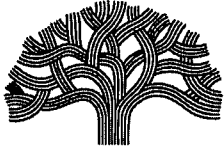


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OAKLAND

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CITY OF OAKLAND

## AGENDA REPORT

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

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

**SUBJECT:** Commission on Aging (COA) Annual  
Report with Recommendations

**DATE:** March 22, 2017

City Administrator Approval

Date:

3/30/17

### RECOMMENDATIONS

Staff recommends that the City Council accept the Oakland Commission on Aging 2017 Annual Report.

Staff from the Human Services Department and a representative from the Oakland Commission on Aging will be available to answer questions.

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

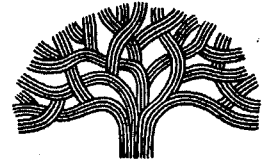
AGING & ADULT SERVICES DIVISION

Prepared by: Scott Means, Manager

ATTACHMENT

Item: \_\_\_\_\_  
Life Enrichment Committee  
April 11, 2017

# CITY OF OAKLAND



COMMISSION ON AGING • 150 FRANK H. OGAWA PLAZA, 4<sup>TH</sup> FL • OAKLAND, CA 94612

Human Services Department  
Aging & Adult Services Division

(510) 238-3121  
Fax (510) 238-7207

April 11, 2017

Oakland City Council  
Life Enrichment Committee  
Oakland, CA 94612

Subject: Oakland Commission on Aging Annual Report of 2017

Chairperson McElhaney and the Members of the Life Enrichment Committee:

## **SUMMARY**

This is an annual report from the Mayor's Commission on Aging for the calendar year 2017.

Since this is an informational report there is no fiscal impact at this time.

## **EXECUTIVE SUMMARY**

The Commission on Aging has identified the following priorities for Oakland Seniors and providing recommendations for Council to address the issues:

**Hunger:** Issues around hunger among Oakland seniors are a serious threat to healthy aging. The Commission on Aging views Measure HH resources as a potential tool to help mitigate the growth of hunger among the City's expanding 60+ population.

The City of Oakland is home to more than 75,000 citizens over the age of 60, ranking it among cities with a high percentage of older adults at over 20 percent. Due to various quality of life factors, including housing costs, medical needs and cost-of-living standards, conservative estimates reveal 20 percent of the Senior population has inadequate income to meet their basic needs. That includes the cost of eating, in which roughly 16,000 people over the age of 60 in Oakland go hungry daily. With the growth of the older adult expected to continue over the next five years and beyond (and become a larger percentage of the overall population) action must be taken to address a growing problem that will strain the support system and lead to negative impacts and outcomes in other areas, including health and wellness.

**Housing:** The Commission on Aging desires to be engaged in the planning and implementation of housing solutions. The Commission on Aging stands ready to work with City staff and operate as a resource for community engagement with all stakeholders.

As housing costs continue to soar, fixed incomes coupled with rising medical costs make Oakland's aging population increasingly vulnerable. 44 percent of homeless adults in the Bay Area first lost their housing after age 50. The Council has undertaken a coordinated approach to addressing the housing crisis in Oakland in general, and the time is ripe to add the needs of older adults as an area of focus when planning decisions are being made.

**Active Aging:** For the City of Oakland to be considered an age-friendly community by the World Health Organization (WHO) there are required steps, including a letter of intent, community needs assessment, and action plan. Consideration of infrastructure improvement and development would need to take into account the preservation of aging-friendly neighborhood amenities.

The rapid growth of jobs and businesses in Oakland has created a crisis of opportunity for the Council. The hallmarks of an age-friendly community in the eight domains identified by the World Health Organization are actually factors that enhance the quality of life for citizens of all ages, races and social groups. Meeting the challenge of gentrification with a robust program to address the needs of older adults can help preserve the diversity that we prize and make Oakland a model among cities.

