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2016 MAY 12 PM 7:36

# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Sara Bedford  
Director, Human Services

**SUBJECT:** Multipurpose Senior Service Program  
(MSSP) FY 2016-2017 Standard  
Agreement with the California  
Department of Aging

**DATE:** April 27, 2016

City Administrator Approval

Date:

5/12/16

## RECOMMENDATION

The Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To: (1) Apply For And Accept State Of California Standard Agreement Funds In The Amount Of \$1,405,480 And Enter Into Agreement Number MS-1617-01 With The State Of California Department Of Aging For The Multipurpose Senior Services Program (MSSP) For Fiscal Year 2016-2017; (2) Accept And Appropriate Additional Grant Funds From The State Of California Within The Grant Term Without Returning To Council; And (3) Enter Into Professional Service Agreements With Various Vendors To Provide In-Home Services To Frail Seniors For The Period July 1, 2016 Through June 30, 2017 In A Total Amount Not To Exceed \$210,821; And Waiving The Request For Proposal/Qualifications Requirement For The Agreements, And Authorizing A Contribution From The General Purpose Fund In The Amount Equivalent To Central Services Overhead Charges.

## EXECUTIVE SUMMARY

Adoption of the proposed resolution will allow the City Administrator to apply for and accept State of California Standard Agreement funds in the amount of \$1,405,480 for fiscal year 2016-2017. Additionally, the proposed resolution allows the purchase of support services for frail seniors in the amount of \$210,821 for fiscal year 2016-2017. The California Department of Aging (CDA) requires 15 percent of the Standard Agreement funds be used for the purchase of services for the frail elderly MSSP program participants. HSD requests a waiver of the RFP/Q process for these professional service agreements. The waiver will enable the City to continue to use durable medical equipment already installed in homes, thus avoiding the expense of replacing hardware. It is in the MSSP client's best interest to receive uninterrupted emergency response monitoring with the preexisting hardware they are familiar with using. It is also in the best interest of the City to maintain uninterrupted Chore/Personal Care/Respite assistance to this vulnerable population, which are required, waved services, in the Contract between the City and CDA.

Item: \_\_\_\_\_  
Life Enrichment Committee  
May 24, 2016

HSD is requesting as it has in prior years, a contribution from general purpose funds to cover the Central Services Overhead costs in an estimated amount of \$216,916.

## **BACKGROUND / LEGISLATIVE HISTORY**

The City of Oakland's 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 chronic disabilities which put them at risk of early death or institutionalization. MSSP provides culturally appropriate 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 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 California's Coordinate Care Initiative (CCI), and will integrate funding streams, health care, and long term services and support. City of Oakland MSSP was originally selected to be a part of the demonstration. On November 13, 2014, the California DHCS announced that the CCI would not move forward in Alameda County. As a result, the City of Oakland MSSP maintains our Standard Agreement with the CDA to provide care management services to frail elderly citizens.

## **ANALYSIS AND POLICY ALTERNATIVES**

The Multipurpose Senior Services Program (MSSP) is funded through a Standard Agreement with California Department of Aging (CDA), which administers the federal 1915(c) Home & Community-Based Waiver. MSSP is a comprehensive care management program designed to enable frail seniors to remain safe and independent in their own homes. The program promotes client self-determination and fosters independent living for frail elders within the least restrictive environment and within their own communities. MSSP provides 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 37 consecutive years, the City of Oakland's MSSP has prevented or delayed premature nursing home placement.

The Multipurpose Senior Services Site Association (MSA) is advocating for the Legislature to help create a sustainable safety net for frail, vulnerable Californians by stabilizing MSSP program funding with an investment of \$4,046,000 in State General Funds. If approved, Human Services Department (HSD) is asking Council to authorize the City Administrator to accept the increase in funding, within the duration of the grant term from July 1, 2016 through June 30, 2017, without returning to Council.

### **Population Served**

The average age of the City of Oakland MSSP participants is 83. 87% are ethnic/racial minorities, 100% low income, and they 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 20, 2016, 318 unduplicated clients who are Oakland residents were served in Fiscal Year (FY) 2014-2015. MSSP served 27 clients who live outside of Oakland for a total of 345 clients. The gender, racial and zip code breakdown for City of Oakland participants is shown in table 1 below.

