYSOFA), Department of Motor Vehicles (DMV) and the Metropolitan Planning Organizations, to improve travel options and travel support for those elderly who can no longer drive.*

Results: Possible products include: brochures or other materials on area-specific travel options available to seniors who no longer drive; senior targeted media campaigns for use of bus, rail passenger services and air travel; viable alternatives to mid-to-long distance auto travel for fixed income seniors; improved service and assistance for senior users, such as travel training, one-stop shopping for a complete travel package from home to destination, increased assistance at passenger drop-off and pick-up areas; improved linkages to passenger transportation web sites; and senior-oriented weekender/vacation trip packages resulting in increased mobility and continued independence for the non-driver as well as increases in transit, rail and air ridership.

**Priority Issue: Making Transportation Services, Maintenance and Operational Practices More Senior Friendly**

Action: *Increase public involvement and community outreach during project development and design to implement Context Sensitive Solutions*

Results: Public involvement plans to assist designers in identifying and addressing issues raised by the community with resultant projects tailored to accommodate the needs of the demographic make-up of the community through which the project will pass.

Action: *Insure that the needs of the elderly are taken into account in determining highway, rest area and other transportation related lighting needs.*

Results: Modifications to lighting guidance and practice. Improved lighting at rest areas, bus shelters and parking areas, reductions in highway lighting glare and increased use of brighter traffic signals at intersections.

Action: *Review and revise as necessary maintenance and construction practices to compensate for diminishing reaction times, physical agility, and vision of the senior driver.*

Results: Improved delineation in work zones, better work zone transitions, better advanced warning of road work, improved safety clothing resulting in safer work zones for both the elderly driver and the construction worker. Review of snow removal practices taking into account the reduced physical agility of seniors to negotiate snow banks in crossing streets and walking on sidewalks covered with snow and ice.

Action: *Disseminate results of studies, in coordination with the NY Public Transit Association, that identify public transit needs of senior citizens*

Results: Information in the hands of the public transit provider that can be used to address the service needs of the senior user and potential user.

## **DIVISION OF VETERANS' AFFAIRS**

### **I. INTRODUCTION: INTERNAL SCAN**

A review of the reported national trends of the veteran population shows a general decline from 1980 through 2040. Note that this can be misleading for the overall veteran population, since we cannot properly anticipate wars or national emergencies and the number of people who may enlist or be drafted as a result.

As such, predicting the number of future veterans can be problematic. Forecasting a trend for current and older veterans, however, is more predictable. The group, "Veterans aged 65 and over," peaked at approximately 9 million around 1999 (World War II and Korean War veterans), and will peak again, at approximately 9 million in 2015 (Vietnam War veterans).

The aging veteran experience of World War II and Korean War veterans precedes the general population "baby boomers" by about 15 years. For some time now, we (NYS Division of Veterans' Affairs, US Department of Veterans Affairs [VA]), the county veterans service agencies, and the various veterans service organizations) have been addressing the needs of aging veterans and their also-aging spouses and surviving spouses.

Veterans represent a substantial portion of elderly males - 75% of those currently aged 75-79, and at least 50% for those aged 65-85. This reflects the tremendous number of New Yorkers called to active duty during World War II and again during the Korean War. Male veterans currently about 50 years of age (who will be about 65 in the year 2015) account for about 35% of the general male population in that age range.

In the year 2000, the number of New York State veterans who served in the two world wars and Korea, and as such are aged 65 and older, totaled 545,7000 and represented 39-percent of the total veterans population.

The percentage of veterans in New York State is lower than the national percentage. There are 92 veterans for every 1,000 people in the US, but only 73 veterans for every 1,000 New Yorkers. It is projected that in the year 2015 the percentage of veterans to general population will decline to five percent, sustaining a trend that has seen veterans migrating to the South and Southwest for nearly two decades.

While not documented, it is believed that the out-migration of veterans to other states, particularly in the Sunbelt, is more likely to include the financially secure rather than the poorer veterans, who will remain in New York State and can be expected to have a greater need of publicly-provided (including VA) health care and financial assistance.

