

2009 DEC -3 PM 5:10

**CITY OF OAKLAND**  
**AGENDA REPORT**

TO: Office of the City Administrator  
ATTN: Dan Lindheim  
FROM: Department of Human Services  
DATE: December 15, 2009

**RE: Resolution Authorizing The City Administrator To Apply For, Accept, And Appropriate Grant Funds From The Alameda County Area Agency On Aging In The Amount Of \$51,546 For The Linkages Program And \$2,014.25 For The Respite Program For Fiscal Year 2009-2010; And Authorizing The City Administrator To Apply For And Accept \$188,594 From Alameda County For Targeted Case Management Claims; And Authorizing The City Administrator To Accept And Appropriate \$77,642 From Alameda County Disabled Parking Fines For The Linkages Program For Fiscal Year 2009-2010; And Authorizing The Appropriation And Allocation Of A Balance Of \$21,090 In The Linkages Handipark Funds For The Linkages Program Fiscal Year 2009-2010**

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**SUMMARY**

Staff recommends that the City Council approve a resolution authorizing the City Administrator to apply for, accept and appropriate grant funds from the Alameda County Area Agency on Aging in the amount Of \$51,456 for the Linkages Program and \$2,014.25 for the Respite Program for Fiscal Year 2009-2010; and authorizing the City Administrator to apply for, accept and appropriate \$136,243 from Alameda County for Targeted Case Management claims; and authorizing the City Administrator to accept and appropriate \$77,642 from Alameda County Disabled Parking Fines for the Linkages Program for Fiscal Year 2009-2010; and authorizing the appropriation and allocation of a balance of \$21,090 in the Linkages Handipark Funds for the Linkages Program Fiscal Year 2009-2010. The City of Oakland will use the funds to provide comprehensive case management services to adults with disabilities and frail elders.

**FISCAL IMPACT**

Funding for this grant is appropriated in the Department of Human Services Budget. The proposed resolution authorizes the acceptance of \$51,456 and \$77,642 in Disabled Parking Fines from Alameda County Area Agency on Aging to be deposited in California Department of Aging Grant Fund (2132), Linkages Program Organization (75221), and Linkages Program Project (G363610); \$2,014.25 from Alameda County Area Agency on Aging and to be deposited in California Department of Aging Grant Fund (2132), Linkages Program Organization (75221), and Respite Program Project (G363620); \$136,243 from Alameda County appropriated in County of Alameda Grants Fund (2160), Linkages Program Organization (75221), and Targeted

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Case Management Claims Project (G360710). The \$51,456 grant from Alameda County Area Agency on Aging for Linkages and the \$2,014.25 grant for Respite represented a 75% reduction from prior funding levels due to the elimination of the Linkages funding statewide by the Governor. The City will provide a match of \$184,700 and funds will be allocated from General Fund (1010), Linkages Program Organization (75221), and City of Oakland Contribution Project (G363630).

The Linkages Handipark Project (G360510) in Linkages Handipark Fund (2410) has an excess in fund balance of \$21,090. The staff proposes appropriation of \$21,090 from the Linkages Handipark Fund (2410), Linkages Program Organization (75221), and Handipark FY 09-10 Project (G360510).

The grants do not pay for central services overhead. Historically, the City Council has waived those charges levied on the Linkages Program. A waiver for the central services overhead in the amount of \$66,837 is necessary for FY 2009-2010.

## **BACKGROUND**

The City of Oakland has offered Linkages Program services since 1985 and continues to provide care management to functionally impaired adults and seniors who are at risk of being placed into nursing homes. The Linkages Program historically served an average of 200 clients every month. During FY 2008-2009, the contracted client number was reduced to 186 clients due to the decrease in funding levels from previous years; however staff continues to serve up to approximately 200 clients each month. Services are provided to clients, 18 years of age or older, that require in-home assistance with activities of daily living such as housekeeping, shopping or meal preparation, bathing, toileting, eating, or dressing. For FY 2009-2010, the Governor used his line item veto to eliminate the Linkages program funding statewide and funding is only provided for July through September 2009. The Department of Human Services will continue the program through June 2010 utilizing Targeted Case Management funds as well as the one time only funding of \$77,642 from Alameda County Disabled Parking Fines for the Linkages Program. The Linkages Care Managers are determining which clients can be transferred to other providers and which require services throughout the year since they are not ready for program discharge and there are no other services available to them.

