The Department of Disability and Aging Services (DAS) requests authorization to enter into a contract with Resource Development Associates for the period of September 1, 2021 to June 30, 2022, in an amount of $249,955, plus a 10% contingency for a total amount not to exceed $274,950. The purpose of the contract is to provide consultant services to conduct the 2022 Dignity Fund Community Needs Assessment. This assessment will help DAS to understand current community needs, identify equity concerns and service gaps, and develop recommendations to address these issues.

**Background**
SFHSA’s Department of Disability and Aging Services (DAS) plans and administers a variety of federal, state and local programs to assist older...
adults, veterans, people with disabilities, and their families to maximize safety, health, and independence. DAS directly provides and also partners with dozens of community-based organizations to offer services that support these populations to safely live and engage in the community for as long as possible and maintain the highest quality of life.

In November 2016, San Francisco voters approved an amendment to the Charter of the City and County of San Francisco to establish the Dignity Fund, a protected funding source for social services that support older people, adults with disabilities, veterans, and caregivers. The goal of the Fund is to ensure that people are provided the opportunity to age with dignity and strengthen the community-based support network across the city. The amendment sets a baseline annual funding level of $38 million and requires annual contributions by the City to increase the Fund in accordance with an outlined schedule. The Fund is overseen by the Dignity Fund Oversight and Advisory Committee (OAC), an oversight body that develops recommendations for DAS on administration of the Fund; in turn, the OAC is advised by a Service Provider Working Group (SPWG) regarding funding priorities, policy development, and any other issues of concern.

This legislation also mandates a four-year planning and funding cycle. The cycle begins with the Dignity Fund Community Needs Assessment (DFCNA), a robust community needs assessment process to understand needs, assess equity and service gaps, and develop recommendations for the upcoming years. In the subsequent year, the DFCNA findings are used in creating a Service and Allocation Plan, which outlines how the Fund will be used over the following four years to address community needs. The first DFCNA project was completed in 2018.

**Services to be Provided**

Contractor activities associated with the comprehensive needs assessment will include, but not limited to, the following. RDA will:

1. Provide project management services, including facilitating regular check-in meetings with DAS project leads and coordinating subcontracts (as needed). Contractor shall manage project activities and deadlines to ensure completion in accordance with the mandated project timeline.
2. Conduct a minimum of 11 community forums (one per supervisorial district).
3. Conduct 10 – 15 focus groups to supplement community forums, allowing for deeper dives into specific issues with distinct populations.
4. Conduct a survey to gather information from target population about community needs, experiences in services, and other topics relevant for this assessment.

5. Utilize population data and DAS service enrollment data to assess equity and identify potential disparities in services.

6. Identify service and system gaps, based on the research activities, and develop recommendations to support DAS in advancing its goals and equity priorities.

7. Draft the 2022 DFCNA report and present to DAS and stakeholder bodies for review and comment.

8. Attend a minimum of three OAC meetings to outline work approach, provide an update, and present on the draft report. Additionally, RDA will present on the report at a joint meeting of the DAS Commission and OAC.

For more specific detail regarding services to be provided, please refer to Appendix A (attached).

**Selection**
Contractor was selected through Request for Proposals (RFP) # 950, which was competitively bid in June 2021

**Funding**
Funding for this contract is provided through a combination of Federal and County General Funds.

**ATTACHMENTS**
Appendix A
Appendix B
Appendix A: Services to be Provided
Resource Development Associates (RDA)
Dignity Fund Comprehensive Needs Assessment
September 1, 2021 – June 30, 2022

I. Purpose
The San Francisco Human Services Agency’s (SFHSA) Department of Disability and Aging Services (DAS) plans and administers a variety of federal, state and local programs to assist older and functionally impaired adults and their families to maximize self-sufficiency, safety, health, and independence so that they can remain living in the community for as long as possible and maintain the highest quality of life. The purpose of this contract is to provide consultant services to conduct the Dignity Fund Community Needs Assessment (DFCNA).

II. Background
On 11/8/16, voters approved an amendment to the Charter of the City and County of San Francisco to: 1) establish the Dignity Fund to support seniors and adults with disabilities; 2) require an annual contribution by the City to the Fund including a baseline of $38 million, increasing by $6 million for FY17/18, and increasing $3 million each year for the next 9 years until FY26/27, and continuing at that amount, adjusted annually for changes in aggregate discretionary City revenues, for the next 10 years until FY36/37; 3) establish a planning process for expenditures from the Fund; 4) create an oversight and advisory committee; 5) set an expiration date of 6/30/27; and, 6) change the “Commission on Aging” to the “Aging & Adult Services Commission” and update its responsibilities.

