

File No. 100769

Committee Item No. 1  
Board Item No. \_\_\_\_\_

## COMMITTEE/BOARD OF SUPERVISORS

### AGENDA PACKET CONTENTS LIST

Committee: City Operations & Neighborhood Services

Date: February 28, 2011

Board of Supervisors Meeting

Date: \_\_\_\_\_

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Completed by: Andrea S. Ausberry

Date February 23, 2011

Completed by: \_\_\_\_\_

Date \_\_\_\_\_

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The complete document is in the file.



CITY AND COUNTY OF SAN FRANCISCO  
BOARD OF SUPERVISORS

BUDGET AND LEGISLATIVE ANALYST

1390 Market Street, Suite 1150, San Francisco, CA 94102 (415) 552-9292  
FAX (415) 252-0461

LEGISLATIVE ANALYST REPORT

To: Supervisor Mar  
From: Budget and Legislative Analyst *H. M. Rose*  
Date: May 24, 2010  
Re: Housing Assistance and other Services to Enable Seniors to Remain in their  
Communities and Homes (Project 100158.1)

SUMMARY OF REQUESTED ACTION

Provide an overview of senior housing assistance programs in San Francisco and investigate practices that might enable aging adults to live in their communities and homes independently. Analysis questions were adjusted from those listed in the original request form to reflect discussions with your staff, City Department and senior advocates in San Francisco.

Responses to the below questions were analyzed in this report:

**Senior Population Trends in San Francisco:** Approximately how many seniors live in standard residential units? How is this number expected to change over the next 20 years?

**Assisted Living Capacity in San Francisco:** What is the current capacity of San Francisco's assisted living facilities? How will that number change over the next 20 years? Are there plans to build additional assisted living facilities for seniors?

**In-home Safety and Solutions:** What are the primary mobility and safety issues for seniors in San Francisco? What local public home modification services are currently available?

**In-Home Supportive Services:** What are the primary functions that In-home Supportive Services offer to their clients? How much do these services cost the City annually?

**Smart Practices:** How do comparable jurisdictions handle their aging adult populations? How do other jurisdictions pay for and/ or incentivize age sensitive home modifications (i.e. major or minor changes to the home environment to make it safer and easier to carry out tasks and maintain independence.)?

### EXECUTIVE SUMMARY

The U.S. Census estimates that the senior population in San Francisco was 160,169 in 2008, or approximately 20% of the City's population of 798,196. The California Department of Finance projects the number of seniors in San Francisco will increase by 90,551, or 56.5, percent from 160,169 to 250,720 by 2030.

The majority of San Francisco seniors reside in older apartments and houses that are less likely to meet their safety and accessibility needs, according to the San Francisco Human Services Agency's Department of Aging and Adult Services. Senior advocates suggest that subsidizing independent living for many seniors in their existing dwellings could be less costly than alternatives such as subsidizing new residential development or residency in assisted living facilities, which typically provide 24-hour supervision. Advocates also point out that increasing safety in residences can help prevent avoidable falls that incur insurance and medical costs.

The City does offer some home modification assistance for seniors (i.e. major or minor changes to the home environment to make it safer and easier to carry out daily living tasks and maintain independence) via interest-free loans to homeowners and free modification services for renters to address seniors' housing issues, but, due to limited budgets and/or program eligibility criteria, these services are available to only a small number of senior homeowners and property owners with senior tenants. The number of assisted living facilities and programs in San Francisco that provide publically subsidized home modification services to address seniors' needs is small relative to the total senior population, and such assisted living facilities and programs are not anticipated to expand in the near future.

In FY 2009-10, the San Francisco In-Home Supportive Services (IHSS) budget was \$350,033,535, of which \$57,205,405, or 16.34 percent, came from the San Francisco General Fund. The IHSS program provides personal and non-medical home care services to assist approximately 17,250 seniors to remain in their homes each year. Services provided through IHSS do not include home modification services.

Based on a review of services in other jurisdictions, successful home modification programs rely on collaboration between public agencies and non-profit service providers. Contra Costa, Riverside and San Diego counties, for example, operate senior home modification programs characterized by collaborative systems integral to program outreach, referral, and service delivery. Studies of other jurisdictions report that collaborative inter-agency efforts to obtain and maintain State and federal funding available for home modification programs is key to providing home modification services to a high volume of seniors. In addition to organizational collaboration, the non-profit retirement village model, in which multidisciplinary services that enable seniors to remain in their homes, including home modification services, is provided by a single organization, has emerged as a successful model in many communities across the county. Although some jurisdictions require that new residential construction meet safety and accessibility requirements, the Budget and Legislative Analyst did not identify any incentive programs in California directed at improving safety and accessibility for seniors in non-subsidized rental housing.

### RECOMMENDATIONS

This report presents findings from our analysis concerning San Francisco's senior population and services available to help seniors live independently in their homes, with specific attention to home modification programs that increase accessibility and safety. This report is informational only; recommendations are not presented in this report.

### FINDINGS

**Senior Population Trends in San Francisco** Approximately how many seniors live in standard residential units? How is this number expected to change over the next 20 years?

**As of 2008, an estimated 160,169 seniors lived in San Francisco, or approximately 20 percent of the City's population of 798,196. Of this population, an estimated 153,150 lived in owned or rented residences, with the balance living in institutions such as skilled nursing facilities. The California Department of Finance projects the number of senior residents will increase to 250,720 by 2030, an increase of 90,551 seniors or 56.5 percent.**

#### Current Senior Population

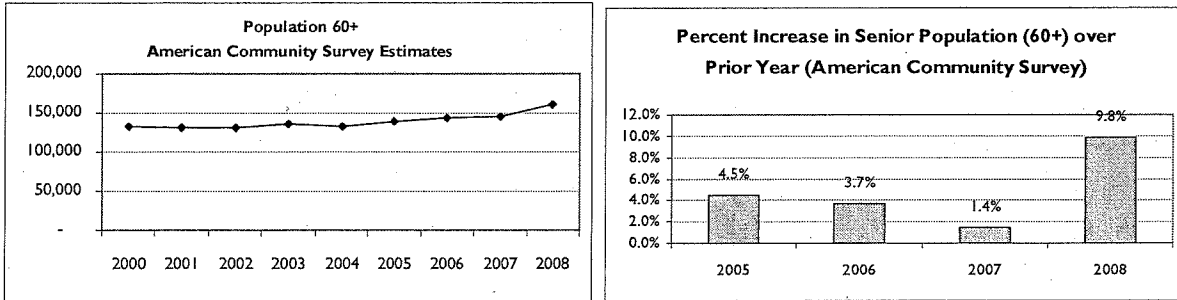
U.S. Census data indicated that in 2000, San Francisco's 140,000 seniors made up a higher proportion of the City's population (18%) than seniors did statewide or nationally (14% and 16%, respectively).<sup>1</sup> The 2008 U.S. Mid-Census estimated that San Francisco's senior population had grown to 160,169, or approximately 20% of the city's population.<sup>2</sup> Of this population, an estimated 153,319 were living in owned or rented residences.<sup>3</sup> Figures 1 and 2 below show the estimated total and percent change in senior population in San Francisco between 2000 and 2008. The data reveals that the senior population has steadily grown in recent years.