## **KEY ISSUES AND IMPACTS**

The Linkages Program serves an important role in the long-term care continuum of services within the City of Oakland. There is no other care management program operating within Oakland which utilizes the Linkages model to serve the younger functionally impaired population. The Linkages Program fills this gap in services. The capacity to serve more than 200 clients is limited by the existing funding level. The Linkages model includes care management services for younger adults and frail seniors who might not otherwise be eligible for services because of their age or level of disability.

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During FY 2008-2009, the Linkages Program statewide suffered from a 7% reduction. For FY 2009-2010, the governor line item vetoed the entire Linkages program statewide. Only three months of program funding (July through September 2009) was provided to the California Department of Aging to contract for Linkages services. The County Area Agency on Aging administers the funding and is very concerned about the impact on clients since this program was eliminated in its entirety. The Area Agency on Aging wished to assist the City of Oakland by making one time only funds available to the Linkages Program through disbursement of a trust fund established to collect a portion of parking fees. As of August 18, 2009, the fund balance is \$77,642.

This funding from the Area Agency on Aging will allow the Department of Human Services a more reasonable timeline to discharge clients who are ready; to transition clients to other services (if available); and, to continue to serve the clients that are not eligible for other programs for as long as possible, thus delaying probable institutionalization of some of the clients. If the City of Oakland can maintain the general fund portion of the funding for the Linkages Program, the program can continue receiving Federal match of Targeted Case Management funding that will allow the program to continue providing Care Management Services to approximately 80-100 clients. The four Linkages Case Managers triaged their existing case loads and determined that there are approximately 85 clients that have a dire need for case management, but that will not be eligible for other programs because they are younger than age 65 years old. Most of these Linkages clients are nursing home eligible, but can remain living in the community with the support of their Case Manager.

These clients face life threatening and chronic conditions such as Multiple Sclerosis, renal failure, neurological disease, congestive heart failure, quadriplegia, advanced dementia, but are not old enough to qualify for services such as senior housing, the Multipurpose Senior Services Program, Meals on Wheels or other supports. Many are also monolingual clients with no or limited English who become socially isolated and remain unaware of how to access medical and other essential services. They tend to face greater challenges in obtaining services and information and rely heavily on Linkages Case Managers. All are low income and most receive Medi-Cal. Without Linkages, most of these clients will end up in institutions, separated from what family members and caregivers they may have and will suffer increased morbidity and mortality. Case Management services assist these clients who do not have reliable family supports to access housing, transportation, health care and other essential services. These services are the variable that allows them to improve their care, quality of life and ultimately results in fewer demands on emergency services and institutionalization in nursing homes (if Medi-Cal beds can even be located).

Historically, we have enrolled people who were eligible for no other case management program designed to help them remain at home. These people remain ineligible for other case management programs. The three case management programs that offer a similar case management model do not reach the population Linkages serves:

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- Multi-purpose Senior Services Program (MSSP) -- cannot serve anyone under the age of 65 while Linkages provides services for anyone above the age of 18.
- Center for Elders' Independence (CEI) -- cannot serve anyone under the age of 55 and requires that they switch physicians and in-home care providers to those who contract with CEI.
- Bay Area Community Services (BACS) -- has a contract with Adult Protective Services (APS) but typically serves older clients and is only utilized once cases (a very small number) have reached a crisis such that APS is alerted.