Resource Development Associates (RDA) conducted the first DFCNA in 2017-2018. RDA views the 2022 DFCNA as a valuable opportunity to explore the impacts of changes occurring over the intervening years on older people, adults with disabilities, veterans, and caregivers while also thoughtfully building upon the questions explored in the prior assessment.

III. Definitions

CARBON: Contracts Administration Reporting & Billing Online database

CBO: Community Based Organization

CITY: City and County of San Francisco, a municipal corporation

CONTRACTOR: Resource Development Associates

DAS: Department of Disability and Aging Services

DF: Dignity Fund
DFCNA: Dignity Fund Comprehensive Needs Assessment
OAC: Oversight and Advisory Committee of the Dignity Fund
OCM: Office of Contract Management, Human Services Agency
OCP: Office of Community Partnerships
ORE: Office of Racial Equity
SAP: Service and Allocation Plan
SFHSA: San Francisco Human Services Agency
SPWG: Service Providers Working Group

IV. Target Population
All residents of San Francisco that are eligible for services from the Department of Disability and Aging Services; those that are seniors aged 60 or older and individuals ages 18-59 with a disability(ies), including those with the greatest economic and/or social need.

V. Description of Services
Contractor shall complete the 2022 DFCNA through a five-phased scope of work to ensure it is built upon a foundation of robust community engagement and completed on time and within budget.

Phase 1: Project Kick-off (September 2021)
Contractor and the DAS project team will officially launch the project and begin planning major project activities. This phase will include the following activities:

Project Launch Meeting: The launch meeting with Contractor and DAS serves to kick off the project and confirm a shared understanding of the project goals, roles and responsibilities, timeline, activities, commitments, and deliverables as well as to plan for future project activities. In this meeting, Contractor will also work with DAS to identify background documentation for review and key stakeholders to interview to enhance our understanding of the context for the 2022 DFCNA.

Launch Meeting with OAC and SPWG: Contractor will also facilitate a project launch meeting with the OAC and SPWG to introduce the project and answer any questions. Because both bodies will be key to DFCNA success, this meeting will ensure that these stakeholders understand the goals and activities of the project and their role in those activities.
Key Informant Interviews: Contractor will interview 15-20 key stakeholders as identified in the launch meeting. This will likely include DAS leadership and OAC and SPWG members. Contractor will utilize these interviews to establish a strong foundational understanding of stakeholder priorities for the 2022 DFCNA process and any significant changes in the service delivery landscape since the last DFCNA, including changes resulting from COVID-related shelter-in-place restrictions and City and County racial equity initiatives. Contractor will also use these interviews to identify additional background documentation for review. Contractor anticipates interviewing a representative from the ORE to understand how their work intersects with DAS and its providers and impacts the populations served by DAS, and may interview relevant local representatives to understand the City’s efforts to connect DAS populations to services and resources mitigating extreme heat and impaired air quality.

Document and Best Practices Review: Contractor will review background documents as identified through the project launch meeting and key informant interviews to ensure all Contractor team members are familiar with the work accomplished in the previous DFCNA and grounded in the work DAS has accomplished since then. This will likely include the prior DFCNA analytic plan and final report, documentation from recent Contractor projects with DAS, and any reports related to implementation and outcomes of DFCNA-funded activities or about the health and well-being of aging and disabled adults since 2018. Contractor will also review best and emerging practices in the fields of aging and disability services, including drawing on research recently completed for DAS, to inform the development of recommendations in later stages of the project.

Update and Present Project Plan: Based on information gathered through the project launch meeting, document review, and interviews, Contractor will work with DAS to update and build upon the 2017 analytic plan to establish a project plan that will guide the activities of the DFCNA. This plan will outline key project components, research questions, methodologies, relevant activities, analytic approaches, required resources, and anticipated timeline. Contractor will present the draft project plan to the OAC, SPWG, DAS Commission, Board of Supervisors, and any other key audiences identified by DAS to gather feedback on the proposed activities and ensure buy-in among those who will support assessment activities and provide approval for the resulting DFCNA.

Finalize Project Plan: Contractor will finalize the project plan based on feedback from DAS and the stakeholder groups described above.

