

# CITY OF OAKLAND

2011 MAY 12 PM 6:36 **AGENDA REPORT**

**TO:** Office of the City Administrator  
**ATTN:** P. Lamont Ewell, Interim City Administrator  
**FROM:** Department of Human Services  
**DATE:** May 24, 2011

**RE:** Resolution Authorizing The City Administrator To Apply For, Accept, And Appropriate Grant Funds In The Amount Of \$1,405,480 From The California Department Of Aging For The Multipurpose Senior Services Program (MSSP) For Fiscal Year 2011-2012; And Authorizing The City Administrator To Enter Into Contract Number Ms-1112-01 With The California Department Of Aging For The Multipurpose Senior Services Program For Fiscal Year 2011-2012; And Authorizing The City Administrator To Accept, Appropriate And Allocate Any Additional Funding Received Without Returning To Council

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## SUMMARY

Staff requests City Council approval of a resolution authorizing the City Administrator to apply for, accept and appropriate a Multipurpose Senior Services Program (MSSP) grant from the State Department of Aging for Fiscal Year 2010-2011 in the amount of \$1,405,480. The resolution would also authorize a waiver of \$53,472 for central service overhead charges. The grant allows MSSP to spend \$210,821 annually to purchase in-home supportive services for frail seniors. MSSP is funded principally through a Medicaid Waiver received by the State and City general funds. The resolution also requests an additional extension of one (1) year for current vendors and waives the competitive request for proposal/qualifications process for these contracts.

## FISCAL IMPACT

This on-going grant is funded by the Title XIX Social Security Act funds and the State of California General Fund. The proposed resolution authorizes the acceptance of the grant in the amount of \$1,405,480 for one year. This amount represents a reduction from the prior year of 20% due to the Medi-Cal reductions in the Governor's proposed budget. The proposed resolution allocates \$210,821 of the grant to contract with five agencies to provide in-home services to the seniors enrolled in MSSP. The \$210,821 is part of the total budget that is set aside to purchase services for clients. The grant will be deposited to Department of Human Services Fund (2128) Multipurpose Senior Services Program Organization (75231), and Administration/ Care Management Support Project (G420510), Case Management Project (G420520), and Waived Services Project (G420530). There are no matching funds required.

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Historically, the City Council has waived Central Services Overhead charges levied against the MSSP since the grant cannot be used for Central Services Overhead costs. The waiver of Central Services Overhead charges in the amount of \$53,472 impacts the General Purpose Fund in that it reduces "recovery" amounts.

## BACKGROUND

The City of Oakland has provided multipurpose senior services to eligible seniors since 1980, by contract with the State Department of Aging. The contract with the State requires the MSSP program to serve a minimum of 312 clients monthly. The goal of the MSSP is to prevent or delay institutionalization. Clients are 65 years of age or older and certifiable for care in a skilled nursing facility. Clients are very frail and have multiple chronic disabilities. Services are provided to seniors who live in all zip codes in Oakland and Emeryville and two (2) zip codes in Berkeley.

The Human Services Department continues the provision of care management services to a contracted caseload of a minimum of 312 frail elderly clients per month. Many of the services provided to the seniors are provided by professional service contract vendors. The current vendor contracts began on July 1, 2008 and will expire on June 30, 2011. Resolution No. 81355 C.M.S. provided for the initial annual agreements with the service providers as well as two annual extensions for a total of three (3) years starting July 1, 2008, subject to satisfactory performance and funding availability. The proposed resolution requests an additional extension of one (1) year. This will allow MSSP and contract compliance staff to complete a RFP process to acquire new vendor contracts in 2012. The RFP process was not executed this year due to the uncertainty of the program's future, as Governor Brown's initial budget proposal recommended the elimination of MSSP. MSSP and contract compliance staff completed a RFP process to acquire these vendors in 2008. The current vendors include, Asian Network, Inc., Bay Area Vital Link, Community Care Services, Manos Home Care, and Steve's Property Services. Therefore, it is in the best interests of the City to waive the competitive request for proposal/qualifications process for the above contracts.

Satisfactory performance by vendors is assessed by an annual client satisfaction survey that is sent to all clients. The survey asks about the level of satisfaction with the services and providers that the Case Manager purchases or refers to MSSP clients. The survey includes a self-addressed stamped envelope and the client's name is optional. For FY 09-10, 95% of clients indicated they were satisfied with services and providers; 1% indicated they were not satisfied and 4% indicated that they were sometimes satisfied. There were no new vendors added for FY 10-11.