## **BACKGROUND/LEGISLATIVE HISTORY**

**Hunger:** Currently, the needs of hungry Oaklanders are partially met by several non-profit and county organizations, including Service Opportunity for Seniors (SOS)/Meals on Wheels, Alameda County Food Bank, Mercy Brown Bag, Project Open Hand, Spectrum Community Services, and ad hoc efforts led by faith-based and other community organizations. These organizations together provide for the daily needs of over 11,000 people over the age of 60 who need at least one meal daily. This leaves almost 5,000 people over 60 still searching for a meal regularly. This population includes homeless/displaced residents as well as housed older adults who have incomes which fall below the poverty line (Gap estimates are based on total calls to the Alameda County Food bank, In-Home Supportive Services (IHSS), as well as waiting lists totals for the organizations currently providing meals). With the older adult population forecast to hit 91,000+ by 2021, the problem of hunger among older adults demands intervention before the issue becomes untenable and causes greater impact as the population demographics shift towards an even higher percentage of adults over the age of 60 living in Oakland.

In the fiscal year ending June, 2015, the Area Agency on Aging (AAA), working with a network of community based organizations, provided 529,690 home-delivered meals to 3,384 older adults, and 185,477 meals to 6,391 older adults at congregate meal sites in cities and nonprofit agencies. The purpose of the home-delivered meal program is to provide nutrition to people who have significant health conditions, including recent discharge from hospitals that do not allow them to go outside the home to acquire food and then prepare it at home. With current funding levels, AAA providers are able to provide meals to older adults who are prioritized based on the severity of their health conditions. Due to funding constraints, the network is not able to serve meals to all who need and request them. In fiscal year 2016-2017 the City of Oakland is providing one-time \$170,000 grant funding to SOS/Meals on Wheels in support of organizations focused on food security issues in the City.

The network also provides meals at congregate sites. The Older Americans Act (OAA) regulates that these congregate meals are to be considered nutritious, but are also a means for socialization. The assumption is that older adults receiving meals at sites, primarily senior centers, will also have access to supportive programming. OAA funds are not allowed to be used at low-income senior complexes, unless that complex has programming available for community members outside of the facility. A gap exists for people who are not able to receive home-delivered meals because they do not meet the health requirements, but who are reluctant to attend senior centers. Community partners like the Alameda County Food Bank and Mercy Brown Bag, which provides grocery bags for seniors, help fill the gap, but are sorely pressed and underfunded.

**Housing:** On September 30, 2015, the Council adopted A Roadmap Toward Equity: Housing Solutions for Oakland, (<http://www.policylink.org/sites/default/files/pl-report-oak-housing-070715.pdf>) a framework for addressing the housing crisis, with its attendant issues of gentrification and displacement.<sup>1</sup> The Oakland Housing Cabinet has followed up with a series of recommendations for implementation of the Roadmap over the next eight years, Oakland at Home (<http://www.enterprisecommunity.org/download?fid=10976&nid=14440>), including the creation of a Working Group.

While neither the Roadmap nor Oakland at Home specifically address the needs of older adults, both documents include many focused recommendations that could make a critical difference in the lives of seniors facing housing uncertainty, including renters' services, home ownership counseling, foreclosure prevention, and the creation of a regional home preservation fund.

#### The 2016-17 Alameda County Plan for Older Adults

([http://www.alamedasocialservices.org/public/services/elders\\_and\\_disabled\\_adults/docs/planning\\_committee/Alameda\\_County\\_Area\\_Plan\\_Final.pdf](http://www.alamedasocialservices.org/public/services/elders_and_disabled_adults/docs/planning_committee/Alameda_County_Area_Plan_Final.pdf)) includes goals to enhance and increase support for housing and augment the sustainability of housing programs, including working with cities to increase the number of housing units available and affordable for older adults through all feasible approaches, including deeply affordable units to serve the needs of seniors on SSI-level incomes and homeless older adults. The goals also include working with cities to improve the habitability and preservation of existing units to allow for safe and healthy aging in place, working with cities and community groups to support regulations that protect older occupants from displacement, and exploring alternative housing options including shared housing programs.