VA uses a system of priorities to determine a veteran's access to VA health care, and provides monetary benefits in the form of VA *Disability Compensation* (for "service-connected" conditions) and VA *Disability Pension* (for "non-service-connected" conditions – requires "wartime service" – not necessarily "war zone service"). The VA Pension is income-driven, allows low-income veterans an alternative to welfare and Medicaid, and increases the veteran's priority for VA health care – as does VA Disability Compensation.

Surviving spouses are also eligible for VA benefits: *Dependency and Indemnity Compensation* if the veteran died as a result of a service-connected condition, and *Death Pension* if the veteran died from a non-service-connected condition. Unfortunately, neither of these programs allows access to VA health care, with the rare exception of surviving spouses of 100% service-connected veterans.

In reviewing the aging trend, it is projected that the number of wartime veterans – as such those generally eligible for various economic, medical and social benefits available from federal, state and local governments – will decline at a greater rate than the overall veterans population – 43% compared to 32.5% by the year 2015. This will result in less federal dollars flowing into New York State if existing benefits eligibility requirements remain unchanged.

The Division's core mission is to provide direct personal service to all veterans and their families through a network of professional state veterans counselors and support staff, linking members of the veterans community to available benefits and services. The Division currently has a staff of 53 state veterans counselors assigned to 47 permanent (three days or more a week) offices and 18 itinerant sites.

While the Division of Veterans' Affairs does not administer or provide direct health care services, the agency works closely with the NYS Department of Health and State University of New York to obtain federal reimbursement and HCFA (Health Care Financing Administration) approval for State Veterans Homes.

The Division – in an effort to make counselors more accessible to veterans – has collaborated with the VA to obtain offices in medical centers and community-based healthcare clinics across the state. Co-locating at medical sites enables veterans – particularly older veterans who utilize the healthcare programs – to have ready access to counselors who can assist them in filing for new or increased benefits. State veterans counselors are also assigned to each of the New York State Veterans Homes, which helps maximize benefits available to residents of those facilities.

In addition, Director Basher has instituted a comprehensive management program that will improve our forward planning. This should affect all areas, including our activities with aging veterans and their families.

## **II. PRIORITY ISSUE AREAS**

### **Access by Veterans to State Veterans Counselors:**

The overall veterans population will be declining in number, but the percentage of older veterans will increase. Older veterans generally have limited ability to access services that may not be located within their immediate community.

### **Access to Veterans Health Care:**

To enhance accessibility, the Division of Veterans' Affairs must maximize availability of its counselors, reducing its dependency on established permanent offices and expanding itinerant office sites that can be readily and conveniently reached by older veterans and their families. With expanded technology – laptop computers and electronic communications – state veterans counselors can have full access to client records and resource materials that in the past have limited the effectiveness of part-time or itinerant office sites.

### **Medical Needs:**

While the wartime complement of veterans is aging, so is a significant percentage of non-wartime veterans – the so-called peacetime contingent, that includes those who served prior to World War II, and between subsequent wars. Many of these veterans have the same medical and economic needs of their wartime brethren, however, can not access veterans services and benefits under existing statute. Most benefits, such as health care, require federal legislation, which is beyond the state's authority.

However, an amendment to the State Health Law, could open the door to State Veterans Homes to qualified peacetime veterans. A secondary purpose of such an amendment would expand the cohort of eligible veterans available to use the nursing home program, which must maintain a high level of occupancy to maintain financial self-sufficiency.

## **III. ACTIONS AND RESULTS**

### **Priority Issue #1 -- Access by Veterans to State Veterans Counselors**

#### **Action:**

Expand network of Division of Veterans' Affairs' itinerant counseling offices to more communities with goal of providing local counseling offices within a 25-mile radius of constituents.

#### **Result:**

Provide greater accessibility for veterans and their families to services offered by state veterans counselors, resulting in increased claims for economic, medical and social

benefits that improve the quality of life for constituents and generate greater than before federal monetary benefits within the state. Partnering with VA to station benefits counselors in VA community-based outpatient clinics creates single source venue for obtaining help to secure benefits and healthcare.