<sup>1</sup>*Community Needs Assessment, September 2006*, San Francisco Department of Aging and Adult Services, page 7.

<sup>2</sup>American Community Survey (ACS) estimates provided by the San Francisco Human Services Agency. The Census defines "senior" as adults age 60 and over, and ACS figures are based on a sample, and are therefore estimates.

<sup>3</sup>This number is an approximation based on the number of seniors living in San Francisco in 2008 (approximately 160,169) minus the number of seniors living in assisted living facilities in 2006 (approximately 6,850) = 153,319.

**Figures 1 and 2**  
**Population 60+ in San Francisco: 2000-2008**  
**Percent Increase in Population 60+: 2005-2008**

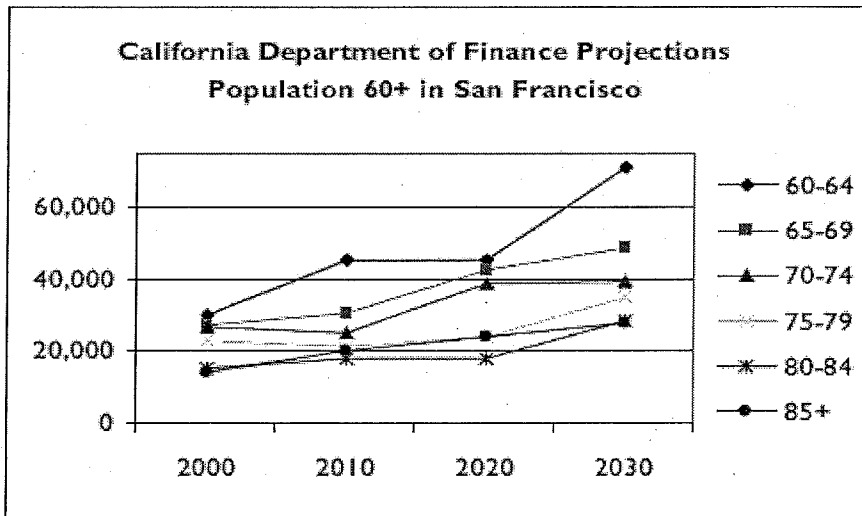


Source: American Community Survey Estimates published by the U.S. Census Bureau <sup>4</sup>

Future Senior Population

The aging of the Baby Boom generation (adults born between 1946 and 1964) is likely to cause an increase in the future senior population in San Francisco. As previously noted, according to California Department of Finance projections reported by the California Department of Aging and Adults, the number of seniors in San Francisco is projected to increase to 250,720 by 2030, an increase of 56.5 percent from the U.S. Census 2008 estimate of 160,169 seniors.<sup>5</sup> Figure 3 illustrates this growth, by age group.

**Figure 3**  
**Projected Population 60+ in San Francisco, by Age Segment: 2000-2030**



Source: San Francisco Department of Aging and Adult Services.

<sup>4</sup>ACS issued by the US Census collects demographic, social, economic and housing information every year. ACS publishes estimates for geographic areas with a population of 65,000 or more. Source: US Census Bureau website, Reviewed 5/17/10: <http://www.census.gov/acs/www/SBasics/What/What1.htm>

<sup>5</sup>State of California, Department of Finance, Population Projections for California and Its Counties 2000-2050, by Age, Gender and Race/Ethnicity, Sacramento, California, July 2007.

Appendix 1 of this report contains additional information on San Francisco's senior demographics, including details on race and ethnicity, languages, income level, and neighborhoods of residency.

**Assisted Living Capacity in San Francisco:** What is the current capacity of San Francisco's assisted living facilities? How will that number change over the next 20 years? Are there plans to build additional assisted living facilities for seniors?

While most of San Francisco's seniors live in their own residences, some reside in assisted living facilities that provide meals, supervision, and assistance with daily living activities, and are generally constructed to address seniors' safety and mobility issues. However, such facilities can serve only a small proportion of the total estimated senior population of 160,169 as there are only an estimated 6,850 beds in assisted living facilities in the City. Further, the capacity of assisted living facilities has declined over the past decade and no major plans for new facilities are reported on the horizon by staff at the San Francisco In Home Services Consortium and the University of California at San Francisco National Center for Personal Assistance Services.<sup>6</sup>

#### Assisted Living Facility Options

In 2006 the San Francisco Human Service Agency's Department of Aging and Adult Services (DAAS) published the results of their most recent comprehensive needs assessment. Although the data is approximately four years old, the assessment provides valuable information about the City's aging population and their living arrangements.

The Institute on Aging (IOA)<sup>7</sup> defines assisted living as, "Housing for an elderly or disabled person that provides room, meals, and varying levels of assisted care. This care could include assistance with personal needs, monitoring medication, laundry, housekeeping, recreational opportunities, transportation to medical appointments, and other supports"<sup>8</sup>. In the State of California, assisted living facilities are licensed by the California Department of Social Services through its Residential Care Facilities for the Elderly (RCFE) program. Many facilities that classify themselves as assisted living are retirement communities that offer separate apartments and are licensed in whole or in part as RCFEs. San Francisco's assisted living facilities include different types of residential complexes that offer seniors meals, supervision, and assistance with daily living activities.

Over the past decade assisted living residential licensed care options for seniors, particularly those with low incomes, has decreased. For example, four privately owned nursing homes, which together provided care to about 300 seniors, closed between 2000 and 2006, leaving 19 facilities with 2,650 beds in 2006. In 1999, there were 427 beds at assisted living facilities designated for

<sup>6</sup>Discussion with Margaret Baran, San Francisco In-Home Supportive Services Consortium, April 27, 2010.

<sup>7</sup>The Institute on Aging (IOA) is a not-for-profit organization that helps elders in the San Francisco Bay Area maintain health, well-being, independence, and participation in the community through programs in health, social service, creative arts, spiritual support, education, and research. Source: Institute on Aging. Reviewed April 30, 2010: <http://www.ioaging.org/aging/>

<sup>8</sup>IOA website. Reviewed April 30, 2010: [http://www.ioaging.org/aging/senior\\_care\\_glossary\\_terms.html](http://www.ioaging.org/aging/senior_care_glossary_terms.html)

lower income seniors who paid for their care with Social Security Insurance (SSI). As of 2006, only 182 such beds were available.<sup>9</sup>

Future of Assisted Living Facilities for San Francisco Seniors

Interviewed City department representatives and other professionals responsible for senior services and/or working on local senior initiatives were unaware that any major assisted living facilities for seniors had been constructed in the past five years and are not aware of existing plans to build new assisted living facilities for seniors, suggesting that the number of residential care options in San Francisco are likely to remain at the current level in the near future.<sup>10</sup>

Table 1 below provides an overview of services at the primary types of licensed care facilities in San Francisco. As shown in Table 1, these facilities have the capacity to serve only approximately 6,850 seniors.

