



**A Report to the
Audit Committee**

Mayor
Karl Dean

Deputy Mayor
Greg Hinote

Audit Committee Members

Robert Brannon
Jacobia Dowell
Steve Glover
Diane Neighbors
Brack Reed
Richard Riebeling

**Audit of Metropolitan Social
Services Public Report**

August 20, 2014

Metropolitan
Nashville
Office of
Internal Audit

EXECUTIVE SUMMARY

August 20, 2014



Why We Did This Audit

The audit was initiated based on the number of years that have elapsed since the last audit was conducted by this office.

What We Recommend

Metropolitan Social Services management should investigate using existing local in-home meal programs to leverage scarce resources available for home-bound clients.

Metropolitan Social Services management should transition the Homemaker Services to other entities.

Grant controls should be enhanced to ensure clarity over financial information.

For more information on this or any of our reports, email Mark.Swann@nashville.gov

AUDIT OF METROPOLITAN SOCIAL SERVICES

BACKGROUND

The mission of Metropolitan Social Services is to assess and document the patterns of poverty and seek solutions that promote impact on the most vulnerable people in Davidson County.

OBJECTIVES AND SCOPE

The key objectives of the audit were to:

- Determine if the Nutrition Services program was operating efficiently and effectively.
- Determine if the Homemaker Services program was operating efficiently and effectively.
- Determine if grants were properly approved, expended, reimbursed, and reported.
- Determine if sensitive information was protected from theft, misuse or accidental disclosure.

The audit scope included November 1, 2011, through December 31, 2013.

<i>Metropolitan Social Services</i>	FY 2011-12 (Actuals)	FY 2012-13 (Actuals)	FY 2013-14 (Budget)
Revenues & Transfers	\$1,536,800	\$1,579,400	\$1,501,000
Expenditures & Transfers			
Salary and Fringe Benefits	4,844,425	4,999,882	5,264,200
Other	2,684,756	2,674,950	2,763,200
Total Expenditures and Transfers	\$7,529,181	\$7,674,832	\$8,027,400

Source: Metropolitan Nashville's EnterpriseOne Financial System

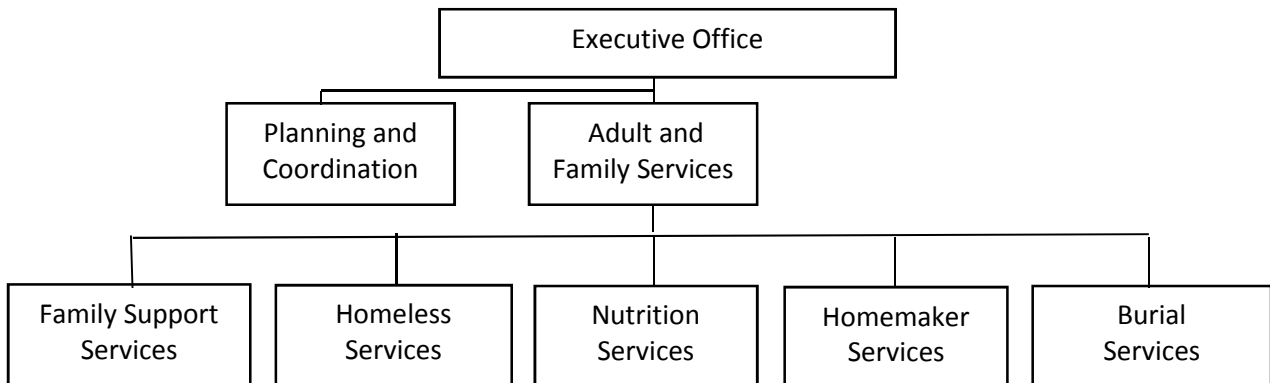
WHAT WE FOUND

The Nutrition Services and Homemaker Services programs were not as cost effective, as other local and major city providers. Metropolitan Social Services has a higher cost rate for each hour of homemaker service and delivered meal. Other providers deliver freshly prepared meals each day while Metropolitan Social Services delivers five frozen meals at one time to in-home clients. Metropolitan Social Services was generally in compliance with data access rights and data protection, tracked assets, purchasing, and grant management policies and procedures.

GOVERNANCE

Metropolitan Social Services is governed by the Metropolitan Social Services Board and operationally led by the Director of Metropolitan Social Services. The Director provides leadership for five major programs illustrated in Exhibit A.