**Action:**

Obtain laptop computers with remote electronic access to client records and Division/VA resources and files.

**Result:**

Improve efficiency in preparation of VA claims for federal monetary benefits, which will expedite awards that generate monthly benefits for veterans and their families, and also speed up eligibility for other veterans benefits including health care, employment, education and burial.

**Priority Issue #2 -- Access to Veterans Health Care**

**Action:**

Collaborate with county/city veterans service agencies and not-for-profit veterans organizations to enhance utilization of community-based veterans transportation programs that carry eligible veterans to United States Department of Veterans Affairs medical centers and healthcare clinics.

**Result:**

VA healthcare programs offer veterans free or low-cost medical care. Maximizing usage of a transportation system will allow many veterans to obtain affordable healthcare, which many might not otherwise obtain. Sustaining and expanding locally supported transportation for veterans will provide greater access to VA healthcare and, in many instances, afford an alternative to Medicare/Medicaid financed private healthcare, thereby recognizing an economic savings to the State and counties.

**Priority Issue #3 -- Medical Needs**

**Action:**

Expand eligibility for extended care by amending New York State Health Law to allow non-wartime veterans to access care at all New York State Veterans Homes.

**Result:**

A greater number of veterans receiving state-of-the-art skilled nursing care at long-term health care facilities with increased federal per-diem payments to defray operating costs for nursing homes now available only to wartime veterans and certain eligible dependents. A larger cohort of potential residents also will ensure a higher level of occupancy needed to sustain mandated financial self-sufficiency for the State Veterans Homes.

## **APPENDIX A**

### ***Project 2015: Lead Conveners***

#### **Governor's Office**

James G. Natoli, Director of State Operations  
Mark Kissinger, Senior Program Associate to the Governor