**Table 1**  
**2006 Senior Residential Licensed Care Facilities in San Francisco**

Residential Setting	Description	Population Served	Payment Type and Rates	Approx # of Beds
Residential Care Facilities for the Elderly*	Staff provides meals, supervision, assistance with activities of daily living, such as bathing and grooming.	Seniors unable to provide for daily needs, but do not need 24-hour medical supervision.	SSI/ Private pay.	3,100
Residential Care Facilities for the Chronically Ill	24-hour medical care and supervision.	People with disabling HIV and AIDS.	SSI/SSP	120
Continuing Care Retirement Communities/ Life Care Facilities	Continuum of care in one facility, including Homes, condominiums, assisted living, and skilled nursing.	Older adults of varying health needs	Private pay only, most expensive option	750
Community Based Skilled Nursing Facilities **	24 hour nursing care	People with long-term medical needs.	Medi-Cal/ Private Pay.	2,650
Day Health Housing	Continuum of care in single facility includes, case management, nursing, and behavioral health services.	Low-Income Seniors	Rent subsidized by HUD and other sources. Many residents only pay 30% of income.	230
<b>TOTAL***</b>				<b>6,850</b>
*Residential Care Facilities for the Elderly include licensed Board and Care Facilities,				
**Community Based SNFs include Laguna Honda and all 19 nursing home facilities in San Francisco.				
***Total excludes hospital-based Skilled Nursing Facilities as the number of available beds was unknown.				
Sources: 2006 DAAS Needs Assessment, California Association of Health Facilities, California Department of Social Services, Community Care Licensing Division				

<sup>9</sup>Community Needs Assessment, page 19.

<sup>10</sup>Discussions with Charlene Harrington, Director, UCSF National Center for Personal Assistance Services, April 27, 2010 and Margaret Baran, San Francisco In-Home Supportive Services Consortium, April 27, 2010.



**In-home Safety and Solutions:** What are the primary mobility and safety issues for seniors in San Francisco? What local public home modification services are currently available?

Stairs and bathroom equipment are two frequently cited mobility and safety issues for seniors. Given that the majority, or an estimated 153,150 out of the 160,169 seniors in San Francisco live in their own residences and that San Francisco's Department of Aging and Adult Services (DAAS) reports that most of the City's housing stock was built 40 or more years ago, many senior officials and advocates believe that much of the City's senior housing units do not meet the safety standards required of newer developments or have not been modified to address the most common senior mobility and safety issues. While some home- and rental property owners have undoubtedly installed equipment designed to assist seniors to remain in their homes, the cost of doing so may be a barrier for other property owners. Seniors living in rental units may be hesitant to ask their landlords to make modifications to address common safety and accessibility concerns. Currently the City funds home modification assistance in two forms: 1) interest-free loans to home owners for home modifications; and 2) no-cost building modification services such as installing grab-bars and improving lighting for homeowners and renters. However, due to funding and other constraints, these programs only serve a small number of San Francisco seniors.

Key Housing Safety and Mobility Issues for San Francisco Seniors

According to the California Department of Aging, three areas in the home typically present barriers to safety and independence for seniors who live in older homes not built specifically for seniors: (1) steps and doors in and out of the home, (2) stairs inside the home, and (3) the bathroom. Modifications that improve accessibility can be as simple as installing grab bars, hand-held showerheads, lever door handles, or improving lighting. More complex modifications may include widening doorways to accommodate wheelchairs and other assistive devices, lowering counter tops, or installing ramps or elevators.<sup>11</sup> The California Department of Aging published the Home Modification Fact Sheet, which offers an overview of home modifications and suggestions for increasing accessibility (see Appendix 2 of this report).

San Francisco's Department of Aging and Adult Services (DAAS) reports that safety and accessibility issues are a concern for San Francisco seniors, most of whom have resided in older apartments and housing units for many years. Some of the key findings in the DAAS Community Needs Assessment were:

- Approximately 44 percent of San Francisco seniors are homeowners, and the majority purchased and moved into their homes before 1970.
- Over 90 percent of senior renters are long-term residents in buildings subject to rent control.
- 75 percent of the housing units in San Francisco were built prior to 1960, and the first federal accessibility requirements for publicly funded buildings were passed in 1968 under the Architectural Barriers Act.<sup>12</sup>

<sup>11</sup>The California Department of Aging, Office of External Affairs, "Home Modification Fact Sheet" (see Appendix 2).

<sup>12</sup>DAAS *Community Needs Assessment*, page 21.

As an example of the last issue above, in Chinatown, most housing was built in the early 1900s for single laborers. Such housing has since become Single Room Occupancy hotels (SROs) inhabited by seniors and families. According to the DAAS Needs Assessment, SRO buildings have largely not been modified over the past century. Only nine of the 297 SROs in Chinatown have elevators and many reportedly have narrow, uneven staircases.<sup>13</sup>

Some landlords may not have the ability or willingness to make modifications to their rental properties for purposes of enabling seniors to remain in their homes, given the costs associated with the modifications. Senior advocates advised that many seniors living in apartments subject to rent control are fearful of losing their apartments and inexpensive rents and therefore may be unwilling to contact landlords with accessibility complaints or modification requests.<sup>14</sup>

#### Home Modification Programs in San Francisco

Table 2 below describes public assistance programs that offer home modification services in San Francisco. The Budget and Legislative Analyst's Office reviewed each program listed in Table 2. As summarized Table 2, and as detailed in the descriptions below, these programs serve a small number of seniors relative to the total senior population.

The *Cal Home Program* assists low-income homeowners in San Francisco by offering low interest loans to: 1) address code deficiencies, health and safety hazards, and deferred maintenance; 2) meet housing standards; 3) remediate lead based paint hazards; and 4) provide accessibility modifications.<sup>15</sup> CalHome is operated by the Mayor's Office of Housing (MOH) with State funding last awarded approximately three years ago by the California Department of Housing and Community Development.<sup>16 17</sup> Assessment, repair, and modification services are provided by MOH staff. According to Ms. Delgado-Schaunberg, Deputy Director of the Mayor's Office of Housing, a typical CalHome service request involves a range of maintenance issues not limited to home modifications. Ms. Delgado-Schaunberg estimated only two or three seniors per year call MOH solely requesting home modification services that address safety or accessibility.

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<sup>13</sup>ibid, page 21.

<sup>14</sup>Discussion with Jonee Levy and Teresa Del Soto, senior advocates April 21, 2010.

<sup>15</sup>San Francisco Mayor's Office of Housing, "CalHome Program." Reviewed May 5, 2010: [http://www.sfgov.org/site/moh\\_page.asp?id=67270](http://www.sfgov.org/site/moh_page.asp?id=67270)

<sup>16</sup>According to Ms. Delgado-Schaunberg of the San Francisco Mayor's Office of Housing, the State recently announced the availability of new CalHome funding and San Francisco is in the process of applying for these funds.

