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# COUNTY OF LOS ANGELES WORKFORCE DEVELOPMENT, AGING AND COMMUNITY SERVICES

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*To enrich lives through effective and caring service*

June 13, 2017

The Honorable Board of Supervisors  
County of Los Angeles  
383 Kenneth Hahn Hall of Administration  
500 West Temple Street  
Los Angeles, California 90012

Dear Supervisors:

# ADOPTED

BOARD OF SUPERVISORS  
COUNTY OF LOS ANGELES

32 June 13, 2017

LORI GLASGOW  
EXECUTIVE OFFICER

## **AUTHORIZE WORKFORCE DEVELOPMENT, AGING AND COMMUNITY SERVICES TO EXECUTE SUBAWARDS FOR THE PROVISION OF ELDERLY NUTRITION PROGRAM SERVICES (ALL SUPERVISORIAL DISTRICTS) (3-VOTES)**

### **SUBJECT**

County of Los Angeles Workforce Development, Aging and Community Services (WDACS) operates the Elderly Nutrition Program (ENP) for residents of Los Angeles County, excluding the City of Los Angeles. Through ENP, WDACS provides congregate meals to older adults at meal sites such as Senior Centers, and provides home-delivered meals to older adults who are homebound (Services). WDACS seeks your Board's approval to enter into three year (effective July 1, 2017 – June 30, 2020, which may be extended for up to an additional six (6) months) contracts (subawards) for ENP Services with six (6) competitively procured service providers (subrecipients) for the following seven (7) service areas (Regions): East Gateway Cities Region, Mid Gateway Cities Region, San Gabriel Valley Region (including San Fernando Valley Region), Santa Clarita Valley Region, South Bay Region, West Gateway Cities Region (including Central Los Angeles Region) and Westside Cities Region (See Attachment I for a map of the Regions). WDACS seeks delegated authority to execute subawards and subaward amendments, as needed, with these subrecipients within the subaward terms. WDACS will provide Services for the remaining Region, Antelope Valley Region, by extending the current subaward with the existing subrecipient for six (6) months and subsequently executing a sole-source subaward with a qualified subrecipient.

### **IT IS RECOMMENDED THAT THE BOARD:**

1. Authorize the WDACS Director, or designee, to enter into subawards for the term of July 1, 2017 – June 30, 2020 with six (6) subrecipients (including Human Services Association, Jewish Family

Service of Los Angeles, Santa Clarita Valley Committee on Aging Corporation, Young Men's Christian Association of Metropolitan Los Angeles, YWCA of San Gabriel Valley and Southeast Area Social Services Funding Authority) to provide ENP Services for a total estimated annual amount of \$10,181,000 as detailed in Attachment II. Allocations to the subrecipients are subject to the availability of funding and are contingent upon each subrecipient's performance in meeting the goals of the ENP as well as each subrecipient's adherence to its subaward terms. WDACS will obtain County Counsel approval as to the form of the subawards prior to executing these subawards and WDACS shall provide written confirmation to the Chief Executive Officer (CEO) within thirty (30) working days of completing this action.

2. Authorize the WDACS Director, or designee, to execute amendments with these subrecipients, which serve the best interests of the County, during each subrecipient's subaward term as follows: 1) add new, relevant or updated Federal, State and/or County subaward terms; 2) increase or decrease the subaward amounts (including but not limited to baseline funds, one-time-only funds, Nutrition Services Incentive Program monies and/or supplemental monies) that may exceed ten percent (10%) in response to the availability of funding and/or based on subrecipient's performance provided that: (a) the total allocation does not exceed available funding; (b) WDACS obtains County Counsel approval as to the form of the amendment prior to any such amendment; and, (c) WDACS provides written confirmation to your Board and the CEO within thirty (30) working days of completing this action; and, 3) exercise the extension of the subaward term on a month-to-month basis not to exceed six (6) months for a maximum subaward term of three (3) years and six (6) months to ensure continuation of ENP Services if WDACS encounters delays during the solicitation process due to negotiations, protests or other circumstances and/or the transition of Services between incumbent subrecipients and new subrecipients.

3. Authorize the WDACS Director, or designee, to increase or decrease each subrecipient's unit rates subject to the availability of funding and/or subrecipient's performance provided that: (a) the total allocation does not exceed available funding; (b) WDACS obtains County Counsel approval as to the form of the amendment prior to any such amendment; and, (c) WDACS provides written confirmation to your Board and the CEO within thirty (30) working days of completing this action.