Phase 2: Data Collection (September 2021 – January 2022)
Contractor will collect a variety of mixed-methods data from primary and secondary sources, with a focus on the DAS priority populations of older adults, adults with disabilities, veterans, and caregivers living in San Francisco and the service providers that support these populations. This phase will include the following activities, some of which will be conducted virtually and some of which will be conducted in-person to maximize opportunities for participation:
**Tool Development:** Contractor will design and develop data collection tools that will provide the data needed to address the project’s research questions. These will include population and provider surveys, focus group and community forum discussion guides, and data requests for population and administrative data. For continuity and comparison of findings, Contractor expects to draw questions, measurement constructs, and data elements from the tools Contractor used in 2017. Those tools will serve as a starting point; it is expected they will be updated for validity and relevance as well as add new areas of inquiry based on current gaps in Contractor’s understanding of community needs. Contractor will work with DAS to review and validate tools prior to starting data collection.

**Primary Data Collection**
Contractor will collect primary data through a population survey, provider survey, community forums, and focus groups. These data collection activities will be designed to enhance Contractor’s understanding of secondary data by offering perspectives on the lived experience of priority populations and the providers who serve them.

**Population Survey:** Contractor will develop and oversee the administration of a population survey designed to maximize opportunities for input from the full breadth of DAS stakeholders. Contractor will offer a small incentive for survey participation. While survey content will be informed by information gathered through Phase 1 and developed with input from DAS and the OAC, Contractor anticipates that the survey will focus on respondent health and well-being, caregiver experiences, and consumer experiences with DAS programs and services. The survey will also gather demographic information such as district of residence, age, race and ethnicity, preferred language, gender identity, sexual orientation, household size and income, residence type, education level, employment status, and military service experience. Contractor will ensure that the survey is available in all the City’s threshold languages and meets the City’s design standards for inclusion and accessibility. Contractor will disseminate the survey online via Alchemer and potentially via phone through Davis Research, a contracted firm with whom Contractor has an established relationship. Contractor will also explore the feasibility of distributing the survey in paper form via DAS service providers, community-based organizations serving priority populations, and OAC members. Contractor will monitor responses and, as needed, identify additional outreach strategies to ensure a representative sample of respondents.

**Provider Survey:** Contractor will also develop an online provider survey for distribution to all DAS service providers to further assess the characteristics of individuals served, the types of services, the barriers to service engagement, and consumers’ greatest unmet needs.

**Community Forums:** Contractor will plan and facilitate an in-person community forum in each of San Francisco’s 11 supervisorial districts, and two virtual forums open to community members from all supervisorial districts. It is anticipated that these forums will engage both community members and service providers, and they will offer key
insight into community and provider experiences with DAS services, unmet service needs, and stakeholder priorities for Dignity Fund investments. Contractor will develop a standard presentation guide for all forums. To ensure robust participation, Contractor will work closely with the Board of Supervisors, OAC, SPWG, and CBOs to outreach to DAS target populations within each district. Further, Contractor will mitigate barriers to participation by scheduling forums at convenient times and in locations that are familiar to community members and accessible via public transit; offering food and refreshments (which will exclude bottled water or sugary sweetened beverage); and providing interpretation and translation of forum materials in threshold languages.

**Focus Groups:** Based on information gathered through community forums, Contractor will collaborate with DAS to identify specific populations to target for further engagement via 15 focus groups, five of which will be conducted virtually and 10 in person. Contractor will develop a standard protocol to guide all focus group discussions, and will employ similar strategies to the forums to ensure robust participation and minimal barriers for community members seeking to participate. Contractor will also offer a small incentive for focus group participation.

**Secondary Data Collection**

**Population Data:** Contractor will collect the most recent available secondary data from the US Census Bureau, the San Francisco Human Services Agency Planning Unit, and other sources identified in collaboration with DAS to support the equity and gaps analyses.

**Administrative Data:** Contractor will also gather administrative data from DAS to support the equity and gaps analyses. These will likely include program enrollment and financial data. However, specific data sources will be identified in collaboration with DAS. Recognizing the unique service landscape resulting from COVID shelter-in-place restrictions and the value of building upon the previous DCFNA, Contractor intends to gather and analyze administrative data from each of the years since the prior assessment.

