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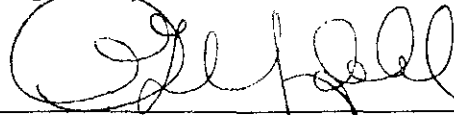
CITY OF OAKLAND
AGENDA REPORT

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Department of Human Services
DATE: October 10, 2006

RE: **A Status Report from The Mayor's Commission On Aging Including The 2006 Senior Services Set-Aside Grants And Options For Supplemental Set-Aside Funds**

Attached is a status report from The Mayor's Commission on Aging including the 2006 Senior Services Set-Aside Grants and options for supplemental set-aside funds. A representative from the Commission on Aging will be available to answer questions.

Respectfully Submitted,



ANDREA YOUNGDAHL
Director, Department of Human Services

Attachment

**FORWARDED TO THE
LIFE ENRICHMENT COMMITTEE**



OFFICE OF THE CITY ADMINISTRATOR

Item No. _____
Life Enrichment Committee
October 10, 2006

October 10, 2006

LIFE ENRICHMENT COMMITTEE
Oakland City Council

RE: **A Status Report from The Mayor's Commission On Aging Including The 2006 Senior Services Set-Aside Grants And Options For Supplemental Set-Aside Funds**

Chairperson Chang and Members of the Committee:

SUMMARY

This informational report provides the City Council with an update on the activities of the Mayor's Commission on Aging. Also included in this report is an update on the recommendations from the 2004 Department of Human Services (DHS) "Senior Needs Assessment" Steering Committee.

The report contains information about seven "Senior Services Set-Aside" projects that were funded in June 2006 by the Commission on Aging. Thirteen local agencies will use the Senior Services Set-Aside Grants of up to \$45,000 to provide health, transportation, nutrition, day care, and information and assistance services to the diverse Oakland senior population.

Finally, this report includes the Commission on Aging recommendations for expenditure of supplemental 2006-07 funding for the Senior Services Set-Aside project.

FISCAL IMPACT

This report discusses the distribution of Senior Services Set-Aside funds by the Commission on Aging. The Department's FY 2005-06 General Purpose Fund Budget (Project P50530) includes \$295,139 in annual funding for the Senior Services Set-Aside contracts. By including \$74,861 in unspent funds from prior year contracts and \$95,500 in current year appropriations in the 2006-07 Senior Services Set-Aside Project, the Commission on Aging was able to supplement the \$295,139 annual appropriation and grant a total of \$455,500 to thirteen local agencies to provide needed services to senior residents of Oakland.

After subtracting the \$95,500 that the Commission on Aging directed to 2006-07 Senior Services Set-Aside contracts from the 2006-07 appropriation of \$300,000, a balance of \$204,500 remains in Project P50530, (in addition to any unspent carry forward funds from prior year contracts). The Commission on Aging recommendations for expending those funds contained in this Report would further reduce the fund balance of the General Purpose Fund (1010), Senior Center Unit Organization (75631), and Fine Rev for Senior Aging Dept Project (P50530).

Item# _____
Life Enrichment Committee
October 10, 2006

I. STATUS REPORT FROM THE MAYOR'S COMMISSION ON AGING

BACKGROUND

History: The Mayor's Commission on Aging was established in 1980 by Ordinance No. 9921 C.M.S. The primary role of the Commission on Aging is to identify issues of importance to Oakland's senior residents, monitor Senior Center activities, and support DHS senior programming. Ordinance 11982 C.M.S. establishes the Commission's authority to provide policy guidance to the City's four Multipurpose Senior Centers.

The Commission on Aging works in partnership with the Department of Human Services to plan for, advocate, and develop senior resources to address the needs of the City's senior citizens. One of the primary tools the Commission on Aging uses to address the needs of Oakland seniors is to target funding generated by the \$2 Parking Ticket Set-Aside program to local senior service providers.

Membership: The Commission on Aging is chartered for 11 members, appointed by the Mayor to a maximum of two three-year terms, subject to Council approval. The current Commission membership represents the diverse communities in the City of Oakland. The appointment in 2006 of Commissioner Trung Duy Nguyen brings the number of Commissioners to ten, with one vacant seat. One commissioner has completed two terms and is ineligible for reappointment.