4. Authorize the WDACS Director, or designee, to execute a short term month-to-month amendment not to exceed six (6) months with the existing subrecipient, YWCA of San Gabriel Valley, to provide ENP Services for the Antelope Valley Region while WDACS completes negotiations with another qualified subrecipient (WDACS did not receive any proposals for this Region during the procurement process). The total estimated amount of funding to provide ENP Services for the Antelope Valley Region is \$1,066,000 as also detailed in Attachment II. WDACS will award a portion of these funds to YWCA of San Gabriel Valley in the amount of \$534,000 (an estimated amount of \$89,000 per month up to six (6) months) for this amendment. WDACS will obtain County Counsel approval as to the form of the amendment prior to any such amendment. The remaining balance of funds will be awarded to the other qualified subrecipient with whom WDACS can successfully negotiate a sole-source subaward (subject to CEO approval).

#### **PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION**

WDACS administers ENP throughout Los Angeles County (excluding the City of Los Angeles, which is served by another public agency), which WDACS has divided into the following eight (8) Regions: Antelope Valley Region, East Gateway Cities Region, Mid Gateway Cities Region, San Gabriel Valley Region (including San Fernando Valley Region), Santa Clarita Valley Region, South Bay Region, West Gateway Cities Region (including Central Los Angeles Region) and Westside Cities

Region. ENP Services consist of three (3) primary Program components: Congregate Meals Program, Home-Delivered Meals Program and Telephone Reassurance Program and these Programs are collectively intended to maintain and/or improve the physical, psychological and social well-being of older individuals and functionally impaired individuals by providing nutritionally balanced meals to clients at strategically located congregate meal sites, by delivering meals to homebound clients and by providing regular contact and safety checks over the phone to reassure homebound clients.

The recommended actions will ensure that WDACS will continue to implement ENP and provide these nutritionally balanced meals and safety checks to the older individuals and functionally impaired individuals in Los Angeles County. These actions would ensure full expenditure of ENP funds and are consistent with your Board's policy requiring review of each service provider's performance.

### **Implementation of Strategic Plan Goals**

The recommended actions support the following Countywide Strategic Plan Goals:

- Strategy I.2.7 (Plan for Age-Friendly Communities for Older Adults)
- Strategy II.2.4 (Promote Active and Healthy Lifestyles)
- Strategy III.3.2 (Manage and Maximize County Assets)

### **FISCAL IMPACT/FINANCING**

ENP is financed with Federal Older Americans Act (OAA) grant awards originating from the Federal Grantor agency, United States Department of Health and Human Services (HHS), and Net County Costs (NCC). The OAA authorizes HHS to grant these awards to the California Department of Aging (CDA), the State pass-through agency. CDA provides these awards which include monies allocated in accordance with OAA Title III B, Title III C-1, Title III C-2 and Nutrition Services Incentive Program to WDACS to operate ENP.

ENP funding for the first year of the subaward term (Fiscal Year 2017-18) is estimated at \$11,247,000. These funds are included in the WDACS Fiscal Year 2017-18 Proposed Budget. The requested Board authority will allow WDACS to allocate these funds annually for an estimated total 3-year amount of \$33,741,000. WDACS is currently working with CEO and Board Offices to secure additional funding to support the increase in the cost to provide and maintain current level of Service.

Federal funding for ENP has been assigned a Catalog of Federal Domestic Assistance (CFDA) program number as follows:

- OAA Title III B Funds: 93.044 (Special Programs for the Aging-Title III, Part B – Grants for Supportive Services and Senior Centers); Federal grantor is HHS
- OAA Title III C Funds (which includes Title III C-1 and Title III C-2): 93.045 (Special Programs for the Aging-Title III, Part C – Nutrition Services); Federal grantor is HHS
- OAA Nutrition Services Incentive Program Funds: 93.053 (Nutrition Services Incentive Program); Federal grantor is HHS

### **FACTS AND PROVISIONS/LEGAL REQUIREMENTS**

The current subawards will expire on June 30, 2017. In accordance with Federal, State and County procurement standards, WDACS completed a competitive Request for Proposal (RFP) procurement

to obtain subrecipients to provide these ENP Services. The subawards contain both standard County as well as unique departmental terms and conditions necessary for the implementation and continued operation of ENP. In accordance with Recommendation 2, the subaward terms and conditions will allow WDACS to extend the subaward term on a month-to-month basis not to exceed six (6) months for a maximum subaward term of three (3) years and six (6) months to ensure continuation of ENP Services if WDACS encounters delays during the solicitation process due to negotiations, protests or other circumstances and/or the transition of Services between incumbent subrecipients and new subrecipients (who are in compliance with County requirements).