**Phase 3: Data Analysis (January – February 2022)**

In this phase, Contractor will analyze primary and secondary data and triangulate findings from both to understand who is accessing DAS services, assess strengths and challenges in DAS systems, and identify barriers in access to DAS services. Based on these analyses, Contractor will develop recommendations to enhance DAS service delivery. This phase will include:

**Primary Data Analysis:** To analyze population survey data, Contractor will first test for differences in demographics and responses between those who take the survey over the phone and those who take the survey via paper and online. Contractor will then conduct descriptive and inferential analysis using Stata statistical software package. Contractor will conduct descriptive analysis of provider survey data. Contractor will conduct a content analysis to summarize and code raw data from transcripts and field notes of all
community forums and focus groups. Codes will be identified through an iterative process in which forums and focus group notes are reviewed by individual researchers who then meet to clarify and validate their understanding of emerging codes. Following this coding process, Contractor team will collaborate to identify key themes and use descriptive statistics (e.g., frequencies and averages) to analyze the demographics of attendees.

**Equity Analysis:** Contractor anticipates replicating the research questions and methodology established through the previous DFCNA to build upon the existing body of knowledge and identify changes over time related to equity. To this end, Contractor will analyze the secondary data described above to assess DAS service utilization among populations with the equity factors of social isolation, poverty, limited or no English-speaking proficiency, communities of color, sexual orientation, and gender identity through the following research questions: 1) Are populations with the presence of an equity factor utilizing services at the same rate as the population citywide?; 2) How do service participation rates among low-income populations compare across districts in the city?; and 3) How are funds spent across districts in the city?

To answer the first question, Contractor will analyze population data to estimate the size of the priority populations of older adults and adults with disabilities in San Francisco as a whole and within each supervisorial district. Contractor will then analyze these data to estimate the size of populations with an equity factor within each of these priority populations (e.g., number of older adults who are socially isolated, number of adults with disabilities who are part of communities of color, etc.). Finally, Contractor will assess service participation rates to measure disparities between populations with an equity factor within each of these priority populations. To ensure meaningful results, Contractor anticipates that this analysis will be limited to large programs with a defined enrollment threshold for older adults and adults with disabilities. Contractor will triangulate these findings with results from primary data analyses to understand not only who is accessing and not accessing services, but how those services are accessed and what barriers hinder that access, as well as how provider, and City and County initiatives focused on racial equity have impacted service access and delivery.

To answer the second question, Contractor will calculate service participation rates for all income levels in San Francisco districts and compare district-level rates to citywide rates for select services. Contractor will repeat this analysis for populations with lower income levels to assess district-level disparities among lower income populations. As with the first research question, triangulation with primary data findings will enhance understanding of the why behind service access among low-income populations.

To answer the third question, Contractor will conduct a financial analysis to assess the distribution of financial benefit, particularly in districts with the highest proportion of low-income older adults and adults with disabilities. Contractor will use service utilization data and financial budget data to calculate the average per-participant financial benefit, dividing the total cost of services accessed in a district by the number
of people who used services in that district. Primary data will also serve to enhance Contractor’s understanding of these findings, particularly data collected in community forums in each supervisorial district.

**Gaps Analysis:** Contractor will cross-reference findings from the primary data analyses and equity analysis to identify key gaps and opportunities for improvement in programs and services for older adults and adults with disabilities. In addition to overall gaps and needs, Contractor will investigate differences in trends across subpopulations, including geographic areas (e.g., district), demographic characteristics (e.g., age, race and ethnicity, language, sexual orientation, and gender identity), and socioeconomic characteristics (e.g., household size, income, military service). The synthesis of findings and identification of gaps will be analyzed in context of the goals of the Dignity Fund to provide an overview of gaps and opportunities that will inform the planning process used to develop the Service and Allocation Plan (SAP).

**Development of Recommendations:** Based on these analyses, Contractor will develop actionable recommendations to support DAS in advancing its goals and equity priorities. In particular, recommendations will seek to better align the DAS system and service mix to stakeholder needs and best practices in the field, address gaps in services, and mitigate barriers to service access among populations with disproportionately low access to services.

**Presentation of Findings and Recommendations:** Contractor will present findings and preliminary recommendations to DAS and the OAC to gather feedback that will inform development of the DFCNA report and ensure buy-in from stakeholders who will be responsible for SAP development and implementation.

**Phase 4: DFCNA Reporting (February – April 2022)**
In this phase, Contractor will draft the DFCNA report, present it to a variety of stakeholders to gather input, and finalize the report for dissemination based on that feedback.

