



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Multipurpose Senior Service Program
FY 2021-2022 Standard Agreement

DATE: May 17, 2021

City Administrator Approval

Date: Jun 1, 2021

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution:

- 1. Authorizing The City Administrator To Apply For, Enter Into An Agreement With, And To Accept And Appropriate From The California Department Of Aging (CDA) Funds In The Amount Of \$1,756,834 For The Multipurpose Senior Services Program (MSSP) For Fiscal Year (FY) 2021-2022; And**
- 2. Waiving The City's Competitive Procurement Process For Purchasing Goods And Services For MSSP Participants;**
- 3. Authorizing The City Administrator To Procure MSSP-Related Goods From, And To Award Professional Services Agreements To, Private Entities For FY 2021-2022, Without Returning To Council; And**
- 4. Authorizing A Contribution From The General Purpose Fund In An Estimated Amount Of \$460,330 For Central Services Overhead Charges.**

EXECUTIVE SUMMARY

Adoption of the proposed resolution will allow the City Administrator to apply for and accept funds from the State of California, Department of Aging for the Multipurpose Senior Service Program (MSSP) in the amount of \$1,756,834 for Fiscal Year (FY) 2021-2022. MSSP provides in-home supportive services to over 344 frail, low-income elderly individuals who are at-risk of nursing home placement. Services include case management and purchase of services including medical devices, medical alert services, and home accommodations, among others. The resolution also authorizes, as it has in prior years, a contribution from the General Purpose Fund in the amount equivalent to the Central Services Overhead Charges estimated at \$460,330.

BACKGROUND / LEGISLATIVE HISTORY

The City of Oakland's Human Services Department, (HSD) Aging and Adult Service Division, empowers seniors and adults with disabilities through life-enriching and life-sustaining programs and services such as MSSP. Oakland frail elders (age 65 and over) have multiple

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chronic disabilities that put them at risk of early death or institutionalization. MSSP provides culturally appropriate comprehensive case management services to keep frail elders out of nursing homes, safe and independent in their own homes, increasing their quality of life when they are most vulnerable.

On June 27, 2012, the California Legislature passed, and the Governor signed, two pieces of legislation creating the California Coordinated Care Initiative (CCI): Senate Bill (SB) 1008 (Chapter 33, Statutes of 2012) and SB 1036 (Chapter 45, Statutes of 2012). On March 27, 2013, the Department of Health Care Services (DHCS) and the Federal Centers for Medicare and Medicaid Services (CMS) reached an agreement to implement a dual eligible demonstration project. Under the agreement, DHCS and CMS are contracting with managed care plans (called "Participating Plans") to provide Medicare and Medi-Cal services. The demonstration, known as Cal MediConnect, is a key part of the CCI, and integrates funding streams, health care, and long-term services and support. City of Oakland MSSP was originally selected to be a part of the demonstration, but in November 2014, the California DHCS announced that the CCI would not move forward in Alameda County. As a result, the City of Oakland MSSP maintains the Standard Agreement with the CDA to provide care management services to frail elderly citizens.

ANALYSIS AND POLICY ALTERNATIVES

MSSP is funded through a Standard Agreement with the California Department of Aging (CDA), which administers the federal 1915(c) Home & Community-Based Waiver to meet the needs of people who prefer to receive long-term care services and supports in their home or community. CDA requires ten (10) percent to be used for waiver services, (i.e., emergency response units, monitoring, non-medical home equipment, and personal care items). These goods and supports are essential to keeping frail elders in their home, as they safeguard this vulnerable population's health and safety, improve functional ability, and assure maximum independence, thereby preventing elevation to a higher level of care. The program promotes client self-determination and fosters independent living for frail elders within the least restrictive environment and is a proven, cost-effective alternative to nursing home placement. Using a medical, psychosocial model, the multidisciplinary team of MSSP nurses and social workers ensure seniors who are frail and disabled are connected to social and health services and other community supports. For 42 consecutive years, the City of Oakland's MSSP has prevented or delayed premature nursing home placement.