Commission on Aging members and the District in which the member resides:

- | | |
|---|---------------------------------|
| Ms. Brenda Crawford – Chairperson
(District 2) | Ms. Anne Spanier (District 1) |
| Ms. Bobbie Bond – Vice Chair (District 4) | Mr. Trung Nguyen (District 2) |
| Mr. Frank Rose (District 7) | Mr. Stanley Garcia (District 5) |
| Mr. Alphonso Galloway (District 3) | Mr. Sam Miller (District 3) |
| Mr. Ronald Timpson (District 3) | Ms. Annie McCoy (District 7) |

KEY ISSUES AND IMPACTS

Committee Updates: The Commission has actively maintained an interest in issues affecting the lives of Oakland senior citizens during the past year. Three standing committees and a steering committee have distributed City grants, advocated for public funding, worked closely with the Senior Centers and supported various senior-related activities in the community.

In 2005 the Commission on Aging identified disaster planning for senior and disabled residents as a priority for the City of Oakland. Staff is working with the Office of Emergency Services to develop a plan to identify the access issues for these populations in the event of an emergency or disaster, and to develop a plan to address those issues.

Transportation continues to be one of the Commission's priorities, and in 2006 the Commission on Aging's support for pedestrian safety and senior mobility was demonstrated by the continued

success of the now four-year-old "Oakland Senior Shuttle". The Senior Shuttle, originally funded through City Council PayGo grants, is operated through a partnership between Oakland DHS Paratransit programs and the Bay Area Community Services agency. Currently the Oakland Senior Shuttle provides transportation to shopping and other activities for seniors living in 21 local senior residences. The Transportation Committee continues to provide support to the Oakland Paratransit for the Elderly and Disabled (OPED) program, and to the Oakland Commission on Persons With Disabilities.

Along with the members of the Transportation Committee, Commission Vice-Chairperson Bobbie Bond has been instrumental in identifying and addressing the pedestrian safety needs of seniors in Downtown and West Oakland. Working closely with Councilmember Nadel and Public Works staff, Commissioner Bond spearheaded an effort to install the new stoplight at the intersection of Broadway and 28th Street to improve the safety for seniors residing at two large residences in that neighborhood.

The Community Support Committee continues to participate in the Senior Center programs and activities, and to oversee Advisory Council elections at each Center site. The Community Support Committee also works with many senior residences and service providers in the community to identify gaps in service and advise DHS staff about program and policy issues. The Access Committee members identify barriers to and increase availability of services and programs for Oakland's senior residents. The Access Committee focuses on underserved or under-recognized communities including lesbian/gay/bisexual/ transgender and ethnic populations, frail seniors, and seniors with disabilities. In 2006 the Committee has continued to explore how senior centers could improve programming in order to serve seniors who may not feel comfortable or welcome to attend because of their physical disability or sexual orientation. DHS is developing a cultural competency training for the Senior Center staff and volunteers, based on recommendations from the Community Support Committee.

2004 Senior Needs Assessment: In 2004 the Commission on Aging and the Department of Human Services presented the results of a study to assess the needs of older adults living in Oakland. This needs assessment analyzed community attitudes, quality of life, and the concerns of Oakland's senior population. The 2004 Senior Needs Assessment recommendations are listed below. In addition to supporting planning in the Department of Human Services, the Senior Needs Assessment has been used by several local agencies for planning and development.

Senior Needs Assessment Recommendations

□ **Improve Safety and Security for Oakland Seniors**

OPD, DHS and the Commission on Aging have been working together on a project called "Feet on the Street", designed to get seniors out of their homes and help them to feel safer. Neighborhood Service Coordinators in targeted neighborhoods lead safety patrols, where seniors and advocates identify areas of potential crime and environmental barriers. "Feet on the Street" is a block level approach connecting isolated seniors with their community, making them feel safer.

In 2006 the Oakland Fire Department began visiting senior residences in certain neighborhoods as part of the "Feet on the Street" project.

□ Develop Housing Options for Oakland Seniors

This priority was identified by all Steering Committee participants as a primary need for Oakland seniors. However, the Steering Committee also recognized that the City of Oakland has limited resources and authority to establish senior housing. The Commission on Aging continues to recommend that CEDA review the affordable housing requests for proposal and application process, and identify areas where priority can be given to comprehensive senior housing projects which provide social services in addition to shelter.