<sup>17</sup> San Francisco Mayor's Office of Housing, "Community Housing Rehabilitation Program CHRP." Reviewed April 23, 2010: [http://www.sfgov.org/site/moh\\_page.asp?id=67266](http://www.sfgov.org/site/moh_page.asp?id=67266)

**Table 2**  
**Home Modification Programs in San Francisco**

Program	Goal	Type of Assistance	Target Population	Income Requirement	Seniors Served
<b>CalHome Program</b>	Help homeowners address costly maintenance and accessibility issues.	Loans with 3% interest, for up to \$50,000	Low-Income homeowners	Less than 80% of median income*	Estimated 2-3 seniors request services per year
<b>Rebuilding Together Home (Safety and Independence Program)</b>	Increase home safety and accessibility	Small repairs and modifications including secure handrails, bathroom safety equipment, smoke detectors.	Low-Income elderly and disabled homeowners and renters	Less than 100% of median income**	Approx 135-157 senior residences annually
<b>Community and Home Injury Prevention Project for Seniors (CHIPPS)</b>	Prevent injuries in the home	Workshops to increase awareness, small repairs, modifications, completed through contracts with Rebuilding Together.	Owners and renters 65+	None	100 home assessments annually, all seniors
<b>Community Living Fund (CLF): Institute on Aging</b>	Increase in-home safety for adults with functional impairments or medical conditions at risk of institutionalization	Funding may support the purchase of equipment and modifications completed by private contractors.	Seniors and adults with functional impairments or medical conditions who need assistance to avoid institutionalization	Annual income up to 300% of federal poverty level.	77 requests for home modifications per year; program does not track age of clients.

Sources: San Francisco Department of Aging and Adult Services, San Francisco Mayor's Office of Housing, ReBuilding Together

*Rebuilding Together* is a non-profit organization that, through its Rebuilding Together Home-Safety and Independence Program operates the most comprehensive local program to offer assistance to seniors with in-home modifications such as installation of bathroom safety equipment, smoke detectors, handrails and other safety items. This non-profit organization accepts applications both directly from seniors and through its contracts with the Community and Home Injury Prevention Project for Seniors program (CHIPPS), described below, community based organizations, and local hospitals and clinics. Rebuilding Together staff, including Certified Aging in Place Specialists<sup>18</sup>, perform modifications for approximately 150 to 175 housing units per year, of which an estimated 135 to 157, or 90 percent, are performed in housing units occupied by seniors. Rebuilding Together maintains a waitlist of seniors for its

<sup>18</sup>Certified Aging-in-Place Specialists receive training in technical, business management, and customer service skills associated with home modifications for the aging-in-place: Source National Association of Home Builders, "Certified Aging-in-Place Specialist" Reviewed May 7, 2010: <http://www.nahb.org/category.aspx?sectionID=686>

services. Program management advises that Rebuilding Together does not have sufficient funding to complete more home modifications than specified in current contracts.<sup>19</sup>

*Community and Home Injury Prevention Project for Seniors (CHIPPS)* Since 2005 CHIPPS has received \$150,000 per year from the Department of Public Health (DPH) to pay for staff and a service contract with Rebuilding Together.<sup>20</sup> CHIPPS' goal is to, "create awareness that many injuries to older people can be prevented; develop simple ways to recognize and correct injury hazards; and provide resources and information to public health professionals and the public."<sup>21</sup> Currently CHIPPS funding pays for one .75 full-time equivalent (FTE) DPH staff person to conduct outreach to seniors regarding increasing in-home safety and accessibility, and to perform in-home assessments of safety for seniors. CHIPPS funding also pays for a service contract with Rebuilding Together to perform minor home modifications such as installing grab bars and affixing loose floorings. CHIPPS staff does not provide direct home modification services.<sup>22</sup>

*The Community Living Fund (CLF)* aims to increase safety in the home for any San Francisco adults, including seniors, with a functional impairment or medical condition that requires care and needs assistance in order to either avoid moving to an institution or to leave one, and whose annual income is up to 300% of the federal poverty level (the current cap is \$31,200).<sup>23</sup> DAAS appropriated \$3 million dollars from their Fiscal Year 2009-10 budget for this initiative, which was used to fund a partnership with the Institute on Aging. The Institute, which provides direct services to seniors, received most of the allocation and a smaller portion was retained by DAAS to pay for DAAS positions and services dedicated to Institute on Aging services.<sup>24</sup> <sup>25</sup> Approximately 77, or 17% of the 453 individuals who were referred to CLF in 2009, requested home repairs or home modifications.<sup>26</sup> CLF does not track the age of individuals referred for services, so it not known how many referrals related to services for seniors.

*Recently Discontinued In-home Modification Programs:* Until early 2010, the Code Enforcement Rehabilitation Fund (CERF) and Community Housing Rehabilitation Program (CHRP) were available to assist low-income homeowners in San Francisco. Both programs offered low interest loans to assist homeowners with a number of residential issues, including improving accessibility with home modification. CERF was funded by an annual allocation from the San Francisco Department of Building Inspection.<sup>27</sup> CHRP was operated by the Mayor's Office of Housing and funded through an annual federal grant from the United States Department of

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<sup>19</sup>Discussion with Karen Nemsick, Executive Director, Rebuilding Together, April 26, 2010.

<sup>20</sup>*Community Needs Assessment*, page 23.

<sup>21</sup>San Francisco Department of Public Health, "Community and Home Injury Prevention Project for Seniors CHIPPS." Reviewed May 5, 2010: <http://www.sfdph.org/dph/comupg/opprograms/CHPP/Injury/CHIPPS.asp>

<sup>22</sup>Discussion with Ginger Smyly, Deputy Director of Community Programs, San Francisco Department of Public Health, May 13, 2010.

<sup>23</sup>San Francisco Human Services Agency, "Community Living Fund" Webpage reviewed May 5, 2010: <http://www.sfhsa.org/388.htm>

<sup>24</sup>According to Margarit Baran, IHSS Consortium, the \$3 million comes from the General Fund,

<sup>25</sup>Email from Margaret Baran, IHSS Consortium, May 10, 2010.

<sup>26</sup>San Francisco Human Services Agency, Planning Unit.

<sup>27</sup>San Francisco Mayor's Office of Housing, "Code Enforcement Rehabilitation Fund- CERF." Reviewed April 23, 2010: [http://www.ci.sf.ca.us/site/moh\\_page.asp?id=67273](http://www.ci.sf.ca.us/site/moh_page.asp?id=67273)

Housing and Urban Development (HUD).<sup>28</sup> CERF was eliminated due to lack of funding available from the Department of Building Inspection, and CHRP was discontinued and is currently under evaluation by MOH. Ms. Delgado-Schaunberg of MOH advised that CHRP provided services very similar to the CalHome Program, and MOH is reviewing how CHRP might expand its former service to accommodate renters.<sup>29</sup>

Additional information about home modification costs: To the extent that the City funds senior housing, senior advocates advise that facilitating independent living in existing dwellings through home modifications can represent major cost savings for the City when compared to alternatives such as building new units or subsidizing residency in assisted care facilities. Increasing safety also prevents avoidable falls that incur insurance and medical costs.