There are other social workers in the community, but none who visit clients in their homes regularly and whose focus is on assisting younger people with chronic illnesses and disabilities to remain in their homes. In order to give a sense as to how these problems affect our clients' lives we have provided some snapshots of those whom we serve:

- A 33-year-old, married woman of two young children ages 10 and 5. She is a mono-lingual Spanish speaker. She is diagnosed with Enterocenteric fistulas with two ostomies, short bowel syndrome, a history of multiple abdominal colon surgeries, multiple line central sepsis, uro-sepsis, and frequent episodes of bleeding. She is bed bound and can only sit up for a limited period of time.  
The Linkages Program has been successful in securing affordable housing for the entire family, maximum hours of In-Home Support Services, additional funding to enhance her level of care from the Medi-Cal In-Home Operation program, transportation, bathroom safety equipment, utility assistance programs and advocacy. Case Management is imperative to ensure that this client is able to maintain and or enhance her level of independence. Without the assistance of Linkages she may have already ended up in a nursing home. This would have been devastating to the quality of life for both her and her children.
- A 34-year-old, single woman, with one daughter age 12. She has a history of strokes with right side hemi-paresis, aphasia, and dysphasia. She also had a brain tumor and underwent 17 brain surgeries. She resides with her parents and daughter. The Linkages Program has been successful in supporting her as she attends the Lifelong Adult Day Health Center, and classes at Alameda Community College for cognitive life skills. Linkages has also arranged transportation via Oakland Paratransit for Elderly and Disabled (OPED) and East Bay Paratransit and secured bathroom safety equipment and incontinence supplies.  
Case Management is imperative to ensure that this client is able to maintain and enhance her level of independence. Without the assistance of Linkages, she would likely require nursing home care and would suffer a catastrophic decline in her quality of life and the well-being of her daughter.
- A 51-year-old, single woman, who lives alone. She is diagnosed with blindness, osteoporosis, with a history of fractures, and a thyroid condition. The Linkages Program

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has been successful in arranging transportation via OPED, arranging assistive devices, arranging physical therapy, monitoring compliance of medical care and the reliability of caregivers. Without the assistance of Linkages, the most likely outcome would be premature placement in a nursing home.

There are many clients like those described above who lack reliable supports and are physically and emotionally isolated. The regular contact made by a Case Manager allows them to improve their care and quality of life. With improved care, they make fewer demands on emergency services and are able to live independently for a longer period of time.

The mission of the Linkages Program has always been to ensure maximum independence and autonomy for our clients, avoiding hospitalization and nursing home placement. Our clients all share the goal of remaining in their own homes and maintaining their dignity while doing so. Over time, we have seen an increase in need as we serve younger people with graver conditions and as the network of supports for these people erode.

The Linkages Program saves the State of California a substantial amount of money by delaying and preventing costs to the MediCal program for skilled nursing facility care for older adults and adults with disabilities. Elimination of the program would push many of our Linkages clients into skilled nursing facilities at a much higher cost. In our County, over 90% of our Linkages clients are currently on MediCal and many are certifiable for Nursing Home Care.

## **PROGRAM DESCRIPTION**

The goals of the Linkages Program include promotion of client self-determination and fostering of independent living for clients (within the least restrictive environment and in their own communities). The Linkages Program is an active participant in the Alameda County and statewide Long Term Care Coalitions as well as the Linkages Site Association. The program advocates for a seamless continuum of care and service coordination in collaboration with other community-based long-term care organizations (i.e., Alameda County Area Agency on Aging, Alameda County Health Care Services Agency, Lifelong Over 60 Health Clinic, Alameda County Social Services, Alzheimer's Services of the East Bay and Bay Area Community Services).

Client referrals are received from various sources, such as the local acute care hospitals, community outpatient health clinics, home health agencies, Alameda County Social Services Agency, churches and adult day health care programs. Clients also self-refer to the program for services. Historically, the Linkages Care Managers discharge an average of eight to ten clients per month due to death, residential relocation, client's request, or lack of need for services. Historically, eight to ten new clients, on average, are enrolled per month.