□ Develop a Resource Directory for Oakland Seniors

In the 2005 Commission on Aging Update, the Commission advised the City Council that a Senior Service Directory, listing all Oakland service providers and made available in several languages, was a key tool that could improve the status of Oakland senior residents. The Commission on Aging identified and funded one project submitted in the 2006-07 Senior Services Set-Aside that would address the needs of Oakland's diverse seniors.

Issues and Concerns: In keeping with the Commissions' goal of improving the nutrition of seniors in Oakland – particularly in areas such as Brookfield where there are few large grocery retailers – Commissioner Rose has been very active in development of Farmer's Markets at the Senior Centers. Currently three of the four City-operated Centers have a weekly Farmer's Market to bring fresh produce and healthy foods to seniors and local community members.

As mentioned earlier in this narrative, preparing senior and disabled residents for a disaster is one of the primary concerns of the Commission on Aging. Towards that end, in 2006 all applicants for Senior Services Set-Aside program funding were asked to include information about the organization's emergency plan for staff and clients. As will be discussed later, the Commission on Aging urges the Council to address the needs of senior and disabled residents by supporting partnerships between City agencies that will facilitate access to services in the event of a disaster or regional emergency.

The Commission on Aging recognizes the increasing diversity of Oakland's senior residents, and is committed to ensuring that the Oakland Multipurpose Senior Centers are welcoming places for all seniors – regardless of ethnicity, sexual orientation, or economic status. Towards that end, the Commission on Aging has been discussing how best to facilitate "cultural competency" among the staff and the members of the City's senior centers.

Future Objectives: The Commission on Aging will continue to serve as a public advocate for the City of Oakland's senior population through public hearings, complaint resolution, and identification of emerging senior issues. In order to fulfill the Commission's mandate it is important to have a reliable quorum and a full board, therefore the Commission will be proactive in the recruitment of new members to broaden the knowledge base.

The Commission on Aging will continue to work closely with DHS to address the issues identified in the Senior Needs Assessment report. The Report should serve as the starting point for more comprehensive research into the future needs of Oakland's diverse senior population.

II. 2006 SENIOR SERVICES SET-ASIDE GRANTMAKING

BACKGROUND

History: In March 1996, a General Fund set-aside provision, entitled the "Senior Citizens Retention and Enhancement Act" was placed on the ballot by senior advocates. Although the measure fell slightly short of the two-thirds approval needed for passage, the initiative stimulated discussion about the need for increased support to local senior service providers. In early 1997, a working group with representation from the Commission on Aging, Department staff, Council staff, and senior service advocates identified priority services and developed options for funding. The services identified by the workgroup as critical needs included legal assistance, nutrition, in-home support, transportation, information and referral, opportunities for employment and volunteerism, and outreach to isolated and underserved seniors.

At its June 3, 1997 meeting, City Council adopted the workgroup's recommendation to increase certain parking fines by \$2.00 to generate additional funding for senior services (Ordinance. 11985 C.M.S. 06/17/97). The program is commonly referred to as the "Senior Services Set-Aside" program.

The Commission on Aging has the primary responsibility for development of funding priorities for the Senior Services Set-Aside program. Funding priorities are determined by review of data concerning the needs of Oakland seniors. Historically, collection of data for the annual update of the "Comprehensive Plan for Oakland Seniors" has provided information needed to develop priorities. For the 2005-06 funding cycle, the Department of Human Services and the Mayor's Commission on Aging utilized data from the "Senior Needs Assessment 2004" to determine the priority service areas for Set-Aside funding.

Oversight and Evaluation: In addition to the annual task of developing the priorities for the Senior Services Set-Aside grant, and reviewing applications, the Commission has long been informally evaluating Senior Services Set-Aside contractors through site visits and direct reports. In 2005-06 and prior years, Senior Services Set-Aside contractors are reviewed by the contract manager, primarily through analysis of invoices and occasional site visits. As will be discussed later in this Report, the Commission does not currently have the resources to comprehensively evaluate all projects.