**In-Home Supportive Services:** What are the primary functions that In-Home Supportive Services offer to their clients? How much do these services cost the City annually?

**In FY 2009-10, the San Francisco In-Home Supportive Services (IHSS) budget was \$350,033,535, of which \$57,205,405, or 16.34 percent, came from the San Francisco General Fund<sup>30</sup>. IHSS provided personal and non-medical home care services to an estimated 17,250 San Francisco seniors in their homes in 2009.<sup>31</sup> The program's purpose is to help seniors remain in their homes, though its services do not include home modifications. Some San Francisco-based non-profit organization and for-profit organizations also offer additional supportive care options. The San Francisco Department of Aging and Adult Services (DAAS) Office on the Aging also funds additional IHSS services on a temporary, emergency basis through two community-based organizations: Self Help for the Elderly Program and Catholic Charities.**

#### Functions of and Demand for In-Home Supportive Services

In-Home Supportive Services (IHSS) is a Federal (63 percent), State (21 percent), and locally funded program (16 percent) administered by each county under the direction of the California Department of Social Services. IHSS provides eligible low-income seniors and disabled adults of all ages non-medical personal care and other household assistance in their homes. IHSS care allows seniors and disabled persons to remain safely in their own residences and thereby avoid unnecessary and expensive hospitalization or institutionalization.

Each eligible IHSS client is allocated a specified number of monthly IHSS service hours based on a comprehensive annual needs assessment conducted by the Human Services Agency (HSA).

In 2009 in-home support services offered to an estimated 17,250 seniors included bathing, grooming, feeding, dressing or toilet assistance, cleaning, laundry, shopping, cooking, and

<sup>28</sup>San Francisco Mayor's Office of Housing, "Community Housing Rehabilitation Program CHRP." Reviewed April 23, 2010: [http://www.sfgov.org/site/moh\\_page.asp?id=67266](http://www.sfgov.org/site/moh_page.asp?id=67266)

<sup>29</sup>Discussion with Sonia Delgado-Schaunberg, Lead and Housing Rehabilitation Programs, San Francisco Mayor's Office of Housing.

<sup>30</sup>Discussion with Tiffany Wong, Senior Administrative Analyst, San Francisco Human Services Agency, May 24, 2010.

<sup>31</sup>This estimate is based on information provided by DAAS: IHSS serves approximately 23,000 individuals each year, an estimated 75% of whom (or 17,250) are seniors.

washing dishes.<sup>32</sup> In addition to IHSS services, many San Francisco-based private non profits and for-profit agencies offer similar types of supportive care services. The DAAS also funds additional emergency and transitional in-home care through two community based organizations: Self Help for the Elderly and Catholic Charities.<sup>33</sup>

#### Costs of In-Home Supportive Services

In-Home Supportive Services (IHSS) are home-based services administered by the Department of Human Services. IHSS spending within the FY 2009-10 City budget is set at approximately \$350 million and is funded through the General Fund, Federal and State resources.<sup>34</sup>

**Smart Practices:** How do comparable jurisdictions handle their aging adult populations? How do other jurisdictions pay for and/ or incentivize age sensitive home modifications?

**Based on an initial review of services in other jurisdictions, publicly funded home modification programs for seniors are in place in many California jurisdictions, as well as other states. Generally these programs rely on State and federal funds and collaboration between public agencies and non-profit service providers. The “village” community model, in which seniors pay a membership fee to join organizations that offer access to a comprehensive array of services including health, transportation, counseling, home modification and others, has emerged as a popular approach to supporting independent living for seniors in many jurisdictions. Some village programs in other jurisdictions are privately funded; others receive city, county and other public funding. According to representatives of the Department of Aging and Adult Services and the In-Home Supportive Services Consortium there appears to be few, if any, incentive programs to encourage landlords to improve safety and accessibility for senior renters in California.**

#### Funding for Home Modification

Two reports issued by the National Resource Center on Supportive Housing and Home Modification and the Archstone Foundation found that senior home modification referral and direct service (i.e. program staff install modifications) programs in place throughout California, are primarily funded through Community Development Block Grants (CDBG) and the Older Americans Act through Area Agencies on Aging (AAA).<sup>35</sup> Though competition exists for these funds, over 300 organizations, mostly governmental and non-profit organizations, have obtained funding for home modification services for seniors and adults with disabilities. The reports state that these providers often can only offer limited services due to budget constraints and complex eligibility requirements.<sup>36</sup>

The National Resource Center on Supportive Housing and Home Modification report offers a comprehensive overview of publicly-funded home modification referral and direct service

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<sup>32</sup>Community Needs Assessment, page 60.

<sup>33</sup>Email from Margaret Baran, San Francisco In-Home Supportive Services Consortium, May 6, 2010.

<sup>34</sup>Discussion with Tiffany Wong, Senior Administrative Analyst, San Francisco Human Services Agency, May 24, 2010.

<sup>35</sup>“Preventing Falls in Older Californians: State of the Art,” Archstone Foundation, Long Beach, CA, January 2003, revised October 2004, page 57.

<sup>36</sup>“Preventing Falls in Older Californians: State of the Art,” Page 58.

programs for seniors in California. Though the report focuses on the extent of collaboration among agencies that provide services for seniors rather than on program results, the report concludes that collaborations between local AAA offices and Centers for Independent Living (CILs) help facilitate independent living for seniors through home modification referrals and services. CILs are community-based agencies that provide services to individuals with a variety of disabilities and receive funding from a variety of sources including CDBG.<sup>37</sup> In San Francisco, DAAS constitutes the local arm of the State AAA agency and the Independent Living Resource Center represents the local office of the State CIL Coalition that provides a range of home-based services for seniors.