Client care management includes a comprehensive psychosocial and health assessment two times per year, care plan development, arrangement and/or purchase of services (such as the Respite

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Program), quarterly home visits and monthly telephone monitoring. The Linkages Program model includes the provision of long term care information and referral which requires that staff have in-depth knowledge of community resources for seniors, seniors with disability and younger adults with disability.

The Linkages Program receives telephone calls requesting information on resources within the City of Oakland, Alameda County, San Francisco and surrounding East Bay cities. The Linkages Program responds to approximately 1,100 telephone requests for information and referral yearly.

Targeted Case Management Claims are a part of the Linkages Program whereby Medi-Cal partially reimburses the Department of Human Services for the cost of providing case management services to at-risk adults under Medi-Cal. All claims within Alameda County are submitted to and coordinated by Alameda County Health Care Services.

Linkages clients live in most zip codes of Oakland as well as seven Berkeley zip codes and one Alameda zip code (see Table 1). This reflects the requirement effective FY 2005-2006 from the Alameda County Area Agency on Aging Linkages Program grant that Linkages care management services be expanded to serve North County, which is defined as the cities of Alameda, Albany, Berkeley, Emeryville and Oakland. The Linkages Program will continue to serve 186 to 200 adults with disabilities and frail elders each month, with the goal being that approximately 90% will be Oakland residents. As of March 31, 2009, 88% of the clients served by the Linkages program are Oakland residents.

**Table 1: LINKAGES CLIENTS BY ZIP CODE**

ZIP CODES	NUMBER OF CLIENTS	ZIP CODES	NUMBER OF CLIENTS
94501	9	94612	18
94601	20	94619	13
94602	11	91621	24
94603	23	94623	1
94605	33	94702	7
94606	9	94703	3
94607	16	94704	1
94608	26	94705	2
94609	20	94706	2
94610	4	94708	1
94611	7	94709	6

For FY 2008-2009 as of March 31, 2009, the Linkages client's race/ethnicity breakdown is: African American (65%), Caucasian (19%), Hispanic (6%), Asian/Pacific Islander (7%), Native American (1%), and Other (2%). The age breakdown is: 23-34 years (3%), 35-44 years (5%),

45-54 years (16%), 55-64 years (35%), 65-74 years (11%), 75-84 years (16%), 85 – 94 years (11%), and 94 – 101 years (3%). The gender breakdown is: Female (69%) and Male (31%).

## EVALUATION OF PAST PERFORMANCE

Linkages relies on a variety of mechanisms to assess its service quality: Formal client satisfaction surveys are sent to clients on an annual basis, usually in June.

For FY 2008-2009, a total of 253 questionnaires were mailed to former or current clients. Of these, 107 questionnaires (or 42%) were returned. Of the clients who responded, 88% rated their experience with the staff and services provided by Linkages as good or excellent. When asked if their case manager understands the individual's problems enough to help, 96% responded "Yes". When asked if the assistance received from Linkages helps them to remain independent, 93% of respondents said "Yes".

Measurable program objectives including: providing case management services to an average of 186 low income frail seniors and/or adults with disabilities per month, conducting 265 reassessments and 335 quarterly home visits annually, conducting monthly telephone monitoring of clients' health, functioning, and supports, and responding to 1,100 telephone or face-to-face inquiries for information and referral assistance annually. Please note that program objectives were reduced for FY 08-09 consistent with a 7% reduction from prior funding levels because of reductions in the Governor's budget for services provided through the California Department of Aging.

Performance measurements include: # of clients (internal or external) served, # of services (internal or external, direct or indirect) delivered, and % of clients (internal or external) reporting satisfaction.

Informal feedback is received from clients via phone calls, thank you cards, and letters expressing that their needs were met and they are satisfied with services. One client letter recently received states "Linkages is one of the best support services that I've come across both as a client and as a former college advisor, who used to work with students who needed similar social services....Prior to Linkages, I had spent four years within the walls of my apartment complex without any reason to take care of myself."