The California State Department of Aging (CDA) requires monitoring and communicating information on vendor performance. This system includes recording and tracking complaints/issues; timely handling and resolution; confidentiality; and documentation of patterns, trends and special problems. In addition, the contract with CDA requires a quarterly report which also asks about any Service Provider-Vendor Problems. For FY 2010-11, three (3) quarters of data have been reported to funders and no vendor problems or complaints have been

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received. We also regularly solicit feedback from Case Managers regarding vendor service. The \$210,821 is part of the total budget that is set aside to purchase services for clients.

## KEY ISSUES AND IMPACT

The goal of MSSP is to prevent or delay premature institutional placement of frail at-risk seniors. MSSP has continued to meet the State mandate to provide a cost-effective alternative to nursing home placement. We arrange services such as bathing, dressing, grooming, meal preparation, housekeeping, and respite for clients within their own homes. MSSP also assists with coordinating medical appointments and purchasing transportation to and from medical appointments. This additional support allows Oakland families and caregivers to continue to care for frail seniors in their community. MSSP promotes client self-determination and fosters independent living for clients within the least restrictive environment and within their own communities. MSSP supports frail seniors by: 1) keeping them out of nursing homes; 2) keeping them safe and as independent as possible in their own homes; and 3) increasing their quality of life when they are most vulnerable.

MSSP services are particularly important due to Governor Schwarzenegger's October 2009 elimination of State funding for the Linkages Program and shrinking safety net for the frail elderly and people with disabilities. The City of Oakland, Department of Human Services, has offered Linkages Program services since 1985. After the elimination of State funding we continued to provide care management services to functionally impaired adults and seniors who were at risk of being placed in nursing homes. These clients are ineligible for other case management programs such as Regional Center or are not age appropriate for MSSP. Through the use of Targeted Case Management and Handi-Park funding we continued to assist 210 clients to reach various independent living goals by connecting them to the dwindling available community resources or transitioning some to MSSP as they turned 65 years of age. There is no other care management program operating within Oakland to serve the younger functionally impaired population. The Linkages Program filled a gap in services. Undoubtedly we will see the ripple effect of increase hospitalizations and premature nursing home placements as the Oakland Linkages Program officially ends April 30, 2011

## PROGRAM DESCRIPTION

Client referrals are received from various sources such as local acute care hospitals, home health agencies, Alameda County Social Services, medical doctors, churches, adult day health care programs, MSSP programs in nearby communities and other community agencies that work with seniors. Some clients self-refer after hearing about the program from others. For the first ten months of FY 10-11, MSSP has enrolled an average of six (6) new clients per month. Seven (7) clients, on average, have been discharged per month due to death, residential relocation, loss of Medi-Cal benefits or placement in a skilled nursing facility due to a serious decline in health or the living environment is no longer safe. The current waiting list consists of 90 individuals.

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MSSP is a medical and psychosocial model care management program. The care management process involves an initial detailed in-home psychosocial and health assessment, a three-month visit, a six-month recertification visit, a 9-month visit, an annual reassessment, and monthly phone monitoring. These activities are conducted by public health nurses and social workers.

Care management is the cornerstone of MSSP. It involves the coordination and usage of existing community resources that provide the necessary services for clients to continue living safely at home. MSSP care management provides for client assessment to identify problems, creating a plan of care with client input and agreement, arranging services and monitoring of the client. Staff reviews existing publicly funded services and makes direct referrals whenever possible. If the needed services are not available through family, friends, or other programs, the care manager then authorizes the purchase of services from the vendors by using program funds.

MSSP promotes client self-determination and fosters independent living for clients within the least restrictive environment and within their own communities. MSSP advocates for a seamless continuum of care and provides service in coordination and collaboration with other community based long-term care organizations such as Sutter Visiting Nurses Association, Alameda County Health Care Services Agency, Alameda County Social Services, and the Area Agency on Aging, Lifelong Over-60 Health Clinic, Satellite Housing, and Bay Area Community Services.

During FY 2010-2011, program participants lived throughout Oakland and Emeryville. The MSSP also serves the 94704 and 94705 zip codes of Berkeley. The number of clients served from July 1, 2010 to March 31, 2011 residing in each zip code is listed in Table 1.

Table 1: MSSP CLIENTS BY ZIP CODE

ZIP CODES	NUMBER OF CLIENTS	ZIP CODES	NUMBER OF CLIENTS
94601	48	94610	2
94602	20	94611	16
94603	33	94612	54
94605	42	94618	2
94606	43	94619	5
94607	49	94621	23
94608	38	94704	3
94609	24	94705	7

For FY 2010-2011 as of March 31, 2011, the ethnic breakdown for the program participants is African American (55%), Asian/Pacific Islander (23%), Hispanic (11%), Caucasian (11%), Native American (1%), and Other (1%). The gender breakdown is: Female (81%) and Male (19%).