As provided in Recommendation 3, the subaward terms and conditions will allow WDACS to increase or decrease the unit rates annually (subject to the availability of funding and/or subrecipient's performance). These subawards are cost reimbursement subawards that require total payments to be based upon actual costs for the service. Unit rates have been established as the methodology for the subrecipient to bill for Services. Pursuant to Federal guidelines as well as the subaward terms and conditions, there are annual reviews and reconciliations so that WDACS' payments to the subrecipient are ultimately based on the actual costs to provide Services, and thus conform with the cost reimbursement basis. As such, rate increases requested by a subrecipient shall be determined at the sole discretion of WDACS. Rate decreases may be negotiated with the subrecipient when WDACS determines that the subrecipient's rates exceed its actual costs to provide Services. In accordance with contracting policies, the terms and conditions shall be cleared with County Counsel and Chief Executive Office Risk Management.

## **CONTRACTING PROCESS**

WDACS conducted a competitive procurement using the RFP process for bid number AAA-ENP-1720 RFP. WDACS was seeking qualified Proposers who could provide ENP Services for any of the following Regions: Antelope Valley Region, East Gateway Cities Region, Mid Gateway Cities Region, San Gabriel Valley Region (including San Fernando Valley Region), Santa Clarita Valley Region, South Bay Region, West Gateway Cities Region (including Central Los Angeles Region) and Westside Cities Region. Proposals were submitted for all the Regions except for the Antelope Valley Region.

This RFP afforded Proposers the opportunity to propose multiple unit rates for each of the three (3) Fiscal Years of the subaward term based on Proposer's determination of its projected cost increases (due to the minimum wage requirements, food costs, fuel costs, etc.) during the subaward term. WDACS used this approach as a measure to ensure that the proposed unit rates would sustain the selected Proposer's ability to provide ENP Services throughout the subaward term. In accordance with Recommendation 3, the subaward will allow an annual increase of the unit rates if requested by the subrecipient, the subrecipient has successfully performed its subaward duties, funding is available, and such increase shall be determined at the sole discretion of WDACS to be necessary and based on actual costs incurred. The subaward will also allow for WDACS to negotiate rate decreases with the subrecipient when WDACS determines that the subrecipient's rates exceed the actual costs to provide Services.

The RFP was released on November 3, 2016 and notification of this release was completed as follows:

- Newspaper Publication: WDACS advertised the RFP in the following newspapers of general circulation in Los Angeles County and bordering counties: Los Angeles Times; Hoy (Outreach); Daily News; San Gabriel Valley Tribune; Long Beach Press Telegram; Antelope Valley Press; Los Angeles

Sentinel; Daily Breeze; Daily Report; Fontana Herald; and, Tri-County Sentry.

- Posting on Internal Services Department (ISD)/Office of Small Business (OSB) Website: In accordance with County requirements, WDACS posted notification of the RFP on the ISD website (which also meets the requirement to post on the OSB website) using multiple commodity/service codes associated with ENP Services. Based on WebVen registered vendors associated with those commodity/service codes, this notification was sent to approximately 870 potential Proposers.
- WDACS Solicitation List: WDACS maintains a database of approximately 500 vendors who wish to be contacted for contracting opportunities with WDACS. These vendors were contacted about the release of this RFP.

A mandatory Proposers' conference was held to address questions received from Proposers. The proposals were due on Monday, January 30, 2017. Ten (10) proposals were received in response to the RFP. Three (3) proposals were disqualified because they did not demonstrate Proposer's ability to meet the minimum mandatory qualifications stated in the RFP. In response to this determination of disqualification, one (1) Proposer requested a disqualification review and WDACS determined that this Proposer was ultimately disqualified.