## SUSTAINABLE OPPORTUNITIES

**Economic:** Linkages' arrangement and/or purchase of services and assistive devices for clients increase profits for Oakland businesses.

Linkages' arrangement of in-home care workers creates jobs for Oakland citizens.

Linkages' saves MediCal Long Term Care expenditures by keeping individuals living in the community and preventing or delaying institutionalization in costly skilled nursing facilities.

**Environmental:** Linkages' arrangement of paratransit results in "carpooling", thereby reducing the use of individual autos which reduces harmful auto emissions.

**Social Equity:** Linkages care management activities link frail seniors, isolated and low income seniors, and adults with disabilities to life enriching and life sustaining services and helps individuals to maintain their independence and dignity.

Linkages' arrangement of vocational education, training, and rehabilitation helps low-income clients and clients with disabilities return to the workforce.

### **DISABILITY AND SENIOR CITIZEN ACCESS**

The Linkages Program is the only program in the City utilizing a "broker case management model" to bring critical services to adults eighteen (18) years of age and older with disabilities and frail elders. Care management services are provided in the client's home or community.

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

Staff recommends that the City Council approve this resolution which will ensure the continuation of Linkages services to Oakland frail seniors and adults with disabilities, and help them sustain their independence by authorizing the City Administrator to apply for, accept and appropriate grant funds from the Alameda County Area Agency on Aging in the amount of \$51,456 for the Linkages Program and \$2,014.25 for the Respite Program for Fiscal Year 2009-2010; and authorizing the City Administrator to apply for, accept and appropriate \$188,594 from Alameda County for Targeted Case Management claims; and authorizing the City Administrator to accept and appropriate \$77,642 from Alameda County Disabled Parking Fines for the Linkages Program for Fiscal Year 2009-2010; and authorizing the appropriation and allocation of a balance of \$21,090 in the Linkages Handipark Funds for the Linkages Program Fiscal Year 2009-2010.

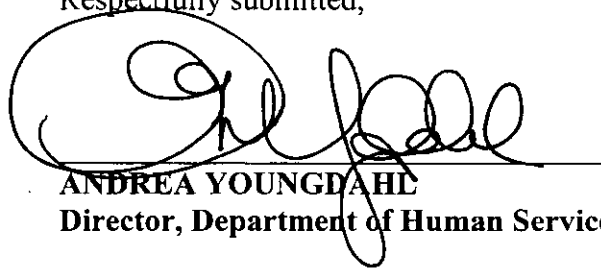
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**ACTION REQUESTED OF THE CITY COUNCIL**

That the City Council approve a resolution authorizing the City Administrator to apply for, accept, and appropriate grant funds from Alameda County Area Agency on Aging in the amount of \$51,456 for the Linkages Program and \$2,014.25 for the Respite Program and authorizing the City Administrator to apply for and accept \$188,594 from Alameda County for Targeted Case Management Claims; and authorizing the City Administrator to accept and appropriate one time only funds of \$77,642 from Alameda County Disabled Parking Fines for the Linkages Program for Fiscal Year 2009-2010; and authorizing the appropriation of \$21,090 Linkages Handipark funds for the Linkages Program in Fiscal Year 2009-2010.

Respectfully submitted,



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

Reviewed and prepared by:  
Brendalynn Goodall, Manager  
Aging and Adult Services