**Table 1: MSSP UNDUPLICATED CLIENT COUNTS AS OF APRIL 20, 2016**

Zip Code	Total Count	Race				Sex	
		Asian/ Pacific Islander	African American	Latino	White	M	F
Homeless	1	0	1	0	0	0	1
94601	64	9	9	44	2	16	48
94602	10	3	5	0	2	2	8
94603	14	1	12	1	0	0	14
94605	27	0	25	1	1	4	23
94606*	34	11	7	0	16	5	29
94607	41	24	14	0	3	12	29
94608	15	1	12	1	1	3	12
94609	13	1	10	1	1	3	10
94610	4	0	3	1	0	0	4
94611	23	10	5	1	7	4	19
94612	45	38	2	0	5	10	35
94618	2	0	0	0	2	0	2
94619	6	3	1	2	0	0	6
94621	20	0	13	6	1	4	16
<b>Totals</b>	<b>318</b>	<b>101</b>	<b>118</b>	<b>58</b>	<b>41</b>	<b>63</b>	<b>255</b>

\* We have a large population of Russian immigrants who live in the same apartment building in zip code 94606.

Pursuant to Oakland Municipal Code section 2.04.051.B the City Council may waive the Request for Proposal/Qualifications ("RFP/Q") process upon a finding that it is in the City's best interest to do so. HSD requests a waiver of the RFP/Q process. The waiver will enable the City clients to continue to use the response system and durable medical equipment already installed in client homes by the provider. It is in the MSSP client's best interest to receive uninterrupted emergency response monitoring with the preexisting hardware and service provider they are familiar with using. It is also in the best interest of the City to maintain uninterrupted Chore/Personal, Care/Respite assistance for MSSP Clients, which are required, services in the City's contract with California Department of Aging.

Along with the MSSP Nurses and Social Work Case Managers, additional purchased services (i.e., emergency response units, monitoring, non-medical home equipment, and personal care items) are essential to keeping frail elders in their home and are required by the standard

agreement with the CDA. Staff contract with multiple vendors to ensure service delivery. This includes the following vendors per service type:

**Communication/Emergency Response**

Bay Area Vital Link

Phillip Lifeline

**Chore/Personal Care/Respite**

Community Care Services

Home Instead

Right at Home

Asian Network

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 Proposal (RFP) process because it would require the purchase and re-installation of equipment that has already been paid for with grant funds. In addition, clients would be at risk for their health and safety during the transition period between monitoring and response agencies.

Chore/Personal Care/Respite services provided by local agencies delivers a continuum of care for our 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 our frail clients, many dealing with mental health issues such as dementia, to receive support from their own family members as stay home care providers. The objective of renewing the existing agencies' contract is to maintain the uninterrupted stable in home care for our frail seniors.

The City of Oakland's MSSP desires to enter into contracts with the above vendors that have a history of responsive, on time service delivery with no complaints, that meets the needs of the program and were previously selected through an RFP process for amounts not to exceed \$70,000 for any one provider and for a total amount across all vendors listed not to exceed \$210,822 for FY 2016-2017.

**FISCAL IMPACT**

This on-going agreement is funded by the Title XIX, Social Security Act funds and the State of California General Fund. Funding has been appropriated through the FY15-17 adopted budget to Human Services Department Fund (2128), Multipurpose Senior Services Program Organization (75231), Empowering Seniors & People with Disability Program (YS14), and Administration/ Care Management Support Project (G486010), Case Management Project (G486020), and Waived Services Project (G486030). 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 \$216,916.

Funding for MSSP remains unchanged in FY 2016-2017. There is a probability of the funding level and source changing in future years. This year the Multipurpose Senior Services Program Site Association (MSA), requests that the State legislature help create a sustainable safety net for frail, vulnerable MSSP participants by stabilizing the overall budget with an investment of \$4,046,000 in State General Funds. When matched with Federal funds, the annual per-slot rate would increase from \$4,285 to \$5,142 per year. This will allow sites to serve 100 percent or more of the current MSSP slots and keep pace with rising costs. Compared to the annual nursing home, rate of \$83,364, the investment of \$5,142 per slot in MSSP remains a significant cost savings for tax payers.

1. AMOUNT OF RECOMMENDATION/COST OF PROJECT:

Project Delivery .....	\$1,194,659
Professional Services Contracts/Purchases .....	\$210,821
<b>TOTAL PROJECT COSTS</b>	<b>\$1,405,480</b>

2. COST ELEMENTS OF AGREEMENT/CONTRACT:

Professional Services Contracts/Purchases	\$210,821
Management/Support/Administration Salaries & Benefits...	\$296,693
Case Management Salaries & Benefits .....	\$857,369
Operating Costs .....	\$40,597
<b>TOTAL AGREEMENT/CONTRACT AMOUNT .....</b>	<b>\$1,405,480</b>