Evaluations were conducted by teams comprised of individuals from various County departments who are subject matter experts in various areas including but not limited to program operations, contract development, planning operations, grants management, finance/accounting, monitoring/compliance and/or administrative operations. Evaluators used an evaluation worksheet to independently score each proposal and the final results were calculated using the County's Informed Averaging requirements. After careful evaluation, WDACS determined that six (6) Proposers, which had the highest scores and met the qualifications and experience, will be recommended to receive a subaward for their respective Region(s) (with the exception of Antelope Valley Region) as noted in Attachment I. One (1) of those Proposers, Human Services Association, was selected to receive two (2) separate subawards for two (2) Regions. WDACS has evaluated and determined that the Living Wage Program (County Code 2.201) does not apply to the recommended subawards.

As indicated, WDACS did not receive any proposals for the Antelope Valley Region. In response, WDACS canvassed all of the successful Proposers and two (2) qualified subrecipients, including the existing subrecipient, expressed an interest in serving this Region as follows: the existing subrecipient, YWCA of San Gabriel Valley, intends to assist with the transition process and has agreed to provide Services for up to six (6) months while WDACS finalizes negotiations with the other subrecipient; and, the other subrecipient is determining the feasibility and cost for providing Services in this Region. As such, WDACS will execute a short term month-to-month amendment not to exceed six (6) months to extend the current subaward with YWCA of San Gabriel Valley for the term July 1, 2017 – December 31, 2017. In order to complete this extension, WDACS will use the amendment process that is authorized in the subaward terms and conditions. However, for purposes of meeting the requirements of the funding authority, CDA, and in accordance with ENP regulations, WDACS will classify these amendments with CDA as "sole-source subawards". WDACS will return to your Board after successfully completing negotiations with the other subrecipient to seek approval to execute a sole-source subaward with that subrecipient for the term commencing no later than January 1, 2018 through June 30, 2020 to provide ENP Services for the Antelope Valley Region. CDA has been made aware of these necessary actions and has not objected to these steps that will ensure continuity of Services to our clients.

#### Monitoring Requirement

Administrative, programmatic and fiscal monitoring of ENP subrecipients will be conducted on an

annual basis to ensure subaward compliance. Administrative and programmatic monitoring are completed by WDACS' Contract Compliance Division. Fiscal monitoring is conducted annually by an approved vendor procured through the Los Angeles County Auditor-Controller's Master Agreement for As-Needed Contract Audits/Studies.

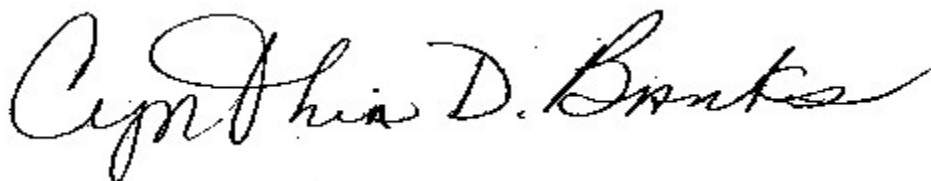
**IMPACT ON CURRENT SERVICES (OR PROJECTS)**

Approval of the recommended actions will allow for the continued provision of ENP Services, which provide over 2.1 million meals annually throughout Los Angeles County (excluding the City of Los Angeles). Without these Services, some of these vulnerable individuals (including the older individuals and functionally impaired individuals) may not receive nutritionally balanced meals and safety checks on a regular basis.

**CONCLUSION**

Upon your approval of the recommended actions, the WDACS Director, or designee, will execute the subawards and amendments noted therein. Should you have any questions, please contact me directly or your staff may contact Ms. Tsotso Odamtten at (213) 738-2663 or [todamtten@wdacs.lacounty.gov](mailto:todamtten@wdacs.lacounty.gov).

Respectfully submitted,

A handwritten signature in black ink that reads "Cynthia D. Banks". The signature is fluid and cursive, with the first name "Cynthia" being the most prominent part.