Exhibit A – Metropolitan Social Services Program Areas



OBJECTIVES AND CONCLUSIONS

1. *Was the Nutrition Services program operating efficiently and effectively?*

Generally no. Based on benchmarking, the Nutrition Services program served fewer people than most comparable cities, and had a higher cost per meal. The average cost of meals delivered to home-bound clients by other organizations was \$7.03¹, while Metropolitan Social Services was \$9.80 (includes direct and indirect costs). Other non-profit entities provide in-home meals within Davidson County, three of which already receive Metropolitan Nashville Government funds through the Community Enhancement Fund. Freshly prepared meals were delivered by most other providers while Metropolitan Social Services relied solely on frozen deliveries made once per week (see Observation A).

2. *Was the Homemaker Services program operating efficiently and effectively?*

Generally no. The Homemaker Services program carried a cost that other entities, providing this function, did not. Metropolitan Social Services was competitive on salary expenses alone; however, other contributing factors such as employee benefits, indirect costs, and overhead costs have resulted in Homemaker Services not being competitive on costs. Metropolitan Social Services direct costs for Homemaker Services with fringe benefits and other costs was \$21.00 per hour. Additionally, Homemaker Services management and support personnel costs added \$5.31 per hour for a total of \$26.31² per hour. Other groups perform the service for approximately \$19.00 per hour (see Observation B).

¹ Cost based on comparable cities' responses to a request for total meal cost including overhead. Responses were not audited.

² Hourly cost conservatively calculated using total reimbursed hours (includes vacation, holiday, and sick hours).

3. *Were grants properly approved, expended, reimbursed, and reported?*

Generally yes. Grant approval followed the correct process for grant applications, award approval, and reporting requirements. However, grant expense recording could be enhanced and the time tracking process could be improved (see Observation C).

4. *Were purchases made in accordance with applicable Metropolitan Nashville Government policies?*

Yes. Purchases performed using requisitions were made in accordance with Metropolitan Nashville Government policies. Credit card purchases met the policy requirements. However, one credit card owner was found to be the approver for her own transactions, a segregation of duties issue (see Observation D).

5. *Were assets tracked, maintained, and safeguarded?*

Yes. Capital and tracked assets were accounted for and safeguarded.

6. *Was sensitive information protected from theft, misuse or accidental disclosure?*

Generally yes. Users were given access, to the Case Management System, based on their job responsibilities. All concerns in this area were communicated to management in a confidential report.

7. *Was the Planning and Coordinating budget used in an efficient and effective manner?*

Undeterminable. The Planning and Coordinating function exhibits the attributes of industry best practices. The main product, the *Community Needs Evaluation* report, is very detailed; however, the report may benefit from the addition of an executive summary. Performing a comparison to peer groups was difficult because of the many variations of functions. Therefore, a cost comparison for this function was not performed.

AUDIT OBSERVATIONS

The Committee of Sponsoring Organizations of the Treadway Commission, *Internal Control – Integrated Framework, Control Environment* component recommends management and the board of directors establish mechanisms to communicate and hold individuals accountable for performance of internal control responsibilities and implement corrective action as necessary. The audit observations listed are offered to assist management in fulfilling their internal control responsibilities.

Observation A - Nutrition Services

Nutrition Services had higher costs per meal (both congregate meals and home delivered meals) than others in this community and other entities surveyed during this audit. Freshly prepared meals were not provided by Metropolitan Social Services; however, frozen meals were delivered weekly in five to seven day packages. Some other cities surveyed did not provide nutrition services due to the cost of the program and low amount of grant funding available. Instead, councils on aging for the given area provided nutrition services through *Meals on Wheels* and similar programs. These relied heavily on volunteers for meal delivery and also had private donor funding.

Metropolitan Social Services used employees as van drivers, resulting in increased labor and vehicle costs. Metropolitan Social Services also typically received far fewer private donations for the nutrition program than non-profit organizations. There were ten non-profit organizations listed by the *Council on Aging of Greater Nashville* and operating within Davidson County that provided in-home meals; however, as of August 19, 2014, only eight were found to be operating. Three of the organizations (Fifty-Forward, the Martha O'Bryan Center, and St. Luke's Community House) received funds from the Metropolitan Nashville Government through the Metro Community Enhancement Fund for providing these and other services. One of the three providers stated that its in-home meals delivered were freshly prepared each day from a commercial kitchen. Program funding was from United Way, small neighborhood grants, private contributors, Community Enhancement Fund grants, and co-payments³ from recipients. Meals are provided free and at various rates of copayment for those with the ability to pay. The maximum price charged for meals to an individual, with the means to pay for all services provided, was \$7.00 per meal. The organizations collectively delivered meals throughout Davidson County.