**APPROVED AND FORWARDED TO THE  
LIFE ENRICHMENT COMMITTEE:**



**OFFICE OF THE CITY ADMINISTRATOR**

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## OAKLAND CITY COUNCIL

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

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**RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO APPLY FOR, ACCEPT, AND APPROPRIATE GRANT FUNDS FROM THE ALAMEDA COUNTY AREA AGENCY ON AGING IN THE AMOUNT OF \$51,546 FOR THE LINKAGES PROGRAM AND \$2,014.25 FOR THE RESPITE PROGRAM FOR FISCAL YEAR 2009-2010; AND AUTHORIZING THE CITY ADMINISTRATOR TO APPLY FOR AND ACCEPT \$188,594 FROM ALAMEDA COUNTY FOR TARGETED CASE MANAGEMENT CLAIMS; AND AUTHORIZING THE CITY ADMINISTRATOR TO ACCEPT AND APPROPRIATE \$77,642 FROM ALAMEDA COUNTY DISABLED PARKING FINES FOR THE LINKAGES PROGRAM FOR FISCAL YEAR 2009-2010; AND AUTHORIZING THE APPROPRIATION AND ALLOCATION OF A BALANCE OF \$21,090 IN THE LINKAGES HANDIPARK FUNDS FOR THE LINKAGES PROGRAM FISCAL YEAR 2009-2010**

**WHEREAS**, the City of Oakland desires to apply for and accept grants and offsetting revenues from Alameda County Area Agency on Aging in the amount of \$51,546 to fund the Linkages Program and in the amount of \$77,642 from the Alameda County Disabled Parking Fines and in the amount of \$2,014.25 to fund the Respite Program for the period July 1, 2009 through June 30, 2010; and

**WHEREAS**, the City of Oakland desires to apply for and accept a grant and offsetting revenues in the amount of \$136,243 from Alameda County for Targeted Case Management claims. This revenue will allow the Linkages Program to provide additional case management services to adult Oakland residents who are elderly and/or have disabilities; and

**WHEREAS**, the above-referenced programs provide essential services to functionally impaired young adults and seniors within the City of Oakland who are at risk of being placed in nursing homes; and

**WHEREAS**, these grants do not pay for Central Services Overhead costs in the amount of \$66,837 for FY 2009-2010, and historically the City has provided an offset to cover the Central Services Overhead costs; and

**WHEREAS**, the Linkages Program has a Handipark Fund balance exceeding \$21,090 that the City desires to appropriate and allocate for fiscal year 2009-2010; and

**WHEREAS**, the City is required to provide a match of \$186,250 from the City of Oakland Contribution Project; now, therefore, be it

**RESOLVED:** That the City Council authorizes the City Administrator or his designee to apply for and accept grants in the amount of \$51,546 and in the amount of \$77,642 to fund the Linkages Program and in the amount of \$2,014.25 to fund the Respite Program to be deposited in California Department of Aging Fund (2132), Linkages Program Organization (75221); and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator or his designee to apply for and accept grants in the amount of \$188,594 from Alameda County for Targeted Case Management Project (G360710) claims to be deposited in County of Alameda Grants Fund (2160), Linkages Program Organization (75221); and be it

**FURTHER RESOLVED:** That the amount of \$21,090 in Linkages Handipark Fund Balance (2410) be appropriated and allocated in California Department of Transportation Fund (2410), Linkages Program Organization (75221), Handipark Project (G360510), to cover the Linkages Program costs; and be it

**FURTHER RESOLVED:** That the City provide a match of \$186,250 and these funds be allocated from General Purpose Fund (1010), Linkages Program Organization (75221), City of Oakland Contribution Project (G363630); and be it

**FURTHER RESOLVED:** That the Central Services Overhead costs of \$66,837 are hereby waived; and be it

**FURTHER RESOLVED:** That should any additional grant funds or offsetting revenues be received, the City Administrator or his designee is hereby authorized to appropriate same for the purpose described above; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator or his designee 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 grants in accordance with their basic purpose without returning to City Council; and be it

**FURTHER RESOLVED:** That a copy of said agreements shall be reviewed by the Office of the City Attorney as to form and legality and be filed in the Office of the City Clerk.

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

**PASSED BY THE FOLLOWING VOTE:**

AYES - BROOKS, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, QUAN, REID, AND  
PRESIDENT BRUNNER

NOES -

ABSENT -

ABSTENTION -

ATTEST:

\_\_\_\_\_  
LATONDA SIMMONS  
City Clerk and Clerk of the Council of  
the City of Oakland, California