3. SOURCE OF FUNDING:

California Department of Aging

**PUBLIC OUTREACH / INTEREST**

The number of referrals on the City of Oakland MSSP wait list as of the end of the second quarter 2016 was 145. Referrals come from hospital discharge planners, public health nurses, County social workers, community outreach presentations and word-of-mouth. In FY 2015-2016 MSSP experienced a 54 percent increase in referrals. Many of the referrals are elders who are isolated and have mental health issues. We anticipate more referral now that our referral form is a fillable pdf document available on our website at <http://www2.oaklandnet.com/Government/o/DHS/s/AAS/OAK022070>

**COORDINATION**

In preparation of this report and resolution, the Office of the City Attorney and Controller's Bureau, have been consulted. The MSSP Site Director/Senior Services Supervisor works closely with internal and external parties, including the Multipurpose Senior Services Program Association (MSA), CDA Program Analyst, Alameda County Senior Services Coalition, Health Care Services, Hospice, City of Fremont – Aging and Family Services and community based organizations serving the elder population.

## **PAST PERFORMANCE, EVALUATION AND FOLLOW-UP**

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

Client satisfaction surveys are sent out on an annual basis. The survey will be mailed to clients on July 1, 2016 and the completed surveys are expected back by July 31, 2016. This survey is mandated by the State Department of Aging for all MSSP Sites. In FY 2014-15, a total of 290 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, 159 clients, which is 52 percent of the total clients served, responded to the survey. The survey shows that eighty seven percent of clients believe the services provided by MSSP assist them in remaining independent. Of the clients who responded, 86 percent rated their experience with the staff and services provided by MSSP as excellent or good, while six percent rated their experience with the staff and services as satisfactory. When asked if their case manager understood the individual's problems enough to help, 92 responded "Yes". When asked if they would recommend the MSSP to other people they knew who need services to remain at home, 90 percent of respondents said "Yes".

An internal peer review process is conducted bi-annually and reported to the California State Department of Aging. An external Utilization Review is conducted biennially by the California State Department of Aging. The next CDA program review is May 9 through 13, 2016 and the result of their findings are available within 45 working days

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 had with any services or 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 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:** In conjunction with the United States Department of Agriculture (USDA) and the County Area Agency on Aging, the program ensures that frail elders receive vouchers for fresh produce from Farmer's Markets in Oakland.

**Social Equity:** 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.

**ACTION REQUESTED OF THE CITY COUNCIL**

The staff request that the City Council adopt a resolution authorizing the City Administrator to: (1) apply for and accept State Of California Standard Agreement Funds in the amount of \$1,405,480 and enter into Agreement Number MS-1617-01 with The State of California Department of Aging for the Multipurpose Senior Services Program (MSSP) for Fiscal Year 2016-2017; (2) accept and appropriate additional grant funds from The State of California within the grant term without returning to Council; and (3) enter into Professional Service Agreements with various vendors to provide In-Home Services to Frail Seniors for the period July 1, 2016 through June 30, 2017 in a total amount not to exceed \$210,821; and waiving the Request for Proposal/Qualifications requirement for the agreements, and authorizing a contribution from the General Purpose Fund in the amount equivalent to Central Services Overhead Charges.

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

Respectfully submitted,

  
SARA BEDFORD  
Director, Human Services Department

Aging and Adult Services Division  
Reviewed by: Scott Means, Manager  
Prepared by: Karyl Eckels, Supervisor/MSSP

FILED  
OFFICE OF THE CITY CLERK  
OAKLAND

# OAKLAND CITY COUNCIL

*[Signature]*  
City Attorney

2016 MAY 12 PM 7:36

RESOLUTION No. \_\_\_\_\_ C.M.S.

Introduced by Councilmember \_\_\_\_\_

**RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO: (1) APPLY FOR AND ACCEPT STATE OF CALIFORNIA STANDARD AGREEMENT FUNDS IN THE AMOUNT OF \$1,405,480 AND ENTER INTO AGREEMENT NUMBER MS-1617-01 WITH THE STATE OF CALIFORNIA DEPARTMENT OF AGING FOR THE MULTIPURPOSE SENIOR SERVICES PROGRAM (MSSP) FOR FISCAL YEAR 2016-2017; (2) ACCEPT AND APPROPRIATE ADDITIONAL GRANT FUNDS FROM THE STATE OF CALIFORNIA WITHIN THE GRANT TERM WITHOUT RETURNING TO COUNCIL; AND (3) ENTER INTO PROFESSIONAL SERVICE AGREEMENTS WITH VARIOUS VENDORS TO PROVIDE IN-HOME SERVICES TO FRAIL SENIORS FOR THE PERIOD JULY 1, 2016 THROUGH JUNE 30, 2017 IN A TOTAL AMOUNT NOT TO EXCEED \$210,821; AND WAIVING THE REQUEST FOR PROPOSAL/QUALIFICATIONS REQUIREMENT FOR THE AGREEMENTS, AND AUTHORIZING A CONTRIBUTION FROM THE GENERAL PURPOSE FUND IN THE AMOUNT EQUIVALENT TO CENTRAL SERVICES OVERHEAD CHARGES**