#### **State Office for the Aging**

Patricia P. Pine, Ph.D., Director  
Neal Lane, Executive Deputy Director

### ***Project 2015: Participating State Agencies***

#### **Office of Advocate for Persons with Disabilities**

Richard Warrender, State Advocate  
Lisa Rosano, Project Designee

#### **Office for the Aging**

Patricia Pine, Director  
Neal Lane, Project Designee

#### **Department of Agriculture and Markets**

Nathan Rudgers, Commissioner  
David Fellows, Project Designee

#### **Office of Alcoholism and Substance Abuse Services**

Paul Puccio, Executive Deputy Director  
Robert Bruno, Project Designee

#### **Banking Department**

Elizabeth McCaul, Superintendent  
Annah Perch, Project Designee

#### **Division of the Budget**

Carole Stone, Director  
John Cape, Project Designee

#### **Council on Children and Families**

Alana Sweeney, Executive Director  
Deborah Benson, Project Designee

**Office of Children and Family Services**

John Johnson, Commissioner  
Susan Somers, Project Designee

**Department of Civil Service**

George Sinnott, Commissioner  
Nancy Kiyonaga, Project Designee

**Consumer Protection Board**

May Chao, Chairperson  
Corinne Biviano, Project Designee

**Department of Correctional Services**

Glenn Goord, Commissioner  
John Patterson, Project Designee

**Education Department**

Richard Mills, Commissioner  
Robert Cate, Project Designee

**Empire State Development**

Charles Gargano, Chairman  
Amy Schoch, Project Designee

**Governor's Office of Employee Relations**

George Madison, Director  
Craig Dickinson, Project Designee

**Department of Environmental Conservation**

Erin Crotty, Commissioner  
Mary Kadleck, Project Designee

**Office of General Services**

Kenneth Ringler, Jr., Commissioner  
Nita Chicatelli, Project Designee

**Department of Health**

Antonia Novello, Commissioner  
Neil Benjamin, Project Designee

**Division of Housing and Community Renewal**

Judith Calogero, Commissioner  
Elizabeth Roetter, Project Designee

**Insurance Department**

Gregory Serio, Superintendent  
Karen Cole, Project Designee

**Department of Labor**

Linda Angello, Commissioner  
Regina Morse, Project Designee

**Office of Mental Health**

James Stone, Commissioner  
Keith Simons, Project Designee

**Office of Mental Retardation and Developmental Disabilities**

Thomas Maul, Commissioner  
Lisa Kagan, Project Designee

**Department of Motor Vehicles**

Raymond Martinez, Commissioner  
Gregory Kline, Project Designee

**Office of Parks, Recreation and Historic Preservation**

Bernadette Castro, Commissioner  
Peter Gemellaro, Project Designee

**Public Service Commission**

Maureen Helmer, Chairman  
Ronald Cerniglia, Project Designee

**Commission On Quality of Care for the Mentally Disabled**

Gary O'Brien, Commissioner  
Mindy Becker, Project Designee

**Office of Real Property Services**

Thomas Griffen, Executive Director  
James Dunne, Project Designee

**State Emergency Management Office**

Edward Jacoby, Jr., Director  
Catherine Lowenski, Project Designee

**Division of State Police**

James McMahon, Superintendent  
Preston Felton, Project Designee

**State University of New York**

Robert King, Chancellor  
Craig Billie, Project Designee

**Department of State**

Randy Daniels, Secretary of State  
Keith Stack, Project Designee

**Department of Taxation and Finance**

Arthur Roth, Commissioner  
Deborah Dammer, Project Designee

**Office for Technology**

William Pelgrin, Executive Deputy Commissioner  
Nancy Mulholland, Project Designee

**Office of Temporary and Disability Assistance**

Brian Wing, Commissioner  
Lorraine Noval, Project Designee

**Department of Transportation**

Joseph Boardman, Commissioner  
Gayle Burgess, Project Designee

**Division of Veterans' Affairs**

George Basher, Director  
Harvey McCagg, Project Designee

## **APPENDIX B**

### ***Project 2015: Coordinating Team***

#### **Office for the Aging**

Jennifer Rosenbaum  
Vera Prosper  
Andrea Hoffman  
Florence Reed  
Elaine Richter  
Laurie Ann Sprague  
Barbara Short  
Chris Reilly

#### **Governor's Office of Employee Relations**

Deborah Berg  
Maureen Nyilis  
Kathleen Jordan

#### **Office of Parks, Recreation and Historic Preservation**

Janice Fontanella

### ***Project 2015: White Paper Editors***

#### **Office for the Aging**

Vera Prosper, Ph.D.  
Jennifer Rosenbaum  
Barbara Short

### ***Project 2015: White Paper Authors***

#### **Introduction**

Patricia P. Pine, Ph.D., Director  
NYS Office for the Aging

#### **The Face of New York – the Numbers**

Robert Scardamalia, Chief Demographer  
Empire State Development

#### **The Face of New York – the People**

Vanderlyn R. Pine, Ph.D.  
Professor Emeritus, SUNY at New Paltz

#### **Analysis and Summary of 36 State Agency Briefs**

Vera Prosper, Ph.D.  
NYS Office for the Aging

*Project 2015: Developed Documents to Accompany the White Paper*

**Empire State Development**

Robert Scardamalia: Developed and documented demographic projections to 2015.

**The Center for Excellence in Aging Services, School of Social Welfare, University at Albany, State University of New York**

Denise Bacchus, Ph.D.: Analyzed and documented the Project 2015 process.

**Albany Law School**

Beth Pritchett: Analyzed and documented the activities of other states that are similar to New York's Project 2015.

*Project 2015: Agencies That Provided Support for Project 2015*

**Office for the Aging**

Provided underwriting for staff and nonpersonal services, developed written materials, and provided workshop facilitation.

**Empire State Development**

Provided demographic information and materials and conducted training.

**Department of Correctional Services**

Printed Braille copies of the Project 2015 White Paper.

**Office of General Services**

Provided underwriting for space accommodations for the Project 2015 Symposium.

**Department of Taxation and Finance**

Printed the first run of the Project 2015 White Paper.