**Active Aging:** During the past century the average human life has experienced an unprecedented extension – in America, a 30 life bonus. Soon 20 percent of Oakland's population will be over 65. But longevity is not evenly dispersed. A recent study by the Federal Reserve Bank of San Francisco indicates that in central Oakland seniors' lives are shorter by a dozen years compared to Walnut Creek or Fremont. Oakland could follow recommendations by the World Health Organization to create Aging Friendly Communities. Evidence shows such communities overcome pronounced longevity gaps by promoting longer, healthier, more engaged, and more meaningful lives.

<sup>1</sup> According to the National Housing Institute, "While Oakland often celebrates the fact that it is the most diverse city in America, it mirrors other tech-giant cities and regions. It is home to the second highest increase in rents nationwide and ranks seventh in income inequality among America's largest cities. As gentrification forces low-income and even higher-income workers and their families out of San Francisco, Oakland has become a crucible for the ongoing debate on how to manage neighborhood change and development without wiping out entire historic communities." ROOFLINES: The Shelterforce blog, October 20, 2015

## **ANALYSIS AND POLICY ALTERNATIVES**

**Hunger:** The number of older adults is projected to increase over the next two decades. In 2040 there will be nearly 80 million older adults in the United States, more than twice as many as in 2000. Additionally, the senior population is becoming increasingly diverse. Between 2012 and 2030, the white population of 65 and older is projected to increase by 54 percent compared with 125 percent for older minorities. (U.S. Department of Health and Human Services, Administration on Aging, a profile of Older Americans: 2012).

These changing demographics will have profound impacts on the demand for social services, especially the need for adequate and culturally appropriate nutrition services. Seniors may have unique nutritional needs and challenges that separate them from the rest of the population and must be considered.

<http://www.feedingamerica.org/hunger-in-america/impact-of-hunger/senior-hunger/senior-hunger-fact-sheet.html>

Food insecurity is growing among older adults. The food insecurity rate for all (American) senior households was over eight percent in 2015, (USDA Report) up from less than six percent in 2001. At the same time, the percentage of seniors facing the threat of hunger has more than doubled.

<https://www.ncoa.org/news/resources-for-reporters/get-the-facts/senior-hunger-facts/>

Food insecure seniors have worse health outcomes than those who don't worry about their next meal. "They are 50 percent more likely to be diabetic, twice as likely to report fair or poor general health, three times more likely to suffer from depression, 30 percent more likely to report at least one Activity of Daily Living (ADL) limitation, 14 percent more likely to have high blood pressure, nearly 60 percent more likely to have congestive heart failure or experienced a heart attack, and twice as likely to report having gum disease or have asthma." (The Health Consequences of Senior Hunger in the United States: Evidence from the 1999-2010 NHANES, Prepared for the National Foundation to End Senior Hunger, 2/2014, Prof. James P. Ziliak & Prof. Craig Gundersen).

<http://www.feedingamerica.org/hunger-in-america/our-research/senior-hunger-research/>

### ***Closing the Gap with the Soda Tax***

During the 2016 November elections, the City of Oakland successfully passed a tax on the sales of sugary beverages, Measure HH. Soda and other high-sugar beverages are among the trio of consumables believed to cause many chronic ailments; alongside high-salt and foods high in saturated fats (tobacco products are not considered a food item). With a household penetration above 94 percent (meaning 94 percent of all households purchase a sugary, carbonated beverage over the course of a year), this tax is estimated to produce over \$6.5MM to the City's General Fund. Utilizing these funds to help derail a burgeoning health and human crisis would be a prudent and responsible way to utilize these resources in the best interests of the Oakland community.