KEY ISSUES AND IMPACTS

Funding Priorities: The Commission on Aging has identified the following priorities for funding of local Senior Service organizations through the Senior Services Set-Aside grant making program. All applicants are required to submit proposals which address these priorities.

- “Nutrition” – this priority area seeks to fund programs to expand Oakland seniors’ access to nutritious food.
- “Access to Services” - this priority area seeks proposals to reduce barriers that impact the ability of Oakland seniors to remain in the home/in the community.
- “Transportation” – this priority area will develop programs to address the mobility needs of Oakland’s senior community.

2006 Senior Services Set-Aside Program: In addition to the project proposal priority areas, the Commission established another requirement in the 2005-06 contract year, designed to reduce duplication and improve coordination of services to seniors. All of the proposals reviewed by the Commission on Aging for Senior Services Set-Aside funding in 2006-07 came from two or more partnering agencies. In March the Commission voted to convene a “Committee of the Whole”, of the entire Commission, to review the Senior Services Set-Aside applications.

Fifteen project proposals for services provided by a partnership of at least two agencies were received by the May 2, 2006 deadline, requesting funding for a total of \$970,665. After an initial review of the applications by Commission staff, it was determined that 4 applications did not meet the baseline requirements for Set-Aside funding; thus eleven applications were reviewed by the Set-Aside review committee, comprised of six Commissioners, the Oakland Senior Services Administrator Tracy Jensen and facilitator Christina Sutherland.

On May 24, 2006, the Set-Aside committee agreed to fund six proposals. Initially the Committee voted to reduce the overall amount per proposal for the top five proposals from 100% to 85% to increase the number of projects funded. The sixth proposal was granted about 50% of the requested amount. The total of the awards funded by the Committee on May 24 was \$360,000. After the City Council appropriated additional funds for the Senior Services Set-Aside program in early June, the Commission increased the awards from 85% to 100% for the five highest ranked proposals and partially funded one additional project. The total amount awarded following the increased appropriation was \$455,500, which included \$95,500 made available by the mid-year appropriation of \$300,000 to the Senior Services Set-Aside fund P50530.

Recent review of the Senior Services Set-Aside grantmaking process has identified some activities that could improve the review of applications and the oversight of grantees. In order to be more effective and transparent, the Commission on Aging reviewers should be provided with pre-application review training, clarification of their role in each step of the application review process, and specific contract evaluation criteria.

III. RECOMMENDATIONS FOR \$300,000 IN FY 2006-07 SENIOR SERVICES SET-ASIDE FUNDING

BACKGROUND

History: The most recent City of Oakland senior service program era began in 1987, when the City Manager received the first "Comprehensive Plan for Seniors" from the Office on Aging and the Commission on Aging. The Comprehensive Plan included an assessment of seniors' needs, *an inventory of services provided to seniors, and recommendations for improving Oakland's senior programs.*

The assessment revealed that seniors in Oakland share the same needs (e.g., housing, transportation, health care, nutrition, in-home care, employment, social services, etc.) that older adults have throughout the nation. The inventory of services showed the areas where Oakland was not meeting the needs of its aging population. Based on this assessment, the "Comprehensive Plan for Seniors" recommended three significant improvements to enhance the City's programs and services for older adults.

The recommendations of the "Comprehensive Plan for Seniors" were, first, to develop and support effective organizational mechanisms to provide ongoing leadership and commitment on behalf of the City for its seniors; second, to give priority to the seniors with special needs (e.g., frail and disabled); and third, to develop a flexible and creative network of senior centers throughout the City, which could respond to the diverse needs of seniors in various geographical areas. *These recommendations have been the guiding principles the City has followed in developing and providing services to older adults.* As a direct response to these recommendations, in 1989 the City established the Department on Aging, dedicated solely to serving the needs of Oakland seniors. The Department on Aging is now part of the City's Department of Human Services.

KEY ISSUES AND IMPACTS

FY 2006-07 Mid-Year Budget Appropriation

On June 6, 2006, the Oakland City Council approved the FY 2006-07 Midcycle Budget Amendments for the City of Oakland and the Oakland Redevelopment Agency. Included was an appropriation of \$300,000 to the Senior Services Set-Aside fund - General Purpose Fund (1010), Senior Center Unit Organization (75631), and Fine Rev for Senior Aging Dept Project (P50530).

