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AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Multipurpose Senior Service Program
(MSSP) FY 2019-2020 Standard
Agreement with the California
Department of Aging

DATE: June 3, 2019

City Administrator Approval

Date: 6/27/19

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing:

- 1) The City Administrator To Apply For And Accept State Of California Standard Agreement Funds In The Amount Of \$1,405,480 And Enter Into Agreement Number MS-1920-01 With The State Of California Department Of Aging For The Multipurpose Senior Services Program For Fiscal Year 2019-2020;**
- 2) The City Administrator To Accept And Appropriate Additional Grant Funds From The State Of California Department Of Aging Within The Grant Term Without Returning To Council; And**
- 3) A Contribution From The General Purpose Fund In The Amount Equivalent To The Central Services Overhead Charges Estimated At \$282,973.**

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 (FY) 2018-2019. The California Department of Aging (CDA) requires 10 percent of the Standard Agreement funds be used for the purchase of services for the frail elderly Multipurpose Senior Service Program (MSSP) participants. The Human Services Department (HSD) is requesting, 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 \$282,973.

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 could put them at risk. MSSP provides culturally appropriate comprehensive case management services to keep

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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 CCI: 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 California's Coordinate Care Initiative (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 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 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 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. Of the Standard Agreement amount, 10 percent is required by CDA 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 40 consecutive years, the City of Oakland's MSSP has prevented or delayed premature nursing home placement.

Through the Request for Proposal (RFP) process, staff anticipate acquiring new vendors and maintaining Professional Service agreements 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

Asian Network Pacific Home Care

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

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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.

Population Served

The average age of the City of Oakland MSSP participants is 81.43; eighty-eight percent are ethnic/racial minorities, and 100 percent are low income. Due to lack of knowledge of the healthcare system and inability to coordinate their own care, participants disproportionately rely on hospital emergency rooms or become nursing home patients..

As of May 17, 2019, 285 unduplicated clients who are Oakland residents were served in FY 2018-2019 MSSP served 32 clients who live outside of Oakland for a total of 317 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, race and zip code

Zip Code	Total Count	Race								Sex	
		Asian/ Pacific Islander	African American	Latino	White	Native American	Indian	Middle Eastern	Declined	M	F
94601	64	10	6	43	3	1	1	0	0	21	43
94602	5	2	2	0	1	0	0	0	0	2	3
94603	10	0	10	0	0	0	0	0	0	1	9
94605*	19	1	14	3	1	0	0	0	0	2	17
94606*	25	7	3	0	14	1	0	0	0	6	19
94607	48	34	11	0	2	0	0	1	0	14	34
94608	11	0	11	0	0	0	0	0	0	2	9
94609	8	0	8	0	0	0	0	0	0	3	5
94610	5	1	3	0	0	0	0	0	1	0	5
94611*	27	16	2	0	7	0	1	1	0	7	20
94612*	41	33	2	0	6	0	0	0	0	16	25
94618	2	0	0	0	2	0	0	0	0	1	1
94619	4	3	0	1	0	0	0	0	0	0	4
94621	16	0	11	4	1	0	0	0	0	1	15
Totals	285	107	84	51	36	2	2	2	1	76	209

* The program has a large population of Russian speaking participants (16) who live in zip codes 94605, 94606, 94611 and 94612

FISCAL IMPACT

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 FY 2019-2021 pending Adopted 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 (1004068/23370), Case Management Project/Award (1004069/23370), and Waived Services Project/Award (1004070/23370). HSD is requesting, as it has in prior years, a contribution from the General Purpose Fund in an amount equivalent to Central Services Overhead in an estimated amount of \$282,973.

Funding for MSSP remains unchanged in FY 2019-2020. The annual per-slot rate is \$4,285 per year. Compared to the annual nursing home rate of \$83,364, MSSP remains a significant cost savings for tax payers and provides a more community centered set of services.

1. AMOUNT OF RECOMMENDATION/COST OF PROJECT:

Project Delivery	\$ 1,264,932
Professional Services Contracts/Purchases	\$140,548
TOTAL PROJECT COSTS	\$1,405,480

2. COST ELEMENTS OF AGREEMENT/CONTRACT:

Professional Services Contracts/Purchases	\$140,548
Management/Support/Administration Salaries & Benefits...	\$316,657
Case Management Salaries & Benefits	\$883,472
Operating Costs	\$64,803
TOTAL AGREEMENT/CONTRACT AMOUNT	\$1,405,480

3. SOURCE OF FUNDING:

California Department of Aging

PUBLIC OUTREACH / INTEREST

The was no public outreach associated with this report other than City Council agenda noticing procedures.