#### Leveraging Public Funds: Home Modification Programs Successfully Using State Funding

The National Resource Center on Supportive Housing and Home Modification conducted a separate survey of 28 California counties to collect information on AAA and CIL support for home modification assistance provided to seniors and adults with disabilities. Survey results indicated that the most common AAAs and CIL functions were service referrals and general information, as opposed to performing direct modification services. The report found that approximately half of the AAA and CILs surveyed worked collaboratively. Report recommendations focused on the need for local agencies serving seniors to maximize the use of available State and federal funds and develop interventions in order to enhance modification services and improve service delivery, thereby allowing clients to remain living independently in their homes for a longer time.<sup>38</sup>

The report identified three California counties that operate home modification programs, characterized by local AAA and CIL agency staff collaboration, all of which have completed a higher number of home modifications for seniors and adults with disabilities. The AAA and CIL offices in Contra Costa, Riverside and Inyo-Mono<sup>39</sup> counties were all identified as unusual in the report in that they provided both referral information and free direct home modification services to a high percentage of seniors and adults with disabilities requesting assistance. The report identified all three counties as “exemplary” because of a high level of collaboration between AAA and CIL agencies. In these counties, CIL-AAA partnerships collaborated on at least 80 percent of all home modification services, with each agency offering different skills and services. Each of the counties identified had a dedicated staff person who coordinated AAA and CIL resources and activities.<sup>40</sup>

#### Non-Profit Program Offers Free Modifications to Thousands of Residents Every Year

The Budget and Legislative Analyst Office reviewed a number of organizations offering in-home modifications to seniors and found that the non-profit organization ElderHelp in San Diego provided a high volume of senior home modifications. In 2009 that non-profit organization served nearly 5,000 seniors with a small staff and a volunteer base of over 350. ElderHelp created a multidisciplinary service model that helps frail seniors remain independent in their own homes. These services included needs assessment and care planning, home modifications, shopping for the homebound, and assistance and monitoring services for seniors who live alone.

<sup>37</sup> Peterson and Liebig, Home Modification and Interorganizational Collaboration, page 1.

<sup>38</sup> Peterson and Liebig, page 25.

<sup>39</sup> According to the Peterson and Liebig report (page 25), Inyo and Mono Counties operate shared AAA and CIL programs, both of which have central offices in Bishop, CA.

<sup>40</sup> Peterson and Liebig, page 25.

Integral to ElderHelp's success has been a multi-agency collaboration consisting of local partner agencies that offer a uniform but varied set of basic case management services to seniors throughout San Diego, particularly in minority communities.<sup>41</sup> Special funding for programs that specifically serve minority groups may come from private foundations and individual donors.<sup>42</sup>

#### "Village" Approach to Enabling Seniors to Remain in their Homes in California

The retirement "village" model, now found in many communities across the county, is a popular model of senior services programming that includes a home modification component. The village model enables seniors to live independently in their own homes, generally by paying fees for access to a comprehensive array of services, including personal support and home modification services. The village model is in place in several California cities and neighborhoods, including San Francisco. Typically senior retirement village programs are operated by non-profit organizations that rely on membership fees from the seniors, private donations and grants and, in some cases, public funding.

One of the earliest examples of the senior village model began in Palo Alto in 1969. Palo Alto's Avenitas Village program is operated by a community-based non-profit organization and has expanded to serve neighboring communities. Avenitas offers fee-based memberships to adults age 50 and older who want to stay in their own homes, rather than moving into a retirement community. The program provides members with access to health, transportation, counseling, handyman services, and a community of other senior members with whom they can regularly interact. The staff handymen help seniors maintain a safe and accessible home via discounted services. Annual membership dues are \$825 for singles and \$1,050 for couples, and Avenitas offers subsidies for low-income applicants. The largest component of the program's revenues come from participant fees. Not all programs based on the village model receive public funding. However, Avenitas Village funding sources includes community support, endowment, the City of Palo Alto, the Counties of Santa Clara and San Mateo, and in-kind professional services.<sup>43</sup>

Estimates are that approximately 50 village models currently operate in the United States.<sup>44</sup> Other cities in California that have established services modeled after the village system include Santa Monica, Monterey Bay, and Kentfield. In San Francisco, SF Village is a community-based non-profit membership organization that began in 2009, currently serves approximately 100 seniors, and, according to its website, offers a network of "high-quality resources, services, programs, and activities that revolve around our members' daily living needs, their social, cultural and educational desires, their ongoing health and wellness, and member-to-member volunteer support." SF Village does not receive any public funding and relies on membership fees, individual donors and foundation grants to fund the program. Although membership includes a free home safety and emergency preparedness review, modifications are listed as a fee-based service.<sup>45</sup>

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<sup>41</sup>ElderHelp of San Diego. Reviewed May 10, 2010: <http://www.elderhelpofsandiego.org/>

<sup>42</sup>ElderHelp of San Diego Development Office.

<sup>43</sup>Avenitas Village website. Reviewed April 26, 2010: <http://www.avenidas.org/>

<sup>44</sup>Moeller, Phillip, "How to Build Your Own Retirement Village", *US News and World Report*, February 8, 2010.

<sup>45</sup>SF Village website. Reviewed April 26, 2010: <http://www.sfvillage.org/>



### Home Modification Incentives

The Budget and Legislative Analyst Office asked advocates and professionals working in senior services in San Francisco whether they were aware of any publicly-funded home modification programs that offered incentives to landlords to update housing units in order to increase safety and accessibility for seniors. We also conducted an online search. We did not identify information indicating incentive programs are in place that are directed at landlords in California.

### CONCLUSION

The majority of San Francisco seniors reside in older apartments and houses, many of which are not likely to have been modified to address senior safety and accessibility issues such as stairs, doors and bathroom accessibility. Demographic projections suggest that growth in San Francisco's senior population over the next 20 years will result in the need for additional home modification services that allow seniors to live comfortably and safely at home. City sponsored interest-free loan programs, intended to encourage home modifications reportedly serve only a small number of seniors and free modification services for renters, are limited. Based on an initial review of services in other jurisdictions, successful home modification programs are characterized by a coordinated approach that rely on collaboration between public agencies and non-profit service providers. The village model, in which a single organization provides access to multidisciplinary services for seniors to enable them to stay in their homes, has been established in many communities across the country.

In interviews conducted for the preparation of this report, professionals and advocates working on local senior accessibility and safety issues raised several topics related to accessibility and safety but not directly relevant to a discussion of in-home modifications. While the Budget and Legislative Analyst Office did not explore these issues for this report, following is the list of topics brought to our attention that are relevant to the ability of the senior population to remain in their homes:

- Lack of accessible, low-income housing,
- Nutrition and access to healthy foods,
- Transportation and the risk of isolation,
- Recreation (both social and physical),
- Senior centers and other meeting places (senior have few options for free or low-cost meeting locations)
- Transition from hospitals and long term care facilities to apartments,
- Earthquake displacement safeguards.

cc: Clerk of the Board

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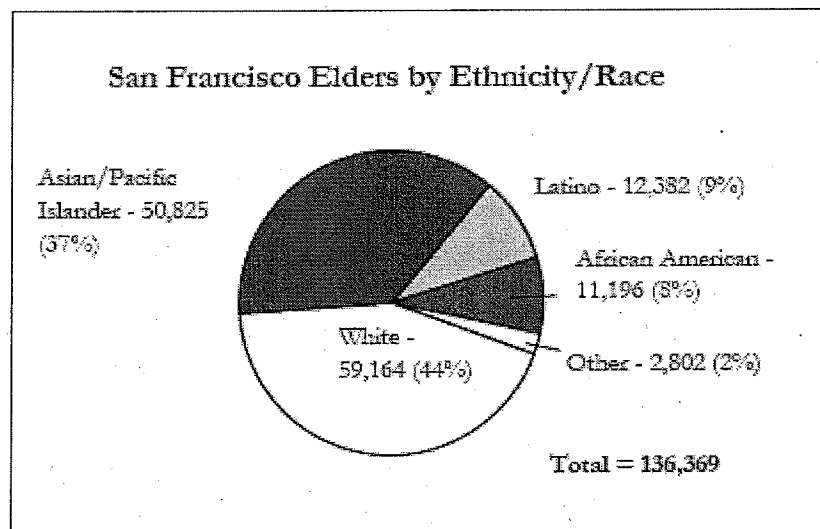
Wong, T., Senior Administrative Analyst, San Francisco Human Services Agency, (May 24, 2010), Telephone Discussion.