The Commission on Aging had just approved the Senior Services Set-Aside grants for 2006-07, as discussed earlier in this narrative, and because there were insufficient funds initially to fully fund the Set-Aside projects, the Commission directed \$95,500 of the increased appropriation to fully fund the approved projects.

Recommended Expenditures

On September 5, 2006, the Commission on Aging approved a plan for presentation to the City Council regarding the expenditure of the remaining \$204,500 in 2006-07 Senior Services Set-Aside funds. The Commission on Aging believes that using the funds in the following areas will provide the most effective value for the one-time only appropriation.

- ***Use up to \$50,000 to fund one or more projects, in partnership with the Oakland Office of Emergency Services, aimed at identifying, planning and reaching out to Oakland senior and disabled populations to improve their ability to access needed services in the event of a regional emergency or disaster.***

The City Council and local first response agencies have identified concerns about how seniors in Oakland will access services in the event of a regional emergency or disaster. The Commission on Aging believes that there are two issues that can be addressed with funding from the 2006-07 appropriation – first, Oakland’s first responders can be provided with more information about *where to find* the senior/disabled/vulnerable populations, and second, those populations can be *provided with information* about where to access services and other actions they need to take in the event of an emergency or disaster.

Tracy Jensen (DHS/Senior Services Administrator) and Rene Domingo (Oakland Fire Department/Personnel Manager) met to discuss the opportunities for partnership. In 2005 and 2006 the two departments worked together on several projects that improved the readiness of Oakland senior and disabled residents to access services in the event of an emergency. The Commission on Aging recommends that \$50,000 to be directed toward projects that might include outreach, identification measures, and continuation of the DHS/OES partnership to develop the 911 Registry.

Projects funded through the Senior Services Set-Aside fund would be evaluated and approved through a competitive RFP process developed through the Department of Human Services, the Commission on Aging and the Oakland Office of Emergency Services.

- ***Use up to \$90,000 to fund specific project(s) that will support the needs of underserved Oakland communities. The Commission on Aging will develop priorities and parameters for the funding process.***

This program would be similar to the Senior Services Set Aside program, but the funding would be directed non-competitively to areas that have been identified by the Commission on Aging, with support from Councilmembers.

- ***Use up to \$64,500 to support the Senior Services Set-Aside program in the future. It is imperative that the Commission develop a Strategic Plan outlining the future demographics and unmet needs of Oakland Seniors. Funding will also be used to provide technical support to the Commission on Aging, so that they are better trained***

to identify effective projects and evaluate how the client outcomes fit with the objectives of the Strategic Plan.

As discussed earlier in this narrative, the Commission on Aging currently relies on the 2004 Senior Needs Assessment developed by the Department of Human Services, to make decisions about Senior Services Set-Aside funding. The 2004 Senior Needs Assessment was very valuable as a “snapshot” of the issues facing Oakland Seniors in 2004.

What the Needs Assessment did not attempt to do was to provide a broader view of the context in which the Senior Services Set-Aside funding program operates. The Needs Assessment did not identify the ways that the City and local partners could work together to meet the needs of seniors, nor did that Report specifically discuss the role that the Senior Services grants could have in improving the status of Oakland’s senior residents.

A strategic plan is a necessary tool to establish a foundation for future senior services in Oakland. It has been 15 years since 1989, when the first and only Oakland Senior Comprehensive Plan was completed. At this time, the Commission on Aging recommends that some of the one-time Senior Services Set-Aside funding be used to develop – in coordination with the Commission – a community-driven Strategic Plan in order to fully plan for the needs of Oakland’s increasingly diverse senior population.

The Commission on Aging and DHS staff would develop a proposal for a “Community Driven Strategic Planning” and engage a local independent staff or agency to assist with the project. Community Driven Strategic Planning is a unique method of defining and strategizing for the future of a population or community. The process is based on collaboration with all community interest groups. The Commission on Aging would invite participation in the process from the City Council, the Mayor’s Office and other City Departments.