The goal of MSSP is to prevent or delay nursing placement and provide community support and resources to seniors who are at risk of nursing home care. Since enactment of the Alameda County Shelter-in-Place order, 16 of the 344 City of Oakland MSSP participants have tested positive for COVID-19, but only 2 passed away from the virus. This is due to the MSSP Nurse and Social Work Case Managers ensuring that participants have the necessary supports and services to remain safe and secure in their homes. City staff also coordinated with food programs to deliver meals and groceries, to guarantee that nutrition and hunger would not be a worry for MSSP participants.

MSSP is a Medicaid Waiver, fee-for-service, reimbursement agreement program. To bill MediCal and collect the full \$1,756,834, the City must serve 100 percent of the participant capacity, which is 328 clients per month. This mandate requires adequate staff to meet the caseload ratio of 40 clients to 1 Case Manager. Also, \$140,548.00 of the funds is designated for purchase of goods and professional services for the clients. Due to the unique circumstances of this program, obtaining goods and services through the City's normal, competitive process limits staff's ability to purchase in a cost effective and timely manner. The Waiver funds are used to buy personal care items, appliances, non-medical home equipment and services such as respite. Due to the specialized nature of what is being purchased there are a limited number of suppliers, often only a single supplier, who can meet the needs of the clients. The CDA mandates MSSP providers to purchase items in a timely manner based on client choice, including brand and vendor. The City bidding process timelines and vendor selection render it challenging with respect to satisfying the requirements of the CDA Agreement. Therefore, staff is requesting a waiver of the purchasing requirement of three bids for waiver purchases based on client choice. This will allow staff to meet the mandate that is both a part of the 1915c Waiver application between CDA, CMS, and the City of Oakland's agreement with CDA, which states that individuals are given the choice between waiver services and providers. This approach is referred to as Freedom of Choice.

Staff proposes that the City waive the competitive procurement process for purchasing goods and services for MSSP participants and enter Professional Service Agreements of multiple years with local vendors which have a track record that ensures service delivery. This includes the following vendors per service type:

Communication/Emergency Response

Bay Area Vital Link
Lifeline Systems

Chore/Personal Care/Respite

Community Care Services
Home Instead

Communication/Emergency Response maintains and monitors preexisting hardware that has been installed in client homes. It would not be fiscally viable to change these vendors through a Request for Proposals/Qualifications (RFP/Q) process because it would require the purchase and re-installation of equipment that has already been paid for with agreement funds. In addition, the transition period between monitoring and response agencies could potentially put client's health and safety at risk.

Chore/Personal Care/Respite services provided by local agencies deliver a continuum of care for frail seniors, whose in-home workers have established relationships with the clients equivalent to a primary medical care provider/patient relationship. In some instances, the agencies have hired family members, especially for monolingual non-English speaking clients. The agency has gone through a vendor process with those family members to reimburse them as care providers. This process allows clients, many dealing with cognitive issues such as dementia, to receive support from their own family members as stay-home care providers.

Additionally, MSSP staff will conduct an RFP/Q process to enlarge the pool of qualified service providers.

FISCAL IMPACT

MSSP is essential to securing a safety net for frail elders of Oakland and ensures their ability to age in the least restrictive environment – their own home. Without MSSP, 289 frail elderly Oakland residents are immediately at-risk of nursing home placement. In addition, fourteen City of Oakland staff positions would be lost.

This on-going agreement is funded by the Title XIX, Social Security Act Funds and the State of California General Fund. This funding is included in the City’s FY 2021-2023 proposed Biennial Budget and is appropriated in the Department of Health and Human Services Fund (2128), Multipurpose Senior Services Program Organization (75231), Empowering Seniors & People with Disability Program (YS14), and Administration/ Care Management Support Project/Award (1005549/23370), Case Management Project/Award (1005550/23370), and Waived Services Project/Award (1005551/23370). HSD is requesting, as it has in prior years, a contribution from the General Purpose Fund in an equivalent to Central Services Overhead in an estimated amount of \$460,330.