**Governor's Office of Employee Relations**

Provided workshop facilitation, training, and materials.

**Office for Technology**

Provided assistance with technology needs for the Project 2015 Symposium.

**Office of Advocate for Persons with Disabilities**

Printed Braille copies of Project 2015 meeting materials.

## APPENDIX C

### LIST OF RESOURCES FOR ADDITIONAL DEMOGRAPHIC DATA AND INFORMATION

#### Books and Journal Articles:

Anderton, Douglas L., Barrett, Richard E., and Bogue, Donald J. (1997). *The Population of the United States*, 3d ed. New York, New York: The Free Press.

*Baby Boomers In Retirement: An Early Perspective* (September, 1993). Washington, DC: The Congress of the United States, Congressional Budget Office.

Barken, Elliot Robert (1996). *And Still They Come: Immigrants and American Society, 1920 to the 1990s*. Wheeling, IL: Harlan Davidson.

*Boomers Approaching Midlife: How Secure a Future?* (1998). Washington, DC: American Association of Retired Persons, Public Policy Institute.

Bouvier, L. F. and De Vita, C. J. (November, 1991). "The Baby Boom – Entering Midlife." *Population Bulletin*, Vol. 46, No. 3. Washington, DC: Population Reference Bureau, Inc.

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Burman, Len, et al. (1998). *Policy Challenges Posed by the Aging of America*. New York, New York: Urban Institute. <http://www.urban.org/health/oldpol.html>.

*Changing Contract Across Generations, The* (1993). V. Bengston and W. A. Achenbaum (Eds.). New York, New York: Aldine De Gruyter.

Chiswick, Barry and Sullivan, Teresa A. (1995). "The New Immigrants." *State of the Union: America In the 1990s*, Vol. 2. Reynolds Farley (Ed.). New York, New York: Russell Sage Foundation.

*Chronic Care In America: A 21<sup>st</sup> Century Challenge* (August, 1996). Princeton, NJ: University of California at San Francisco, Institute for Health & Aging.

Del Pinal, Jorge and Singer, Audrey (October, 1997). "Generations of Diversity: Latinos In the United States." *Population Bulletin*, Vol. 52, No. 3, pp.1-48. Washington, DC: Population Reference Bureau.

Easterlin, R. (1994). "The Birth Dearth, Aging, and the Economy: Where Have We Been and Where Are We Going?" *Human Capital and Economic Development*. S. Asefa and W. C. Huang (Eds.). Kalamazoo, MI: W. E. Upjohn Institute for Employment Research.

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Farley, Reynolds (1996). *The New Reality: Who We Are, How We Got Here, Where We Are Going*. New York, New York: Russell Sage Foundation.

Frey, William H. (June, 1999). *Beyond Social Security: The Local Aspects of an Aging America*. Washington, DC: The Brookings Institution Center On Urban and Metropolitan Policy.

Frey, William H (June, 1998). "The New Demographic Divide In the U. S.: Immigrant and Domestic 'Migrant Magnets.'" *The Public Perspective*, pp 25-40.

Frey, William H., et al. (1998). *Diversity In America: Projections for Minority, Black, Hispanic American and Asian American Populations to the Year 2001*. Stamford, CT: PRIMEDIA Intertec.

Friedland, Robert B., Ph.D. and Summer, Laura, M.P.H. (January, 1999). *Demography Is Not Destiny*. Washington, DC: National Academy On an Aging Society.

Getting Ready and Getting Credit: Populations of Color and Retirement Security (Spring, 2002). *Public Policy and Aging Report*, R. B. Hudson (Ed.). Washington, DC: The Gerontological Society of America, National Academy On an Aging Society.

*Global Trends 2015: A Dialogue About the Future With Nongovernmental Experts* (December, 2000). Washington, DC: National Foreign Intelligence Board, National Intelligence Council.

Hoynes, H. and Mcfadden, D. (1994). "The Impact of Demographics On Housing and Nonhousing Wealth In the United States." Cambridge, MA: National Bureau of Economic Research, Working Paper No. 4666.