CYNTHIA D. BANKS

Director

CDB:OS:PGCD:TO

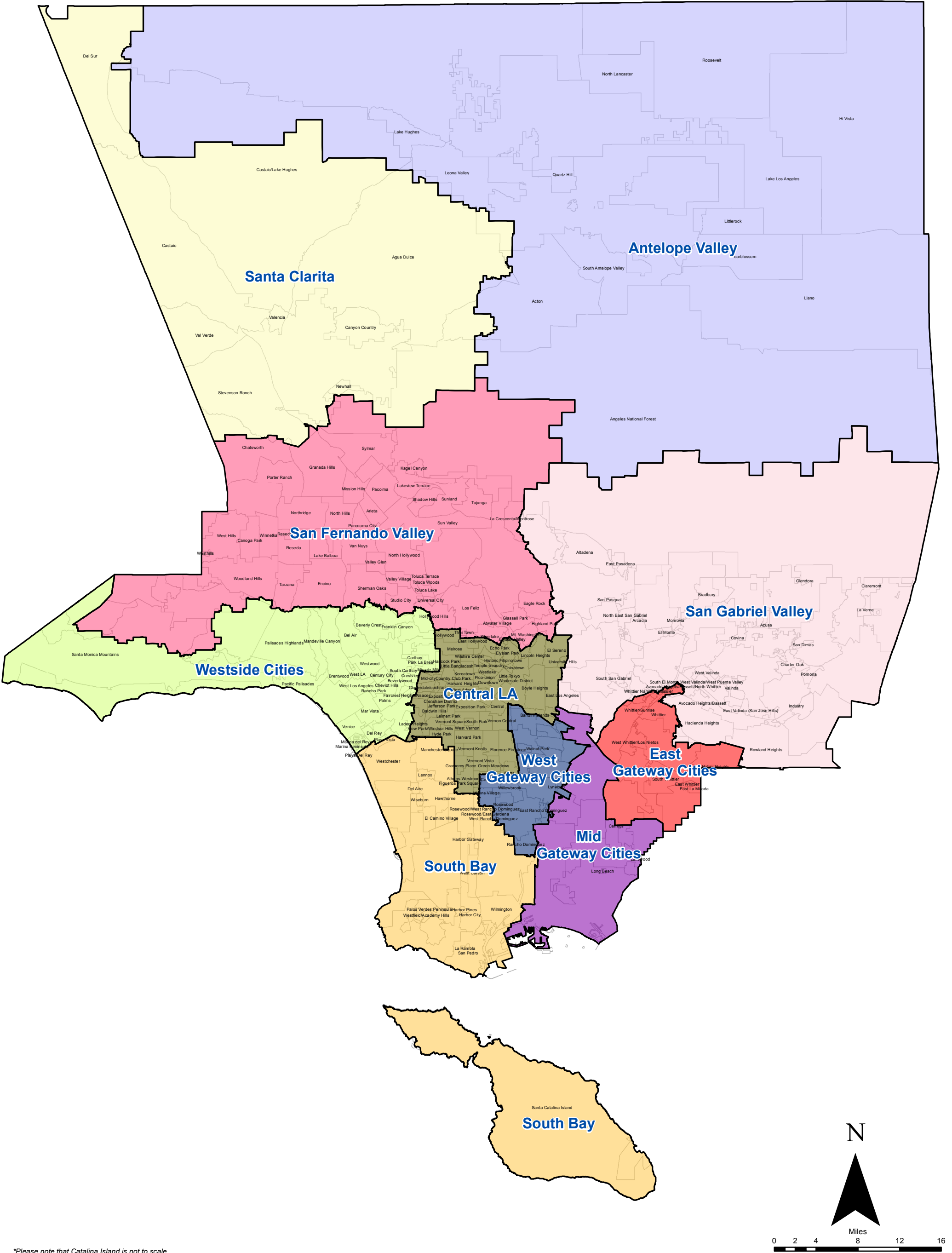
Enclosures

c: Chief Executive Officer  
County Counsel  
Executive Officer, Board of Supervisors



ATTACHMENT I

Elderly Nutrition Program Service Delivery by Region



\*Please note that Catalina Island is not to scale.





**ATTACHMENT II**  
**County of Los Angeles**  
**Workforce Development, Aging and Community Services**  
**FY 2017-18 Elderly Nutrition Program Funding by Region**



Region	Total
Antelope Valley Region	\$ 1,066,000
East Gateway Cities Region	\$ 1,395,000
Mid Gateway Cities Region	\$ 1,906,000
San Gabriel Valley Region (Including San Fernando Valley Region)	\$ 3,071,000
Santa Clarita Valley Region	\$ 726,000
South Bay Region	\$ 348,000
West Gateway Cities Region (Including Central Los Angeles Region)	\$ 2,360,000
Westside Cities Region	\$ 375,000
<b>Total Allocations for Non-Profit</b>	<b>\$ 11,247,000</b>