Furthermore, changes in Metropolitan Social Services client's status caused undue delays which contributed to the reduced number of home-bound meals served. The turnover for recipients can be a lengthy process requiring up to 30 days to remove a recipient. The new recipient application process did not commence until the existing client had been removed. Thus, available resources were underutilized for various periods of time.

Criteria:

Prudent Business Practices

Recommendations for management of Metropolitan Social Services to:

1. Investigate using already existing in-home meal programs to leverage volunteer help in the delivery of meals to home-bound clients.
2. Examine the termination and on-boarding processes for efficiency, with the goal of reducing the number of transition days between clients.
3. Institute a method to provide a pre-numbered donation receipt to clients, upon accepting a donation by the van driver.

Observation B - Homemaker Services

Homemaker Services was not competitive with similar servicing entities. Others in the homemaker services function included non-profit and for-profit organizations. Employee benefits, recipient assessment costs, and other indirect costs were the primary differences. The cost per hour of a homemaker's salary and supervision alone was \$21.00. Additionally, Homemaker Services management and support personnel costs added \$5.31 per hour for a total of \$26.31 per hour. Other entities averaged just over \$19.00 per hour of service provided.

³ *Co-payments* are amounts paid to other providers by the meal recipients who have the ability to pay for some or all of the meal cost. Metro Nashville categorizes all such payments as *donations* since no payment is required from any meal recipient.

Criteria:

Prudent Business Practices

Recommendation for management of Metropolitan Social Services to:

Consider using external providers including non-profit and for-profit entities and provide a transition schedule.

Observation C - Grant Management

Two employees were hired during the audit scope, one for Nutrition Services and one for Homemaker Services. One employee's pay was completely absorbed by Nutrition Services and the other by Homemaker Services (even though both employees worked on both programs). Although management stated that each employee split time evenly each day between the two programs, their rates of pay were not equal. Further, time records showed that each was not always paid for the same number of hours each period. Both services were funded by different grants and two methods of assigning time were used, actual hours and percentage allocation. Each grant's expenses did not record employee hours for one employee who performed work within the grant requirements. These complexities made expense calculations difficult to substantiate.

Utilizing a single business unit for each individual program (one for Homemaker Services and one for Nutrition Services) resulted in funding from multiple sources being comingled within each business unit. Sub-ledgers are maintained within each program business unit to track these various funding sources. However, expenses had no such visibility mechanism since they were not tracked by sub-ledger. Transparency for optimum oversight of each grant was adversely affected using this methodology.

Comparing manually captured, approved, and entered employee time to hours within the case management system detected several differences between the two.

Criteria:

- Social Services Block Grant for Homemaker Services
- Prudent Business Practices

Recommendation for management of Metropolitan Social Services to:

1. Assign employees to each business unit they serve and assign hours based on either monthly actuals or based on a yearly document allocation analysis.
2. Investigate using the Job Cost module within *EnterpriseOne* for each program, rather than a single business unit, for enhanced capabilities.
3. Redesign the time sheet creation and data capture to reduce the errors found between the physical sheets and the Case Management computer system.

Observation D - Purchasing Internal Controls

One of the Metropolitan Social Services credit cards was held by management. The same person approved and used the card; a segregation of duties concern.

Criteria:

- Committee of Sponsoring Organizations of the Treadway Commission, *Internal Control – Integrated Framework, Control Environment*
- *Internal Control and Compliance Manual for Tennessee Municipalities*

Recommendation for management of Metropolitan Social Services to:

Ensure credit card purchases are not approved by the card holder that conducted the purchase.

Observation E – Data Protection

CONFIDENTIAL: *Not subject to records open to public inspection. Exemption granted by Tennessee Code Annotated §10-7-504 (i) (1) "Information that would allow a person to obtain unauthorized access to confidential information or to government property shall be maintained as confidential."*

GOVERNMENT AUDITING STANDARDS COMPLIANCE

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards required that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our observations and conclusions based on our audit objectives.

Metropolitan Social Service's functions for the Homeless Commission, Homeless Services, Family Support Services, and Burial Services were not specifically included in this audit; however, they share back office operations and data resources with Nutrition Services and Homemaker Services, which were included.