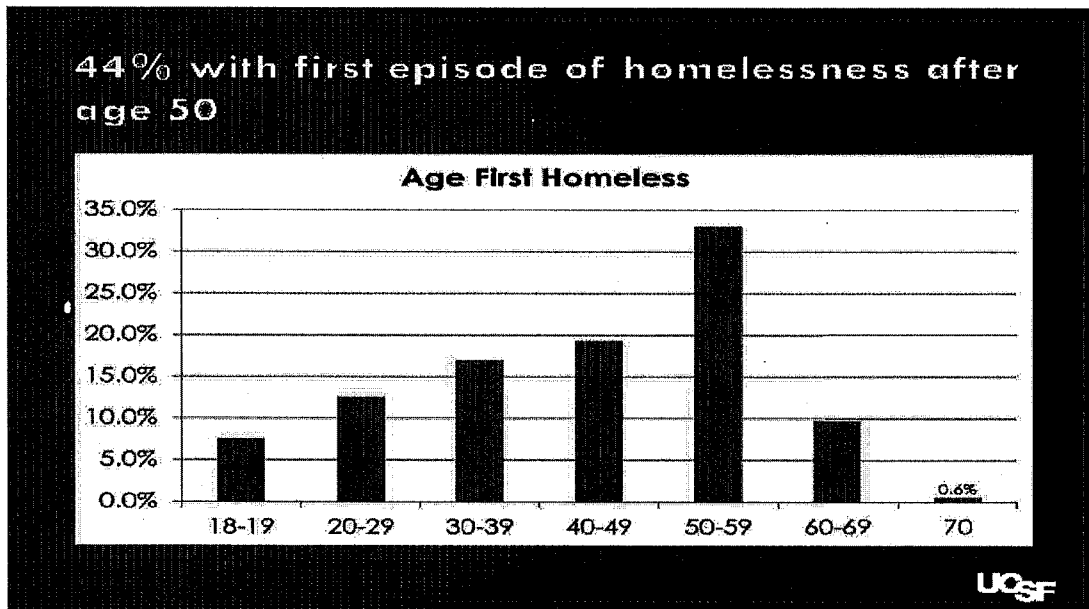
Given the current gap of roughly 12,000 Oaklanders over the age of 60 who still experience daily hunger, it would require over double the amount of funding available to organizations currently battling hunger. Those organizations struggle currently to support the population they serve and cannot meet the demands of those contacting them for meals. With the crisis very likely to grow over the next five years and beyond, there is a sense of helplessness in dealing with a problem they can see coming.

Using the same ratio of prepared meals to grocery bags provided (13 percent to 87 percent), a conservative estimate on closing the gap with residents unable to eat at least one meal daily would require an additional **\$2.4MM** in 2017. Correlating with rising food costs and an increasing population, the need would grow to **\$6.9MM** by 2021. A viable model for solving the food security crisis may be for the City of Oakland to connect with the county and nonprofit agencies to develop an integrated strategy for addressing community needs. Funds can be made available from Measure HH for ad hoc projects reviewed by and approved by the Council.

The Commission on Aging recommends that the Life Enrichment Committee of the City Council facilitates an integrated Food Security Council that includes community based organizations, nonprofit and city agencies currently dedicated to the cause of providing meals for older adults in Oakland.

**Housing:** The Oakland Housing Crisis is having an enormous impact on the aging population. From 2014-15 alone rents soared by more than 12 percent and they continue to rise. Despite this trend leveling off, even the current average five percent increase keeps pushing rental units up and out of reach for seniors with fixed incomes. According to The Mercury News the current average cost to rent a one bedroom apartment in Oakland is more than \$2,200 per month. Three out of four single Alameda County seniors live below 200 percent of the Poverty Level, which is less than \$2,000 per month. Three out of four of that group is renters. During the 2010 Census there were over 10,000 Oakland Seniors living alone. Based on projections by the Public Policy Institute of California this number will likely double by 2030.