In the past 10 years since the establishment of the Senior Services Set-Aside program, the Commission on Aging has worked diligently to provide funding to local senior services agencies through the annual grantmaking. Each year, the Commission on Aging, with the support of one staff person, reviews up to twenty-five 15- page applications, ranks the projects, and ultimately decides which agencies to fund. The application review process needs to be consistent in order to improve efficiency and reduce bias, and the contracts evaluation should also be standardized.

The members of the Commission on Aging agree that they would benefit from professional training to better review the applications for funding so that they can effectively identify resource constraints, fiscal concerns, project feasibility, and organizational viability. In addition, the training would provide the Set-Aside application reviewers with the tools to ensure that all decisions are transparent, and that they respond appropriately to real or perceived conflicts of interest.

DISABILITY AND SENIOR CITIZEN ACCESS

The Commission on Aging is a strong advocate for accessible services for the senior and disabled and will continue to support the City's efforts. The goals of the Mayor's Commission on Aging and the Senior Services Set-Aside grant program are to address unmet needs of Oakland senior residents. The Senior Services Set-Aside contracts will meet the needs of more than 8000 unduplicated Oakland seniors and persons with disabilities in fiscal year 2006-07.

SUSTAINABLE OPPORTUNITIES


The Set-Aside funding program establishes sustainable opportunities as a result of increased Social Equity, through expansion of services to low-income or otherwise underserved Oakland seniors. All of the organizations approved for funding have a history of successfully serving Oakland seniors. The Senior Services Set-Aside grants will enhance the opportunities available to Oakland seniors, support seniors in the community, and have a positive impact on the quality of life for seniors that receive services under the funded programs.

ACTION REQUESTED OF THE CITY COUNCIL

The Commission on Aging requests that the City Council accept this Report on the goals, objectives and activities of the Commission on Aging and the recommendations for the new senior Services Set-Aside funding .

The Commission on Aging and the Department of Human Services applaud the Council's support for Oakland's diverse senior population in the current budget environment.

Respectfully submitted,


Brenda Crawford, Chairperson
Commission on Aging

Prepared by:
Tracy L. Jensen
Senior Services Administrator

Attachment: 2006 Senior Services Set-Aside
Funding Decisions

ATTACHMENT

2006 Senior Services Set-Aside Funding Decisions

PROJECT TITLE	# OF CLIENTS SERVED	APPLICANT	REQUEST	AWARD
Nutrition & Safety at Home	2100	Adult Day Services Network	\$39,183	\$39,183
		Mercy Brown Bag Program	\$15,000	\$15,000
Partnership for a Healthier & Independent Community	450	Bay Area Community Services	\$45,000	\$45,000
		Lifelong Medical Care	\$45,000	\$45,000
Integrating Services for Grandparents Raising Minor Kin	50	Legal Assistance for Seniors	\$45,000	\$45,000
		Family Support Services	\$45,000	\$45,000
Senior Education And Access:	3800	Family Bridges	\$45,000	\$23,700
		Seton Senior Center	\$45,000	\$15,000
Outreach Advocacy and Leadership	1600	St Mary's Center	\$45,000	\$45,000
		United Seniors of Oakland	\$45,000	\$45,000
Healthy Food for Seniors		Mandela Market Place	\$77,700	\$38,160
Oakland Refugee Senior Clubs	160	Lao Family Comm. Development		
		Vietnamese Comm. Development	\$54,457	\$54,457
LGBT Elders of Color Access: (Lavender Srs/NIA Collective/Sistahs Steppin')			\$45,000	
+Southeast Asian Senior Services: (Catholic Charities/Oakland DHS)			\$44,900	
+Experience Corps Bay Area: (Experience Corps)			\$36,125	
+Senior Produce Project: (Alameda County Comm. Food Bank/Shiloh Ministry)			\$45,000	
+Healthy People 2010: (Prev. Care Pathway/Church by the Side of the Road)			\$90,000	
Oakland Korean Seniors: (Korean Comm. Center/Korean-Am Senior Center)			\$45,000	
Oakland Health and Dignity: (Ombudsman/Center for Elder's Independence)			\$73,300	
Cross Cultural Transfer: (Unity Council/Cambodian CD)			\$45,000	
+ applications did not meet the RFP requirements for funding and were not reviewed.			\$970,665	\$455,500