METHODOLOGY

To accomplish our audit objectives, we performed the following steps:

- Interviewed key personnel within Metropolitan Social Services and the Metropolitan Social Service Board.
- Reviewed and analyzed documentation for compliance with the Tennessee Code Annotated, Metropolitan Nashville Code of Laws, and other applicable laws, regulations, and policies.
- Evaluated internal controls currently in place.
- Considered risk of fraud, waste, and abuse.
- Considered information technology risks.

AUDIT TEAM

Carlos Holt, CPA, CFF, CFE, CIA, CGAP, Audit Manager

Joe McGinley, CISSP, CISA, In-Charge Auditor

Lauren Riley, CPA, ACDA, Senior Auditor

APPENDIX A – MANAGEMENT RESPONSE AND CORRECTIVE ACTION PLAN

KARL F. DEAN
MAYOR

RENEE PRATT
EXECUTIVE DIRECTOR

METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY



METROPOLITAN SOCIAL SERVICES
800 2ND AVENUE NORTH, SUITE 100
NASHVILLE, TENNESSEE 37201

August 4, 2014

Mr. Mark Swann
Metropolitan Auditor
Office of Internal Audit
1417 Murfreesboro Road
Nashville, TN 37217

Dear Mr. Swann:

This letter acknowledges receipt of the audit of Metropolitan Social Services. We have reviewed the findings and recommendations and have incorporated our responses in Appendix A to the attached report.

We appreciate the work you have done to help us improve contractual performance and monitoring requirements, and we appreciate the professionalism of the Internal Audit staff in conducting the work.

Sincerely,

A handwritten signature in cursive script that reads "Renee Pratt".

Renee Pratt
Executive Director
Metro Social Services

Attachment

APPENDIX A – MANAGEMENT RESPONSE AND CORRECTIVE ACTION PLAN

We believe that operational management is in a unique position to best understand their operations and may be able to identify more innovative and effective approaches and we encourage them to do so when providing their responses to our recommendations.

Recommendation	Concurrence and Corrective Action Plan	Proposed Completion Date
<i>Recommendations for management of Metropolitan Social Services to:</i>		
<p>A.1 - Investigate using already existing in-home meal programs to leverage volunteer help in the delivery of meals to home-bound clients.</p>	<p>Partially Agree – As to need for investigation. Details are in separate section below. (Related to A.1)</p>	
<p>A.2 - Examine the process for efficiency with the goal of reducing the number of transition days between clients.</p>	<p>Disagree - Congregate sites have no waiting period unless they have reached capacity. Referrals for home-delivered meals are processed in a reasonable time. After the referral, telephone prescreening and home assessment, meal delivery begins within about 10-14 business days.</p>	n/a
<p>A.3 - Institute a method to provide a pre-numbered donation receipt for clients, upon accepting a donation by the van driver.</p>	<p>Agree - We will purchase receipt books for van drivers and implement their use to track all participant donations.</p>	August 1, 2014
<p>B. - Consider using external providers including non-profit and for-profit entities and provide a transition schedule.</p>	<p>Partially Agree – See separate section below. (Related to B.)</p>	
<p>C.1 - Assign employees to each business unit they serve and assign hours based on either monthly actuals or based on a yearly document allocation analysis.</p>	<p>Agree - Effective July 1, 2014, staff members whose time was split between homemaker and nutrition were fully assigned to nutrition and the positions are fully budgeted and accounted for in the nutrition program.</p>	July 1, 2014
<p>C.2 - Investigate using the Job Cost module within <i>EnterpriseOne</i> for each program, rather than a single business unit, for enhanced capabilities.</p>	<p>Agree - Effective October 1, 2014, the homemaker program will be funded solely by local dollars, so there will not be a need for separation.</p> <p>Nutrition is funded by multiple external funding sources; however, it is managed and accounted for by location / activity: nutrition costs are incurred at congregate meal sites or home delivery routes.</p> <p>In the past the job cost module did not allow for automated allocation of costs – which is what would be required for this to work. However, the system has undergone several updates since then and it is possible that the job cost module is one of the upgrades. We will review the current system to determine its capabilities.</p>	October 1, 2014

APPENDIX A – MANAGEMENT RESPONSE AND CORRECTIVE ACTION PLAN

Recommendation	Concurrence and Corrective Action Plan	Proposed Completion Date
<p>C.3 - Redesign the time sheet creation and data capture to reduce the errors found between the physical sheets and the Case Management computer system.</p>	<p>Agree – Effective September 1, 2014, we will redesign the time sheet and will randomly audit the time sheets and data base on a quarterly basis to ensure accuracy.</p>	<p>September 1, 2014</p>
<p>D. Ensure credit card purchases are not approved by the cardholder that conducted the purchase.</p>	<p>Agree - In February 2014, after the Metro internal audit of Credit Cards, we implemented the use of our Purchasing Form for all credit card purchases. This form requires the signature of the Executive Director prior to making a credit card purchase.</p>	<p>July 1, 2014</p>

A.1 Response - Investigate using already existing in-home meal programs to leverage volunteer help in the delivery of meals to homebound clients.