*Immigration and Ethnicity: The Integration of America's Newest Arrivals* (1994). Barry Edmonston and J. S. Passel (Eds.). Washington, DC: The Urban Institute Press.

## APPENDIX C

- Judy, R. and D'Amico, C. (1997). *Workforce 2020: Work and Workers In the 21<sup>st</sup> Century*. Indianapolis, IN: Hudson Institute.
- Kent, M. M., Pollard, K. M., Haaga, J., and Mather, M. (June, 2001). "First Glimpses From the 2000 U. S. Census." *Population Bulletin*, Vol. 56, No. 2. Washington, DC: Population Reference Bureau. <http://www.prb.org>.
- Kingson, Eric (April, 1992). *The Diversity of the Baby Boom Generation: Implications for Their Retirement Years*. Washington, DC: American Association of Retired Persons.
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- Persons With Disabilities* (1995). J. Wiener, S. Clauser, and D. Kennell (Eds.). Washington, DC: The Brookings Institution.
- Poulos, S. and Nightingale, D. S. (2000). *The Aging Baby Boom: Implications for Employment and Training Programs*. Washington, DC: The Urban Institute.
- Riche, M. F. (June, 2000). "America's Diversity and Growth: Signposts for the 21<sup>st</sup> Century." *Population Bulletin*, Vol. 55, No. 2. <http://www.prb.org>.
- Roszak, Theodore (1998). *America the Wise: The Longevity Revolution and the True Wealth of Nations*. Boston, MA: Houghton Mifflin.
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- Treas, Judith (May, 1995). "Older Americans In the 1990s and Beyond." *Population Bulletin*, Vol. 50, No. 2. Washington DC: Population Reference Bureau, Inc.
- U. S. Census Bureau (1997). *How We Are Changing – Demographic State of the Nation*, pp. 23-193. Washington, DC: Bureau of the Census. <http://www.census.gov/>.

**Web Sites and Organizations:**

American Demographics: <http://www.demographics.com>.

Publications, such as *American Demographics*; consumer trends for business leaders; marketing tools; forecasts; research tools and services; demographic newsletter.

American Society on Aging: [http://www.asaging.org/ASA\\_Home\\_New5.cfm](http://www.asaging.org/ASA_Home_New5.cfm).

Brookings Institution: *Census 2000 Matters*, <http://www.brookings.org/default.htm>.

Center for Labor Market Studies, Northeastern University, Boston, MA, (617) 373-5455, <http://www.nupr.neu.edu>.

Federal Government: <http://www.firstgov.gov/>.

Federal Government, Congressional Budget Office: <http://www.cbo.gov/>.

Federal Government, Government Accounting Office: <http://www.gao.gov>.

LibrarySpot (all types of libraries on line): <http://www.libraryspot.com/>.

Mumford Center for Comparative Urban and Regional Research, University at Albany, State University of New York, 1400 Washington Avenue, Albany, NY, John Logan, Director, (518) 442-4656, <http://www.albany.edu/mumford>.

National Association of Counties: <http://www.naco.org>.

National Council of State Legislatures: <http://www.ncsl.org/>.

National Council on Aging: <http://www.ncoa.org/>.

National Governors Association: <http://www.nga.org/>.

New York State Data Center, Empire State Development, 30 South Pearl Street, Albany, NY, Robert Scardamalia, Chief State Demographer, (518) 292-5300, <http://www.empire.state.ny.us>.

Population Reference Bureau, Wasington, DC: <http://www.prb.org/>.

Population Studies Center, University of Michigan, <http://www.psc.isr.umich.edu/>

Users can conduct internal searches to identify on-line resources and link to the abstracts or full text of numerous publications, including those by William H. Frey, author of *The U.S. City in Transition*. Also, Statistical Resources On the Web: Demographics and Housing: <http://www.lib.umich.edu> provides an extensive list of Internet resources on housing and demographics in the United States.

APPENDIX C

RAND: Population Matters Program, <http://www.rand.org/>.

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