According to UCSF's Hope Home Study on homelessness, among a survey of 350 unhoused people 50 years or older 44 percent initially became homeless as older adults.



Many of the older adults have worked their entire lives but are unable to keep up with the high cost of living in the bay area. Underemployment, health issues, death of a partner or parent are the most prevalent triggers of late onset homelessness.

Living in areas not meant for human habitation creates a rapid decline in older adults. The functional status of a homeless person in their mid-50's is equivalent to someone in their 80's with a high prevalence of chronic disease and functional impairments. In order to cope with the mental and physical anguish 65 percent of homeless older adults are frequent illicit drug users. In a six month period half utilize Hospital Emergency Departments.

### ***Providing Housing Security for Our Seniors***

The Roadmap to Equity includes strategies designed to improve renters' services and strengthen the enforcement of renters' protections, as well as strengthening renter protections themselves. In implementing these strategies the needs of seniors should be addressed specifically. Likewise, the recommended strategies for acquiring naturally occurring affordable housing and securing single family homes in financial distress should take into account possible strategies for assisting seniors trying to stay in their own homes and age in place. Development of new affordable housing must include consideration of ways to make that housing appropriate and affordable for the growing older adult population.

The Internal Working Group should include members with experience and expertise in the needs of older adults, as well as older adults themselves. Older Oaklanders should receive preference in new affordable housing, and fundraising efforts from philanthropy and other sources should be directed to sources which offer grants specifically targeted to meeting the housing needs of seniors. Finally, the City should partner with the County to achieve maximum results when seeking solutions to senior housing issues.

**Active Aging:** The World Health Organization (WHO) recommendations for age-friendly communities that promote Active Aging are succinctly summarized in the Alameda County Plan for Older Adults:

"We are fortunate that a model exists for creating an age-friendly community. The WHO global Age-Friendly Cities and Community program, established in 2006, develops a framework for "livability" along eight domains:

- Outdoor spaces and buildings
- Transportation
- Housing
- Social participation
- Respect and Social inclusion
- Civic participation and employment
- Communication and information
- Community support and health services

Communities seeking participation and designation as an age-friendly community work with WHO, or a regional affiliate such as AARP, to submit a letter of intent, followed by a community needs assessment and action plan. The WHO framework is an engagement of community members, organizations, cities and government. The involvement is one of community inclusion and is not "top down." The County has an important role of support and facilitation, but must be mindful that this is a project of the people."

### ***Oakland: A Model City for Active Aging***

The Council could begin an ongoing social movement to endorse Active Aging. This means creating opportunities for seniors to experience support for active engagement in society, in which they develop their potential, maintain healthy life styles, contribute to their communities, receive recognition for leadership and service, are encouraged to contribute through volunteering, and enjoy long, meaningful lives. By adopting the standards of the WHO, Oakland can become a city internationally recognized for its contribution to the well-being not only of its seniors but the entire larger community.

On a practical note, Council could program the use of bond and initiative money to support Oakland as an age friendly city. The effective implementation of local measures, such as the City's Oakland Paratransit for Elderly and Disabled (OPED) transportation program funded by Measure BB, has greatly increased accessibility for seniors and persons with disabilities. With this in mind, the City currently has access to infrastructure bond dollars, which Council could promote to be used to build senior playgrounds like those expanding in Europe, Asia, and other areas in the United States, to modernize Senior Centers as community magnet sites, and develop accessible outdoor trails to increase the quality of life for seniors. The City should also look for partnership opportunities to support program sustainability. For example, Alameda County will reimburse the City at 50% of expenditures for Case Management to support Medi-Cal eligible seniors (as well as low income adults and families) in community based locations such as senior and recreation centers. Well-designed senior benefit programs will not only help to engage older adults, but will also provide opportunities for engagement across multiple generations. Further, plans for development should be scrutinized to ensure that they create and preserve local neighborhood access to essential services such as post offices, pharmacies, and transportation, as well as recreational opportunities.