**WHEREAS**, it is anticipated that the Human Services Department (HSD) will receive State of California, Department of Aging, Standard Agreement funds totaling \$1,405,480 for the Continued Program Implementation of the Multipurpose Senior Services Program (MSSP); and

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

**WHEREAS**, HSD is requesting a contribution from the General Purpose Fund in an amount equivalent to all Central Services Overhead charges in an estimated amount of \$216,916 due to limited funding and administrative cost restrictions for grant funding; and

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

**WHEREAS**, the State agreement requires MSSP to purchase in-home supportive services for frail seniors including personal care, respite, emergency response and health care services; and



**WHEREAS**, staff wishes to execute professional service agreements with the following providers in amounts not to exceed \$70,000 per provider, for a total amount not to exceed \$210,821 for Fiscal Year (FY) 2016-2017:

Bay Area Vital Link  
Phillip Lifeline  
Community Care Services  
Home Instead  
Right at Home  
Asian Network

; and

**WHEREAS**, Oakland Municipal Code (“OMC”) section 2.04.051.A. requires the City Administrator to conduct a request for proposals/qualifications (“RFP/Q”) process for professional services contracts and OMC section 2.04.051.B allows Council to waive the RFP/Q requirements upon a finding by the Council that it is in the best interest of the City to do so; and

**WHEREAS**, City staff recommends waiving the RFP/Q requirements for these contracts in order to enable City MSSP clients to continue to use response system and durable medical equipment already installed in client homes by the existing service providers, and reduce disruption in services for existing MSSP clients including access to Communication/Emergency Response equipment and respite services for frail elders; and

**WHEREAS**, the City Administrator has determined that these contracts are of a professional and temporary nature and shall not result in the loss of employment or salary by any person having permanent status in the competitive civil service; and

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

**RESOLVED**, That the City Administrator or her designee is hereby authorized to apply for and accept Standard Agreement funds (MS-1617-01) in the amount of \$1,405,480 from the State Department of Aging for the purpose of allocating said funds for the Multipurpose Senior Services Program for the period beginning July 1, 2016 and ending June 30, 2017, and enter into an agreement with the State of California Department of Aging to accept said funds; and be it

**FURTHER RESOLVED**, That the agreement funds will be deposited in Human Services Department Fund (2128) Multipurpose Senior Services Program Organization (75231), Administration/Case Management Support Project (G486010), Case Management Project (G486020), and Waived Services Project (G486030); and be it

**FURTHER RESOLVED**, That all central services overhead charges associated with this grant in an estimated amount of \$216,916 will be offset through a contribution of the General Purpose Fund as included in the Proposed Budget and as has been done in all of the past years; and be it

**FURTHER RESOLVED**, That pursuant to OMC 2.04.051.B and for the reasons stated above and in the City Administrator’s report accompanying this item, the City Council finds that it is in the best interest of the City to waive the RFP/Q requirements for these agreements and so waives the requirements; and be it

**FURTHER RESOLVED:** That the City Administrator is authorized to enter into Professional Service Agreements with the following vendors in amounts not to exceed \$70,000 for any one provider in a total amount not to exceed \$210,821 across all providers for FY 2016-2017:

Bay Area Vital Link  
Phillip Lifeline  
Community Care Services  
Home Instead  
Right at Home  
Asian Network

; and be it

**FURTHER RESOLVED:** That based on information provided by the City Administrator, the Council finds that these professional service agreements are of a professional and temporary nature and shall not result in the loss of employment or salary by any person having permanent status in the competitive civil service; and be it

**FURTHER RESOLVED:** That if additional funding becomes available for the same purpose, within the existing grant term, the City Administrator is authorized to accept and appropriate these funds for MSSP without returning to Council; and be it

**FURTHER RESOLVED:** That the City Council hereby appoints the City Administrator or a designated representative 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 without returning to Council; and be it

**FURTHER RESOLVED:** That the agreements authorized by this resolution shall be reviewed as to form and legality by the Office of the City Attorney and filed with the Office of the City Clerk.

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

**PASSED BY THE FOLLOWING VOTE:**

AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GUILLEN, KALB, KAPLAN, REID, AND PRESIDENT GIBSON MCELHANEY

NOES -

ABSENT -

ABSTENTION -

ATTEST: \_\_\_\_\_

LaTonda Simmons  
City Clerk and Clerk of the Council  
of the City of Oakland, California