## APPENDIX 1

The following demographic information was presented in the 2006 Department of Aging and Adult Services (DAAS) report. Although the data is approximately four years old, no subsequent analysis has been conducted.

*Race/Ethnicity and Language:* The majority (56%) of San Francisco's seniors are non-White, compared to 30 percent Statewide. Asians and Pacific Islanders are more likely than other demographic groups to be over 60. Latinos comprise nine percent of seniors.<sup>46</sup>

Figure 4  
San Francisco Senior Population by Race



Source: San Francisco Department of Aging and Adult Services, 2006

Census 2000 data estimates indicate that approximately 30,000 (28%) of San Francisco seniors speak English "not well" or "not at all." Nearly three quarters of those seniors speak Asian or Pacific Island languages. Chinese seniors make up 71% of Asian/Pacific Islander seniors overall, suggesting many of San Francisco's seniors speak only Cantonese or Mandarin.<sup>47</sup>

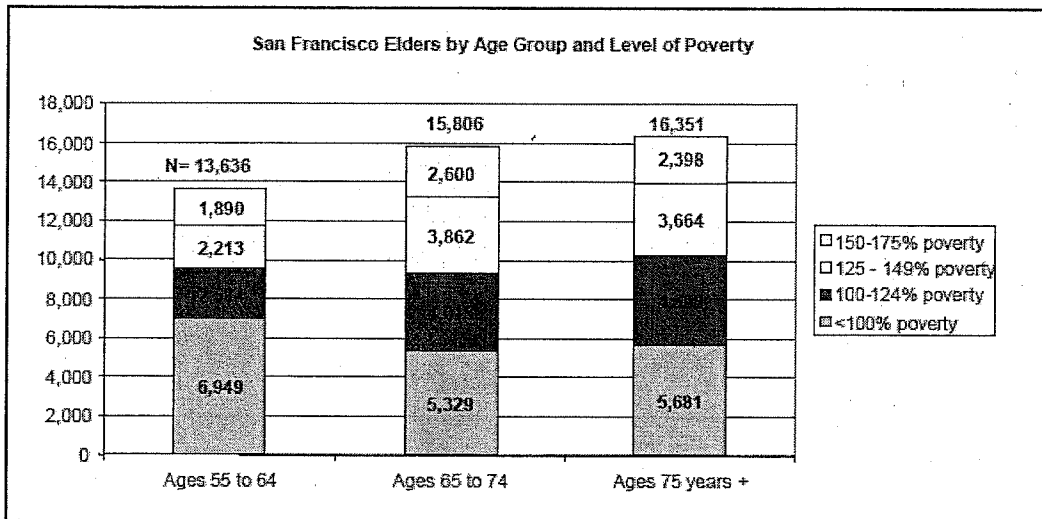
*Poverty Levels:* The chart below compares poverty levels across senior age groups. Seniors age 75 and above are most likely to live at or near the poverty level. In 2006 (the date corresponding with the chart below) the US Department of Health and Human Services' annual poverty guidelines were set at \$9,800 for a single person and \$13,200 for a two-person household.<sup>48</sup>

<sup>46</sup>Community Needs Assessment, page 9.

<sup>47</sup>Living with Dignity in San Francisco, page 12.

<sup>48</sup>Community Needs Assessment, page 10.

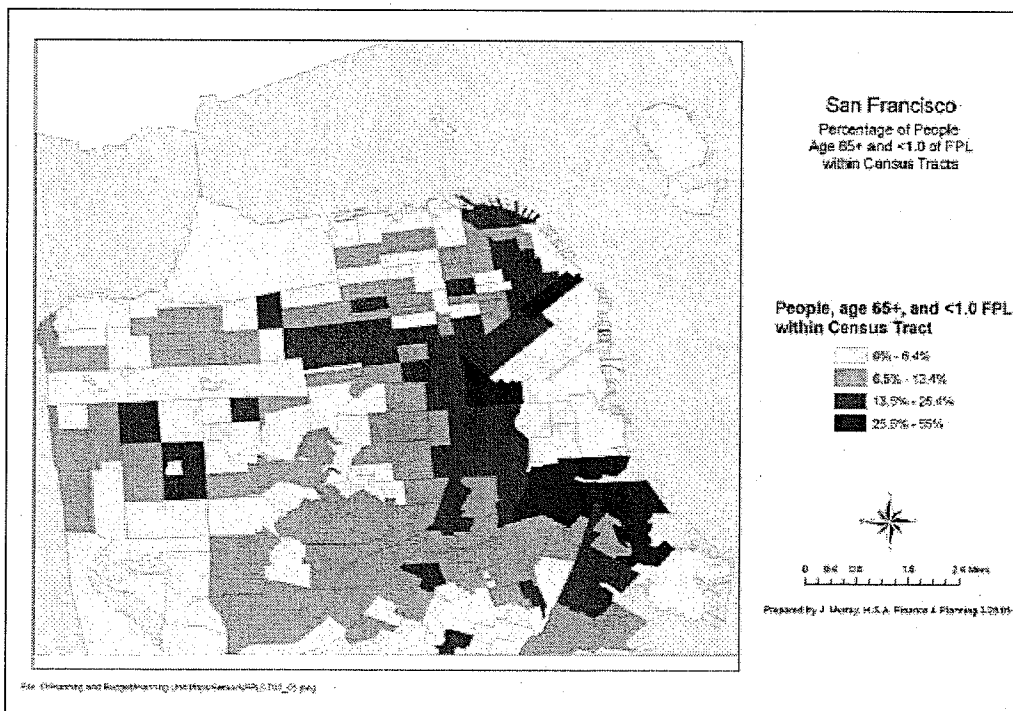
**Figure 5**  
**San Francisco Seniors by Age Group and Poverty Level**



Source: San Francisco Department of Aging and Adult Services, 2006.

*Neighborhoods* The following map shows that the highest concentrations of seniors live in Chinatown, Russian Hill and Polk Gulch, the West Portal/St. Francis Woods, South of Market, Western Addition, Seacliff, and Lakeside.

