



# AGENDA REPORT

**TO:** Edward D. Reiskin  
City Administrator

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

**SUBJECT:** Multipurpose Senior Service Program  
FY 2020-2021 Standard Agreement

**DATE:** June 9, 2020

City Administrator Approval

Date: July 8, 2020

## RECOMMENDATION

### Staff Recommends City Council Adopt A Resolution To:

1. Apply For And Enter Into An Agreement With The California Department Of Aging (CDA) For, And Accept And Appropriate, Standard Agreement Funds In The Amount Of \$1,756,834 For The Multipurpose Senior Services Program (MSSP) For Fiscal Year (FY) 2020-2021; And
2. Accept And Appropriate Additional Funds That Become Available From The CDA For The MSSP Within FY2020-2021, And To Authorize Amendments Of The Aforementioned FY 2020-2021 Agreement For The City To Receive Those Funds, Without Returning To Council; And
3. Waive The City's Competitive Procurement Process For Purchasing Goods And Services For MSSP Participants, And To Authorize The City Administrator To Procure MSSP-Related Goods From And Award Professional Services Agreements To Private Entities, For FY 2020-2021, Without Returning To Council; And
4. Contribute An Estimated \$293,002 From The City's General Purpose Fund To Cover The Central Services Overhead Charges Related To The Above Agreement

## EXECUTIVE SUMMARY

Adoption of the proposed resolution will allow the City Administrator to apply for and accept funds from the State of California, Department of Aging for the Multipurpose Senior Service Program (MSSP) in the amount of \$1,756,834 for Fiscal Year (FY) 2020-2021. MSSP provides in-home supportive services to over 300 frail, low-income elderly who are at-risk of nursing home placement which includes case management and purchase of services including medical devices, medical alert services, home accommodations among others. The resolution also authorizes, 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 \$348,653.

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## **BACKGROUND / LEGISLATIVE HISTORY**

The City of Oakland's Human Services Department, 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 that put them at risk of early death or institutionalization. MSSP provides culturally appropriate comprehensive case management services to keep frail elders out of nursing homes, safe and independent in their own homes, increasing their quality of life when they are most vulnerable.

On June 27, 2012, the California Legislature passed, and the Governor signed, two pieces of legislation creating the California Coordinate Care Initiative (CCI): Senate Bill (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 the 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 in November 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. Ten (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 41 consecutive years, the City of Oakland's MSSP has prevented or delayed premature nursing home placement.

The goal of MSSP is to prevent or delay nursing placement and provide community support and resources to seniors who are at risk of nursing home care. During the Shelter in Place order, not one of the 300 City of Oakland MSSP participants have tested positive for COVID-19, experienced an emergency room visit or passed away from the virus. This is due to the MSSP Nurse and Social Work Case Managers ensuring that participants have the necessary supports and services to remain safe and secure in their homes. City staff also coordinated with food

programs to deliver meals of groceries, to guarantee nutrition and hunger is not a worry for MSSP participants.

MSSP is a fee-for-service, reimbursement agreement. In order to collect the full \$1,756,834, the City must serve 100 percent of the participant capacity, which is 328 clients per month. This mandate requires adequate staff to meet the caseload ratio of 40 clients to 1 Case Manager. Also, \$140,548.00 of the funds is designated for purchase of goods and professional services for the clients. Due to the unique circumstances of this program, obtaining goods and services through the City's normal, competitive process limits staff's ability to purchase in a cost effective and timely manner. The Waiver funds are used to buy personal care items, appliances non-medical home equipment and services such as respite. Due to the specialized nature of what is being purchased there are a limited number of suppliers, often only a single supplier who is able to meet the requirements of the clients. The California Department of Aging mandates MSSP providers to purchase items in a timely manner based on client choice, including brand and vendor. The City bidding process timelines and vendor selection render it challenging with respect to satisfying the requirements of the CDA Agreement. Therefore, staff is requesting a waiver of the purchasing requirement of three bids for waiver purchases based on client choice. This will allow staff to meet the mandate that is both a part of the 1915c Waiver application between the California Department of Aging (CDA), the Centers for Medicare and Medicaid Services (CMS), and the City of Oakland's agreement with CDA, which states that individuals are given the choice between waiver services and providers. This approach is referred to as Freedom of Choice.

Staff proposes that the City waive the competitive procurement process for purchasing goods and services for MSSP Participants and enter Professional Service Agreements of multiple years 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

Communication/Emergency Response maintains and monitors preexisting hardware that has been installed in client homes. It would not be fiscally viable to change these vendors through a Request for Proposal (RFP) process because it would require the purchase and re-installation of equipment that has already been paid for with agreement funds. In addition, clients would be at risk for their health and safety during the transition period between monitoring and response agencies.