## EVALUATION OF PAST PERFORMANCE

MSSP relies on a variety of mechanisms to assess its service quality; and formal client satisfaction surveys are sent to clients on an annual basis. The survey will be mailed to clients on June 1, 2011 and the completed surveys are expected back by June 30, 2011.

This survey is mandated by the State Department of Aging for all MSSP Sites. In FY 2009-10, a total of 400 current and former clients were sent surveys by MSSP (64 former clients that had moved out of the area or had passed away were excluded). Of these, 195 clients (or 58% of the total clients served) responded to the survey.

The survey shows that 96% of clients believe the services provided by MSSP assist them in remaining independent. Of the clients who responded, 90% rated their experience with the staff and services provided by MSSP as excellent or good, while 7% rated their experience with the staff and services as satisfactory. When asked if their case manager understood the individual's problems enough to help, 97% responded "Yes". When asked if they would recommend the MSSP to other people they knew who need services to remain at home, 96% of respondents said "Yes".

Measurable program objectives are tracked including the provision of case management services to an average of 354 low-income frail seniors with disabilities per month, monthly telephone monitoring of client health, functioning and supports, and quarterly face-to-face reassessment visits with all clients.

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

An internal peer review process is conducted bi-monthly and reported to the California State Department of Aging. An external Utilization Review is conducted biennially by the California State Department of Aging.

The contracted service providers are assessed quarterly for satisfaction with services provided as mandated by the California State Department of Aging. Case Managers from MSSP report any challenges they have had with services or any complaints from clients. Staff work toward resolving any issues or challenges and the results are reported to the California State Department of Aging 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 tracked.

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## **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:** In conjunction with the **USDA** and the County Area Agency on Aging, we insure that frail elders receive vouchers for fresh produce from Farmer's Market.

**Social Equity:** Social and health services are delivered to frail seniors in their homes after referrals are made from MSSP nurses and social workers.

Services provided by MSSP make it easier for seniors who are frail and disabled to access services to which they are entitled.

The 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.

## **DISABILITY AND SENIOR CITIZEN ACCESS**

MSSP care management services have been available to frail, seniors with disabilities in the City of Oakland for 32 years. MSSP provides frail Oakland residents with an alternative to premature or inappropriate institutionalization. Through the provision of care management services, MSSP's frail disabled seniors are empowered to live as independently as possible.

## **RECOMMENDATION(S) AND RATIONALE**

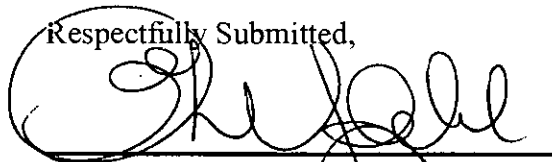
Staff recommends that the City Council approve a resolution authorizing the City Administrator to apply for, accept, and appropriate a grant in the amount of \$1,405,480 from the State Department of Aging for the Multipurpose Senior Services Program for fiscal year 2010-2011. Staff also recommends an additional extension of one (1) year for current vendors and waives the competitive request for proposal/qualifications process for these contracts. The approval of this recommendation will ensure the continuation of the Multipurpose Senior Services Program to Oakland's frail elderly at risk of premature or unnecessary institutionalization.

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**ACTION REQUESTED OF THE CITY COUNCIL**

That City Council approve a resolution authorizing the City Administrator to apply for, accept, and appropriate grant funds in the amount Of \$1,405,480, from the California Department Of Aging for the Multipurpose Senior Services Program (MSSP) for fiscal year 2011-2012; and authorizing the City Administrator to enter into contract number MS-1112-01 with the California Department of Aging for the Multipurpose Senior Services Program for fiscal year 2011-2012; and authorizing the City Administrator to accept, appropriate and allocate any additional funding received without returning to Council.

Respectfully Submitted,

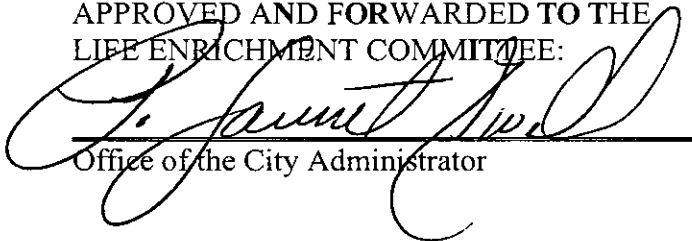


**ANDREA YOUNGDAHL**  
Director, Department of Human Services

Reviewed By: Brendalynn Goodall, Manager  
Aging and Adult Services

Prepared By: Karyl Eckels, Supervisor  
Multipurpose Senior Services Programs

APPROVED AND FORWARDED TO THE  
LIFE ENRICHMENT COMMITTEE:

  
Office of the City Administrator

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OFFICE OF THE CITY CLERK  
OAKLAND

*M. Mowbray*  
Oakland City Attorney's Office

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**OAKLAND CITY COUNCIL**

Resolution No. \_\_\_\_\_ C.M.S.

**RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO APPLY FOR, ACCEPT, AND APPROPRIATE GRANT FUNDS IN THE AMOUNT OF \$1,405,480 FROM THE CALIFORNIA DEPARTMENT OF AGING FOR THE MULTIPURPOSE SENIOR SERVICES PROGRAM (MSSP) FOR FISCAL YEAR 2011-2012; AND AUTHORIZING THE CITY ADMINISTRATOR TO ENTER INTO CONTRACT NUMBER MS-1112-01 WITH THE CALIFORNIA DEPARTMENT OF AGING FOR THE MULTIPURPOSE SENIOR SERVICES PROGRAM FOR FISCAL YEAR 2011-2012; AND AUTHORIZING THE CITY ADMINISTRATOR TO ACCEPT, APPROPRIATE AND ALLOCATE ANY ADDITIONAL FUNDING RECEIVED WITHOUT RETURNING TO COUNCIL**

**WHEREAS**, the State Department of Aging is willing to allocate a grant to the Multipurpose Senior Services Program (MSSP) in the amount of \$1,405,480 for the period beginning July 1, 2010 and ending June 30, 2011; and

**WHEREAS**, the grant is funded by Title XIX Social Security Act funds and the State of California General Fund; and

**WHEREAS**, the grant does not pay for Central Services Overhead costs in the amount of \$53,472 for FY 2011-2012, and historically the City has provided an offset to cover the Central Services Overhead costs; and

**WHEREAS**, the purpose of said grant is to continue the City's MSSP program that will help the frail elderly remain in their homes rather than be institutionalized; and

**WHEREAS**, the grant allows MSSP to purchase in-home supportive services for frail seniors including personal care, respite, emergency response and health care services for a one year period beginning July 1, 2011 and ending June 30, 2012; and



**WHEREAS**, the City of Oakland desires to enter in annual contracts with the following providers for amounts not to exceed \$70,000 per provider as indicated below:

<u>VENDOR</u>	<u>Amount</u>
Asian Network, Inc. – Oakland Business License #698911	\$40,000
Bay Area Vital Link Business License #760358	\$70,000
Community Care Services – Oakland Business License #7951357	\$40,000
Manos Home Care – Oakland Business License #1025163	\$40,000
Steve’s Property Services Business License #3213455	\$20,821

**WHEREAS**, MSSP is a long standing program in the City, the City Council having approved application for the original MSSP grant in Resolution No. 57740 C.M.S. dated December 12, 1978; now, therefore, be it

**RESOLVED:** That the City Administrator or his designee is hereby authorized and directed to apply for and accept a grant in the amount of \$1,405,480 from the State Department of Aging for the purpose of allocating said grant for the Multipurpose Senior Services Program for the period beginning July 1, 2011 and ending June 30, 2012; and be it

**FURTHER RESOLVED:** That the grant funds will be deposited in Department of Human Services Fund (2128) Multipurpose Senior Services Program Organization (75231), Administration/Case Management Support Project (G420510), Case Management Project (G420520), and Waived Services Project (G420530); and be it

**FURTHER RESOLVED:** That the Central Services Overhead charges are hereby waived; and be it

**FURTHER RESOLVED,** That the City Council hereby appoints the City Administrator or his designated representative as agent of the City to conduct all negotiations, execute and submit all documents, including but not limited to application, agreements, amendments, modifications, payment requests and related actions which may be necessary for the completion of the aforementioned grant in accordance with its basic purpose without returning to Council.

**FURTHER RESOLVED**, That pursuant to Oakland Municipal Code section 2.04.051.B and findings set forth in the City Administrator's report accompanying this item, the City Council finds and determines that is in the best interests of the City to waive the competitive request for proposal/qualifications process for the above contracts and so waives the requirement.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, BRUNNER, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, SCHAAF and PRESIDENT REID

NOES -

ABSENT -

ABSTENTION -

ATTEST: \_\_\_\_\_  
LaTonda Simmons  
City Clerk and Clerk of the Council  
of the City of Oakland, California