### **FISCAL IMPACT**

As this item is for informational purposes, it does not in itself have a direct fiscal impact or cost. Future implementation of some of the Commission's recommendations could have fiscal impacts, to be determined at the time such implementation is being considered.

### **PUBLIC OUTREACH / INTEREST**

The public is informed of all Mayors' Commission on Aging meetings in accordance with the Brown Act and Sunshine Ordinance. All meetings are open to the public and are held regularly at City Hall, Hearing Room 1 on the first Wednesday of each month at 10:00 AM unless appropriately noticed. Meetings are televised and Agendas, Minutes, and a video archive of past meetings are available on the Commission webpage:

<http://www2.oaklandnet.com/government/o/DHS/s/MCA/OAK022715>



## PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

On January 31, 2017 Alameda County completed a "Point in Time" survey to count the homeless population to fulfill the Federal department of Housing and Urban Development requirement to receive Federal funding. Preliminary numbers should be available by mid-May with a full report published in June by Everyone Home Executive Director Elaine de Coligny. The largest concentrations of homeless are in Oakland and Berkeley and almost half of the surveyors county-wide were deployed in Oakland.

Insight Center for Community and Economic Development created a tool to measure the income necessary for older adults over 65 years old to sufficiently cover living expenses, including: housing, food, health care, and transportation in Alameda County. For a single renter living alone the annual minimum amount is: \$26,043 or over 220 percent of the Federal Poverty Level. An analysis of expenses may be found on the Insight webpage:

<https://tinyurl.com/hvwy3q9>

Insight also provides a tool for calculating economic security, taking into account variables such as: head of household, housing type, and the presence of grand children or adult children dependents. There is an additional link to a study completed by UCLA Center for Health Policy Research that shows long term home care can easily double living expenses. The Elder Economic Security Index calculator may be found here:

<http://www.insightccd.org/tools-metrics/elder-index-for-ca/>

## COORDINATION

The Commission on Aging, the Office of the City Attorney, the Human Services Department, and the Alameda County Senior Services Coalition, as well as information and input from Community Based Organizations, contributed to this report.

## SUSTAINABLE OPPORTUNITIES

**Economic:** The effect of homeless, hungry, and disengaged seniors is costly due to the relentless strain on human services, public works, and public safety agencies. Homelessness has a direct negative impact on home values, commerce, and tourism.

**Environmental:** An Age friendly City that supports the sustainability of older adults aging in their homes will reduce the environmental impact of homeless persons living in places not meant for human habitation, and by association reduces the number of illegal dumping sites.

**Social Equity:** A socially equitable City must include provisions for older adults to thrive by addressing economic security and community engagement issues.

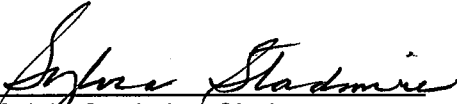
**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That City Council Accept the Commission on Aging Annual Report.

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

Respectfully submitted,

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Sylvia Stadmire, Chairperson  
Chair, Mayor's Commission on Aging

*Reviewed by:* Sara Bedford, Director  
Human Services Department

*Prepared by:* Scott Means, Manager  
Aging and Adult Services Division

Attachment A: Commission on Aging Current Terms of Commissioners and  
Oakland Senior Food Security Projections

# ATTACHMENT A

## MAYOR'S COMMISSION ON AGING

### Current Members and Terms

Last Name	First Name	Term Begin	Term End	Term Status
Bowden	Joyce	9/2/2015	9/1/2018	2 <sup>nd</sup>
Coleman	Michael	11/24/2016	11/23/2019	1st
Hall	Michelle	9/4/2016	9/3/2019	1st
Johnson-Simon	Sandra	9/2/2016	9/1/2019	1st
Phillips	Jacqueline	1/17/2017	1/7/2020	1st
Ricks	Bryan	9/2/2015	9/1/2018	1st
Scott	Martha	9/2/2016	9/1/2019	1st
Spears	Blake	9/2/2012	9/1/2015	1st
Stadmire	Sylvia	9/2/2014	9/1/2017	2nd
Wiley	Johnnie Mae	9/3/2015	9/2/2018	1st
Yen	Irene	9/3/2016	9/2/2019	2nd