Chore/Personal Care/Respite services provided by local agencies deliver a continuum of care for frail seniors, whose in-home workers have established relationships with the clients equivalent to a primary medical care provider/patient relationship. In some instances, the agencies have hired family members, especially for monolingual non-English speaking clients. The agency has gone through a vendor process with those family members to reimburse them

as care providers. This process allows clients, many dealing with cognitive issues such as dementia, to receive support from their own family members as stay-home care providers. Additionally, MSSP staff will conduct an RFQ process to enlarge the pool of qualified service providers.

### Population Served

The average age of the City of Oakland MSSP participants is 82.99. Eighty-eight percent are ethnic/racial minorities, 100 percent are low-income, and participants disproportionately utilize hospital emergency rooms or become nursing home patients due to lack of knowledge of the healthcare system and inability to coordinate their own care.

As of May 17, 2020, 289 unduplicated clients who are Oakland residents were served in FY 2019-2020. MSSP served 41 clients who live outside of Oakland for a total of 330 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, racial and zip code**

Zip Code	Total Count	Race								Sex	
		Asian/ Pacific Islander	African American	Latino	White	Native American	Indian	Middle Eastern	Declined	M	F
Homeless	1	0	0	1	0	0	0	0	0	0	1
94601	71	17	6	44	2	1	1	0	0	25	46
94602	5	2	2	0	1	0	0	0	0	2	3
94603	13	0	12	1	0	0	0	0	0	4	9
94605*	19	1	14	3	1	0	0	0	0	2	17
94606*	22	8	2	1	10	1	0	0	0	7	15
94607	50	33	14	0	2	0	0	1	0	15	35
94608	12	0	11	0	1	0	0	0	0	1	11
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*	21	12	1	1	6	0	1	0	0	7	14
94612*	44	31	5	0	8	0	0	0	0	17	27
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	15	0	9	4	2	0	0	0	0	2	13
<b>Totals</b>	<b>289</b>	<b>108</b>	<b>85</b>	<b>55</b>	<b>34</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>86</b>	<b>203</b>

Percentages	100%	37%	29%	19%	12%	1%	1%	.5%	.5%	29%	71%
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\* The program has a large population of Russian speaking participants (13) who live in zip codes 94605, 94606, 94611 and 94612

**FISCAL IMPACT**

Elimination of MSSP would have a devastating effect on the frail elders of Oakland. The program is essential to securing the safety net for this population and insures their ability to age in the least restrictive environment – their own home. Without MSSP, 289 frail elderly Oakland resident are immediately at risk of nursing home placement. In addition, fourteen City of Oakland staff positions would be lost.

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 City’s FY 2019-2021 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 (1004527/23370), Case Management Project/Award (1004528/23370), and Waived Services Project/Award (1004529/23370). Human Services is requesting, as it has in prior years, a contribution from the General Purpose Fund in an equivalent to Central Services Overhead in an estimated amount of \$293,002.

Funding for MSSP was augmented in FY 2019-2020 from \$1,405,480 to \$1,756,834. The annual per-slot rate is \$5,184 per year. Compared to the annual nursing home rate of \$100,380, MSSP remains a significant cost savings for taxpayers and provides a more community centered set of services.

1. AMOUNT OF RECOMMENDATION/COST OF PROJECT:

Project Delivery .....	\$ 1,616,286
Professional Services Contracts/Purchases .....	\$140,548
<b>TOTAL PROJECT COSTS</b>	<b>\$1,756,834</b>

2. COST ELEMENTS OF AGREEMENT/CONTRACT:

Professional Services Contracts/Purchases	\$140,548
Management/Support/Administration Salaries & Benefits...	\$458,116
Case Management Salaries & Benefits .....	\$1,127,837
Operating Costs .....	\$30,333
<b>TOTAL AGREEMENT/CONTRACT AMOUNT</b>	<b>\$1,756,834</b>

3. SOURCE OF FUNDING:

California Department of Aging

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## **PUBLIC OUTREACH / INTEREST**

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 list as of the end of the third quarter 2020 was twenty referrals. 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 and continues to climb. In previous years Case Managers, could link the few homeless referrals to housing but in the current climate the wait can be as long as five years. Case Managers work to assist current clients to prevent eviction

No outreach was deemed necessary for the proposed policy action beyond the standard City Council agenda noticing procedures

## **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 and is mandated by the State Department of Aging for all MSSP Sites. In FY 2018-2019, a total of 290 current and former clients were sent surveys by MSSP (former clients that had moved out of the area or had passed away were excluded). Of these, 94 clients (or 33 percent of the total clients served) responded to the survey. The survey shows that 92 percent of clients believe the services provided by MSSP assist them in remaining independent. Of the clients who responded, 88 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, 95 percent responded "Yes." When asked if they would recommend the MSSP to other people they knew who need services to remain at home, 92 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 was scheduled for May 11 through 14, 2020, but is postponed due to the COVID-19 pandemic.

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.

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.

***Race & 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. Nurse and Social Work staff provide culturally sensitive Case Management service. The program currently has language certified staff who speak the following: Spanish, Cantonese, Mandarin.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends City Council Adopt A Resolution To:

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

Respectfully submitted,



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