Funding for MSSP was augmented in FY 2019-2020 from \$1,405,480 to \$1,756,834. The annual per-slot rate is \$5,356 per year. Compared to the San Francisco Bay Area annual nursing home rate of \$182,500, MSSP remains a significant cost savings for taxpayers and provides a more community centered set of services.

AMOUNT OF RECOMMENDATION/COST OF PROJECT:

Project Delivery	\$ 1,616,286
Professional Services Contracts/Purchases	\$140,548
TOTAL PROJECT COSTS	\$1,756,834

COST ELEMENTS OF AGREEMENT/CONTRACT:

Professional Services Contracts/Purchases	\$140,548
Management/Support/Administration Salaries & Benefits...	\$457,407
Case Management Salaries & Benefits	\$1,120,110
Operating Costs	\$38,769
TOTAL AGREEMENT/CONTRACT AMOUNT	\$1,756,834

SOURCE OF FUNDING:

California Department of Aging

PUBLIC OUTREACH / INTEREST

The MSSP Site Director/Senior Services Supervisor works closely with internal and external parties, including the Multipurpose Senior Services Program Association, CDA Program Analyst, Alameda County Senior Services Coalition, Health Care Services, Hospice, City of Fremont – Aging and Family Services, Center for Elders Independence and community-based organizations serving the elder population. Referrals come from hospital discharge planners, public health nurses, County Adult Protective Services (APS) nurses and social workers, MSSP staff case findings, community outreach presentations and word-of-mouth. The number of referrals on the City of Oakland MSSP waitlist as of the end of the third quarter 2021 was eight referrals. Due to the hiring of 2 permanent staff positions prior to the hiring freeze in January 2021, the average days on the wait list is 11. The MSSP referral form is a fillable pdf document available at <https://tinyurl.com/y8za9nfe>.

In FY 2016-2017, MSSP began experiencing an increase in referrals from Adult Protective Services. Many of the referrals are elders who are isolated and have mental health issues. This trend continues as mental health services are insufficient to meet the needs of the population. In FY 2018-2019 homeless frail elder referrals increased and continues to climb. In previous years, Case Managers could link the few homeless referrals to housing but in the current climate the wait can be as long as five years. Case Managers work to assist current clients to prevent eviction

No outreach was deemed necessary for the proposed policy action beyond the standard City Council agenda noticing procedures

COORDINATION

The HSD Fiscal division, Budget Bureau and Office of the City Attorney were consulted in the preparation of this report and resolution.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

Performance measurements are tracked, including the number of clients served, number of services arranged or delivered, wait time for referrals, and the percentage of clients reporting satisfaction.

Client satisfaction surveys are sent on an annual basis and is mandated by the State Department of Aging for all MSSP sites. In FY 2019-20, a total of 298 current and former clients were sent surveys by MSSP (former clients that had moved out of the area or had passed away were excluded). Of these, 137 clients (or 46 percent of the total clients sent surveys) responded to the survey. The survey shows that 95 percent of clients believe the services provided by MSSP assist them in remaining independent. Of the clients who responded, 91 percent rated their experience with the staff and services provided by MSSP as excellent or good, while 6 percent rated their experience with the staff and services as satisfactory, 3 percent left this question blank. When asked if their case manager understood the individual's problems

enough to help, 95 percent responded “Yes.” When asked if they would recommend the MSSP to other people they knew who need services to remain at home, 92 percent of respondents answered “Yes”.

An internal peer review process is conducted annually and reported to the CDA. However, due to the COVID-19 Shelter-in-Place order staff were unable to conduct the peer review process this fiscal year. The CDA biennially conducts an external Utilization Review, and the most recent CDA program review was conducted remotely, using electronic records, July 27 through 31, 2020. No corrective actions were required.