# ATTACHMENT A

## Oakland Senior Food Security Projections

Current and Projected number of hungry citizens in Oakland (age 60+)

Current and projected meals served by community organizations

(2016 pop.) 75497

	2017	2018	2019	2020	2021	Factors
Total Population, +60 years (projected)	78517	81658	84924	88321	91854	4% (fill in)
Number of hungry, +60 years	15703	16332	16985	17664	18371	20% (fill in)
<b>Meal Providers (daily; min 5 days/wk)</b>						
SOS/Meals On Wheels	1200	1200	1200	1200	1200	
Project Open Hand	183	183	183	183	183	
Spectrum Community Services	1141	1141	1141	1141	1141	
<b>Total meals/day</b>	<b>2524</b>	<b>2524</b>	<b>2524</b>	<b>2524</b>	<b>2524</b>	<b>12% (cogs increase)</b>
<b>Cost Per Meal</b>						
SOS/Meals On Wheels	\$ 8.00	\$ 8.96	\$ 10.04	\$ 11.24	\$ 12.59	
Spectrum Community Services	\$ 10.00	\$ 11.20	\$ 12.54	\$ 14.05	\$ 15.74	
Project Open Hand	\$ 12.50	\$ 14.00	\$ 15.68	\$ 17.56	\$ 19.67	
<b>Total Costs</b>						
Average cost/meal	\$ 10.17	\$ 11.39	\$ 12.75	\$ 14.28	\$ 16.00	
Annual Cost	\$ 6,672,699	\$ 7,473,422	\$ 8,370,233	\$ 9,374,661	\$ 10,499,620	
<b>Grocery Bag Providers</b>						
Mercy Brown Bag	6000	6000	6000	6000	6000	
Project Open Hand	3667	3667	3667	3667	3667	
<b>Total Grocery Customers</b>	<b>9667</b>	<b>9667</b>	<b>9667</b>	<b>9667</b>	<b>9667</b>	<b>12% (cogs increase)</b>
<b>Cost Per Bag</b>						
Mercy Brown Bag	\$ 5.00	\$ 5.60	\$ 6.27	\$ 7.02	\$ 7.87	
Project Open Hand	\$ 20.50	\$ 22.96	\$ 25.72	\$ 28.80	\$ 32.26	
Spectrum Community Services						
<b>Total Costs</b>						
Average cost/bag	\$ 12.75	\$ 14.28	\$ 15.99	\$ 17.91	\$ 20.06	
Annual cost	\$ 1,309,200	\$ 1,466,304	\$ 1,642,260	\$ 1,839,332	\$ 2,060,052	
<b>Total meals provided</b>	<b>12191</b>	<b>12191</b>	<b>12191</b>	<b>12191</b>	<b>12191</b>	
<b>Number of unmet hungry needs</b>	<b>3512</b>	<b>4140</b>	<b>4793</b>	<b>5473</b>	<b>6179</b>	
Cost to meet total need	\$ 2,490,343	\$ 3,288,037	\$ 4,263,666	\$ 5,452,129	\$ 6,894,748	% of current meals
# of meals	727	857	993	1,133	1,280	
Meals	\$ 1,922,239	\$ 2,537,961	\$ 3,291,026	\$ 4,208,374	\$ 5,321,899	21%
# of bags	2,785	3,283	3,801	4,340	4,900	
Grocery Bags	\$ 568,104	\$ 750,076	\$ 972,639	\$ 1,243,755	\$ 1,572,849	79%