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 wait

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list as of the end of the third quarter 2019 was eight. The improved wait list numbers and average time on the list is due to filling vacant positions. 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 in s from an average of 1-2 per year to 4-5 per year. In previous years Case Managers were able to link the few homelss referrals to housing but in the current climate the wait can be as long as five years.

COORDINATION

The HSD Fiscal section, 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. The survey was mailed to clients on July 29, 2018 and the completed surveys were expected back by August 31, 2018. This survey is mandated by the State Department of Aging for all MSSP Sites. In FY 2017-2018, a total of 281 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, 147 clients (or 53 percent of the total clients served) responded to the survey. The survey shows that 93 percent of clients believe the services provided by MSSP assist them in remaining independent. Of the clients who responded, 93 percent rated their experience with the staff and services provided by MSSP as excellent or good, while 4 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, 96 percent responded "Yes." When asked if they would recommend the MSSP to other people they knew who need services to remain at home, 95 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 11 through 14, 2020 and the result of their findings will be 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 to resolve any issues or challenges and the results are reported to the California State Department of Aging as part of a more comprehensive quarterly report.

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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

Staff Recommends That The City Council Adopt A Resolution 1) Authorizing The City Administrator To Apply For And Accept State Of California Standard Agreement Funds In The Amount Of \$1,405,480 And Enter Into Agreement Number MS-1920-01 With The State Of California Department Of Aging For The Multipurpose Senior Services Program For Fiscal Year 2019-2020; 2) Authorizing The City Administrator To Accept And Appropriate Additional Grant Funds From The State Of California Department Of Aging Within The Grant Term Without Returning To Council; And 3) Authorizing A Contribution From The General Purpose Fund In The Amount Equivalent To The Central Services Overhead Charges Estimated At \$282,973.

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

Reviewed by:

Scott Means, Manager

Aging and Adult Services Division

Prepared by:

Karyl Eckels, Supervisor

MultiPurpose Senior Services Program

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OAKLAND CITY COUNCIL

RESOLUTION No. _____ C.M.S.

RESOLUTION 1) AUTHORIZING THE CITY ADMINISTRATOR TO APPLY FOR AND ACCEPT STATE OF CALIFORNIA STANDARD AGREEMENT FUNDS IN THE AMOUNT OF \$1,405,480 AND ENTER INTO AGREEMENT NUMBER MS-1920-01 WITH THE STATE OF CALIFORNIA DEPARTMENT OF AGING FOR THE MULTIPURPOSE SENIOR SERVICES PROGRAM FOR FISCAL YEAR 2019-2020; 2) AUTHORIZING THE CITY ADMINISTRATOR TO ACCEPT AND APPROPRIATE ADDITIONAL GRANT FUNDS FROM THE STATE OF CALIFORNIA DEPARTMENT OF AGING WITHIN THE GRANT TERM WITHOUT RETURNING TO COUNCIL; AND 3) AUTHORIZING A CONTRIBUTION FROM THE GENERAL PURPOSE FUND IN THE AMOUNT EQUIVALENT TO THE CENTRAL SERVICES OVERHEAD CHARGES ESTIMATED AT \$282,973

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 Central Services Overhead charges in an estimated amount of \$282,973 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, 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-1920-01) 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, 2019 and

ending June 30, 2020, 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 are included in the FY2019-2021 Biennial Adopted Budget are appropriated for FY 2019-2020 in the Department of Health and Human Services Fund (2128) Multipurpose Senior Services Program Organization (75231), and Administration/Case Management Support Project/Award (1004527/23370), Case Management Project/Award (1004528/23370), and Waived Services Project/Award (1004529/23370); and be it

FURTHER RESOLVED: That all central services overhead charges associated with this grant in an estimated amount of \$282,973 will be offset through a contribution of the General Purpose Fund as has been done in all of the past years; and be it

FURTHER RESOLVED: That the City Council hereby authorizes 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 - FORTUNATO BAS, GALLO, GIBSON MCELHANEY, KALB, REID, TAYLOR, THAO AND PRESIDENT KAPLAN

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____
LATONDA SIMMONS
City Clerk and Clerk of the Council of the
City of Oakland, California