**Draft Report:** Contractor will draft a final DFCNA report that will describe in detail the assessment methodology, provide an overview of the demographic characteristics of San Francisco residents and consumers of DAS services, communicate findings from the analyses of primary data and the equity and gaps analyses, and offer actionable recommendations to inform the SAP. Contractor will share a full report draft with DAS/HSA during the drafting process and will edit report content based on their feedback. Following this edit, Contractor will share the revised report with the OAC and SPWG, DAS Commission, and other entities specified in City charter and identified by DAS to gather additional feedback.

**Present Draft Report:** Contractor will develop a presentation suitable for a variety of audiences (e.g., DAS staff, OAC members, elected officials, community-based organizations, community members) communicating the methodology, findings, and
recommendations of the DFCNA. Contractor will deliver this presentation to DAS, the OAC, and stakeholder bodies, offering opportunities for stakeholders to ask questions and provide feedback in each presentation.

**Finalize Report:** Contractor will finalize the report based on DAS and stakeholder feedback.

**Phase 5: Project Management (Ongoing)**
Throughout the project, Contractor will provide continuous project management coordination and support and stay in ongoing communication with DAS project leads. This phase includes:

**Client Planning Meetings and Communication:** Contractor is committed to consistent communication with DAS throughout the project. In addition to ad hoc communications, Contractor will facilitate a one-hour monthly call with the DAS project management team. This call will serve as a platform for continuous monitoring of the various project tasks and for addressing any concerns that may arise. During each call, Contractor will provide DAS with updates on the project’s status, discuss particular issues that are causing challenges for the project, and address any other topics of concern/interest, including development of the DFCNA report. Both Contractor and DAS will end each call with clear next steps for the project.

**Project Management:** Contractor will ensure the project’s progress is closely monitored and its activities meet the needs of DAS and its stakeholders. This will include regular internal team check-ins and the real-time monitoring of project progress through an online platform with integrated financial, project management, pipeline, and contact tracking functions.

**VI. Location and Time of Services**
The bulk of Contractor’s work shall be done at their offices, located at 2333 Harrison St, Oakland, CA 94612. When necessary, Contractor will work directly with staff, such as attending face-to-face meetings, at locations to be determined.

**VII. Reporting Requirements**
A. Contractor will provide a monthly report of activities. Grantee will enter the monthly metrics in the CARBON database by the 15th of the following month.

B. Contractor will provide a final report summarizing the contract activities. This report will also include accomplishments and challenges encountered by the Grantee. Grantee will enter the annual metrics in the CARBON database by the 15th of the month following the end of the program year.

C. Contractor will provide Ad Hoc reports as requested by the Department.
   - This may include progress reports for stakeholders and agency staff.
D. For assistance with reporting requirements or submission of reports, contact:

Annyse Acevedo@sfgov.org
Principal Administrative Analyst, Office of Contract Management

or

Melissa.McGee@sfgov.org
Program Manager, Department of Disability and Aging Services
Appendix B – Calculation of Charges
Resource Development Associates
Dignity Fund Comprehensive Needs Assessment
Effective September 1, 2021 – June 30, 2022

I. The contract term for the Dignity Fund Comprehensive Community Needs Assessment under this Agreement will begin effective September 1, 2021 and end June 30, 2022.

II. Total contract amount for the period of September 1, 2021 through June 30, 2022 is not to exceed $249,955. This amount includes $37,530 in allowable project expenses as identified in the project budget.

III. Contractor shall submit invoices upon completion of each project phase outlined in Appendix A, Section V.

IV. Contractor understands that, of the maximum dollar obligation listed in Article 3 of this Agreement, Twenty Four Thousand, Nine Hundred Ninety Five Dollars ($24,995) is included as a contingency amount and is neither to be used in the Program Budget, nor available to Contractor without a modification to this Agreement executed in the same manner as this Agreement or a revision to the Program Budget of Appendix B, which has been approved by Contract Manager. Contractor further understands that no payment of any portion of this contingency amount will be made unless and until such modification or budget revision has been fully approved and executed in accordance with applicable City and Human Services Agency laws, regulations and policies/procedures and certification as to the availability of funds by Controller. Contractor agrees to fully comply with these laws, regulations, and policies/procedures.

V. A final closing invoice, clearly marked “FINAL,” shall be submitted no later than forty-five (45) calendar days following the closing date of the Agreement, and shall include only those Services rendered during the referenced period of performance. If Services are not invoiced during this period, all unexpended funding set aside for this Agreement will revert to City. City’s final reimbursement to the Contractor at the close of the Agreement period shall not exceed the total amount authorized and certified for this Agreement.
# Fiscal Capacity

## Budget

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