The contracted service providers are assessed quarterly for satisfaction with services provided as mandated by the CDA. Case Managers from MSSP report any challenges they have with any services or complaints from clients. Staff work to resolve any issues or challenges and the results are reported to the CDA as part of a more comprehensive quarterly report.

Informal feedback from clients in the form of phone calls, thank you cards or letters expressing satisfaction with the service is also tracked.

SUSTAINABLE OPPORTUNITIES

Economic: MSSP contractors, who are Oakland-based business operators, employ Oakland residents who provide the necessary services to frail elder program participants. MSSP will continue to invest in the Oakland community by purchasing services and equipment for frail seniors from Oakland-based businesses.

Environmental: Unfortunately, due to the pandemic, the United States Department of Agriculture (USDA) and the County Area Agency on Aging’s Farmer’s Market program did not provide MSSP frail elders with vouchers for fresh produce from Farmer’s Markets in Oakland, in summer 2020 or in 2021. However, MSSP coordinated with SOS Meals on Wheels and the Alameda County Food Bank to ensure clients received nutritious food.

Race & Equity: The average age of the City of Oakland MSSP participants is 81.99. Eighty-nine percent are ethnic/racial minorities, 100 percent are low-income, and participants disproportionately utilize hospital emergency rooms or become nursing home patients due to lack of knowledge of the healthcare system and inability to coordinate their own care.

As of April 19, 2021, 290 unduplicated clients who are Oakland residents were served in FY 2020-2021. MSSP served 44 clients who live outside of Oakland for a total of 334 clients. The gender, racial and zip code breakdown for City of Oakland participants is shown in **Table 1** below.

Table 1 – Breakdown for City of Oakland MSSP Participants by gender, racial and zip code

Zip Code	Total Count	Race								Sex	
		Asian/ Pacific Islander	African American	Latino	White	Native American	Indian	Middle Eastern	Declined	M	F
Homeless	1	0	0	1	0	0	0	0	0	0	1
94601	73	20	6	44	2	0	1	0	0	27	46
94602	6	2	2	0	2	0	0	0	0	2	4
94603	13	0	12	1	0	0	0	0	0	2	11
94605*	18	2	13	3	0	0	0	0	0	3	15
94606*	25	11	3	0	10	1	0	0	0	7	18
94607	47	31	15	0	0	0	0	1	0	14	33
94608	10	0	9	0	1	0	0	0	0	1	9
94609	9	0	9	0	0	0	0	0	0	4	5
94610	8	1	5	0	1	0	0	0	1	1	7
94611*	20	11	1	1	6	0	1	0	0	7	13
94612*	41	30	5	0	6	0	0	0	0	17	24
94618	1	0	0	0	0	0	0	0	0	1	1
94619	4	3	0	1	0	0	0	0	0	0	4
94621	14	0	9	3	2	0	0	0	0	4	10
Totals	290	111	89	53	30	1	2	1	1	90	200
Percentages	100%	38%	31%	18%	11%	.30%	.70%	.30%	.30%	31%	69%

* The program has a large population of Russian-speaking participants (13) who live in zip codes 94605, 94606, 94611 and 94612

Services provided by MSSP make it easier for seniors who are frail and disabled to access services to which they are entitled. The social and health services provided by MSSP improve the quality of life for seniors who are frail and homebound, who are socially disadvantaged and at-risk of placement into nursing homes. Nurse and Social Work staff provide culturally sensitive Case Management service. The program currently has language certified staff who speak Spanish, Cantonese, and Mandarin. The MSSP also serves other non-English monolingual elders through the City of Oakland, Equal Access Language Line interpreter service.

ACTION REQUESTED OF THE CITY COUNCIL

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For questions regarding this report, please contact Scott Means, Aging and Adult Services Manager at (510) 238-6137.

Respectfully submitted,



SARA BEDFORD

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