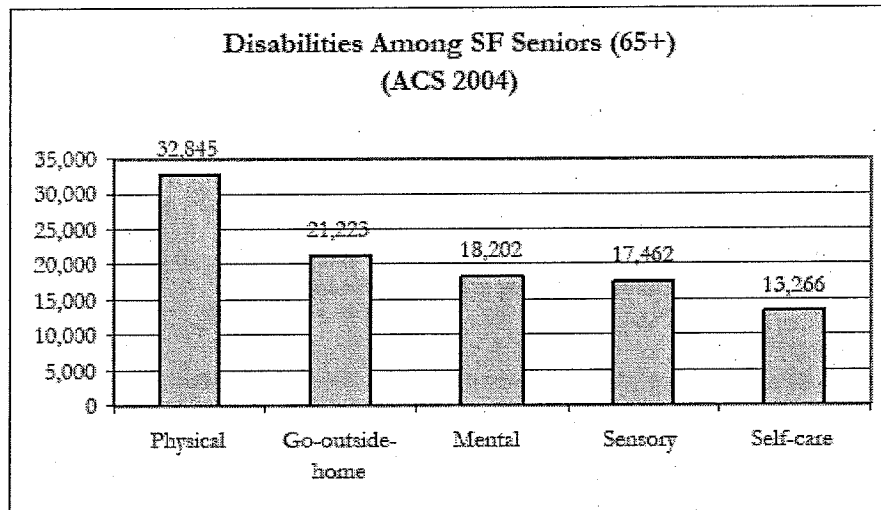
**Figure 6**  
**San Francisco Senior Population by Neighborhood**



Source: San Francisco Department of Aging and Adult Services, 2006.

*Seniors with Disabilities* According to the 2004 American Community Survey, over 43,000 San Franciscans age 65 and older reported having one or more disabilities. Over three quarters of these seniors report suffering from physical disability. Smaller but significant numbers of seniors report having go-outside-home, mental, sensory, or self-care disabilities. The following chart shows the number of seniors reporting each type of disability.<sup>49</sup>

**Figure 7**  
**Disabilities Among San Francisco Seniors**



Source: San Francisco Department of Aging and Adult Services, 2006.

<sup>49</sup>ibid, page 12.

## APPENDIX 2: HOME MODIFICATION FACT SHEET

### *Home modifications*

Home modifications are major or minor changes to the home environment to make it safer and easier to carry out tasks and maintain independence.

Home modifications are important

- Most Californians say they prefer to spend their senior years in their own homes, but they often live in older homes not built for aging in place.
- Typically, there are three areas in the home that present barriers to safety and independence: steps and doors in and out of the home, stairs inside the home, and the bathroom.
- Homes can be modified to make them safer, more comfortable, and easier to carry out such daily activities as cooking, bathing and climbing stairs.
- Modifications can be as simple as installing grab bars, hand-held showerheads, lever door handles, or improving lighting. More complex modifications may include widening doorways to accommodate wheelchairs and other assistive devices, or installing ramps or elevators.

### *Types of home modifications*

There are many types of home modifications. Examples include:

Bathroom modifications:

- Install grab bars in the shower and around the toilet
- Install shower seats or transfer benches
- Place non-skid strips or decals in the tub or shower
- Install a hand-held showerhead
- Install a floor-to-ceiling safety pole

Access in and out of the home:

- Install permanent or portable ramps
- Widen doorways
- Install swing-clear hinges on doors

Getting up and down the stairs:

- Install handrails on both sides for support
- Install a stair glide—a track-mounted seat attached to one side of stairs
- Place reflective non-skid rubber strips on edge of steps

Other modifications:

- Install door grips on existing door knobs
- Replace door knobs with lever handles
- Place night-lights in hallways and other high-traffic areas
- Install a single-control extended faucet in the kitchen<sup>50</sup>

### Possible Solutions, Potential Resources

Public agencies and non-profit organizations have dedicated significant recent attention to increasing awareness of senior safety and accessibility issues and facilitating home modifications. Building new fully accessible units and instituting major renovations of entire buildings is often financially infeasible. However, many seniors would benefit from the simple,

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<sup>50</sup>California Home Modifications Fact Sheet, California Department of Aging, Office of External Affairs.

small-scale enhancements to existing housing listed in the Fact Sheet.



### APPENDIX 3: CALIFORNIA COUNTY AAA AND CILS FUNDING SOURCES

Public Funding Mechanism	% of AAAs that Use	% of CILs that Use
CalHome Program Funds	0%	5%
California Self-help Housing Program Funds	0%	8%
City Community Development Block Grants	7%	45%
County Community Development Block grants	7%	29%
City/County Social Service Block Grants	0%	16%
Department of Rehabilitation funds	3%	50%
General City government funds	3%	16%
General County government funds	10%	5%
HUD HOME funds	0%	3%
Low Income Home Energy Assistance Program funds	13%	8%
Multipurpose Senior Service Program funds	33%	13%
Older American Act Funds	40%	5%
Rehabilitation Mortgage Insurance Funds	0%	3%
Rural Housing Service Funds	0%	3%
Weatherization Assistance Program funds	3%	5%
Weatherization and Energy Efficient Rehabilitation	0%	3%
Veterans Administration Home Adaptation Grants	0%	3%
Peterson and Liebig, <i>Home Modification and Interorganizational Collaboration: Assessing the Relationship Between California's Area Agencies on Aging and Centers for Independent Living.</i>		



## INTRODUCTION FORM

By a member of the Board of Supervisors or the Mayor

Time Stamp or  
Meeting Date

I hereby submit the following item for introduction:

- \_\_\_\_\_ 1. For reference to Committee:  
          An ordinance, resolution, motion, or charter amendment.
- \_\_\_\_\_ 2. Request for next printed agenda without reference to Committee
- \_\_\_\_\_ 3. Request for Committee hearing on a subject matter.
- x \_\_\_\_\_ 4. Request for letter beginning "Supervisor \_\_\_\_\_ inquires...".
- \_\_\_\_\_ 5. City Attorney request.
- \_\_\_\_\_ 6. Call file from Committee.
- \_\_\_\_\_ 7. Budget Analyst request (attach written motion).
- \_\_\_\_\_ 8. Substitute Legislation File Nos.
- \_\_\_\_\_ 9. Request for Closed Session
- \_\_\_\_\_ 10. Board to Sit as A Committee of the Whole

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- |   |  |
|---|--|
| <input type="checkbox"/> Small Business Commission      | <input type="checkbox"/> Youth Commission    |
| <input type="checkbox"/> Ethics Commission              | <input type="checkbox"/> Planning Commission |
| <input type="checkbox"/> Building Inspection Commission |  |

**Note:** For the Imperative Agenda (a resolution not on the printed agenda), use a different form.]

**Sponsor(s):** Supervisor Eric Mar

**SUBJECT:** Senior Housing and Independence

The text is listed below or attached:

Hearing on the Budget and Legislative Analyst report "Housing Assistance and other Services to Enable Seniors to Remain in their Communities and Homes" (Project 100158.1)

Signature of Sponsoring Supervisor: \_\_\_\_\_



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**For Clerk's Use Only:**