In the Observation A – Nutrition Services section of the narrative, comparative information was provided about the meal service programs listed in the *Council on Aging of Greater Nashville* and a supplemental list of additional details on these programs was provided to MSS. MSS has gathered additional information from these organizations related to the differences between MSS and other providers. Of the 10 providers listed, two of the organizations no longer provide meals (First Baptist Church of Goodlettsville and Jackson Park Church of Christ), and we were unable to obtain a response from the Inglewood Baptist Church, so we obtained additional details from the seven other agencies (discussed herein).

In addition, clarification is provided for the audit’s analysis of the MSS Senior Nutrition Program in the sections below for the seven other senior meal service local providers.

Use of Volunteers

MSS already uses volunteers to deliver hot meals to homebound residents who live in buildings where congregate meals are served. In the past, MSS used volunteers to deliver meals in the Donelson area, and experienced problems with not only food safety but also because of time limitations on volunteers. As all organizations that use volunteers recognize, resources are needed to effectively recruit, screen, train, supervise and evaluate the contributions of volunteers. The process of effectively incorporating volunteer efforts varies by the complexity and level of responsibility of the task, as well as the level of commitment from the volunteers.

Because the other programs have much smaller service delivery areas and serve much fewer meals, most rely completely on volunteers for delivery of food.

Length of Routes, Service Area and Food Safety Issues

MSS does not have the capacity to prepare and deliver hot meals, in part because of the countywide service area rather than small catchment areas. Because MSS provides meals anywhere within the 540 square miles of Davidson County, some routes are very long to reach outlying areas of Davidson County. Even if hot food were prepared at a central location, the length of time to deliver meals to outlying areas in Davidson County would be difficult for volunteers because of distance and food safety requirements.

APPENDIX A – MANAGEMENT RESPONSE AND CORRECTIVE ACTION PLAN

MSS vans are equipped to maintain the 140-degree temperature required by federal guidelines and the Metropolitan Health Department. Without such equipment, volunteers would be very limited in terms of the miles they could travel or the time the route could take because of the short time food would remain at 140 degrees without special equipment. MSS already tried to use volunteers to deliver hot meals in the Donelson area and experienced many challenges. These volunteers did not have the equipment needed to maintain the food at a proper temperature, particularly for those participants who did not live near the location where the meals originated.

The effort to use volunteers in Donelson required a great deal of work by paid staff to organize background checks on every volunteer monthly (as required by funders), and to recruit/train/supervise each volunteer. The Donelson area route had 26 participants and required more than 30 volunteers per month to deliver these meals.

Most other service providers indicate that they usually serve hot meals, although sometimes serve cold or frozen meals. Multiple frozen meals can be delivered in one trip and these are often used to achieve greater efficiency. Similarly, in the fall extra (shelf stable or frozen) meals are delivered to participants so that if routes are canceled because of inclement weather, the participants still have their meal available.

All of the other eight providers deliver meals only to smaller geographic districts. Among those providers, Fifty-Forward serves meals in only six of Davidson County's 38 Zip Codes. The other providers serve meals in even smaller geographic areas.

Eligibility Criteria

Each meal provider determines its own eligibility guidelines. Some are based on the funding sources, while others are related to their catchment area or to the mission of their organization. MSS recently expanded the minimum age requirement for residents anywhere in Davidson County from age 60 to age 50. Other MSS eligibility requirements are that the applicant be incapacitated/disabled due to accident, illness or fragility; do not have family, friends or community services to provide meals; and meet financial requirements (\$1,600 maximum monthly income for one person; \$1,870 maximum monthly income for two people).

Other providers reported that eligibility guidelines that included:

- Age 55 or homebound with a disability and 200% of federal poverty guidelines
- Age 55+ years of age
- At least age 55, or age 18-54 with a disability; with income below 200% of federal poverty guidelines and live in 37206 zip code
- At least age 60 or age 18-59 with a disability; 100% above poverty guidelines and live in 37209 zip code.
- Cancer survivors
- Elderly
- Elderly and Disabled

Capacity

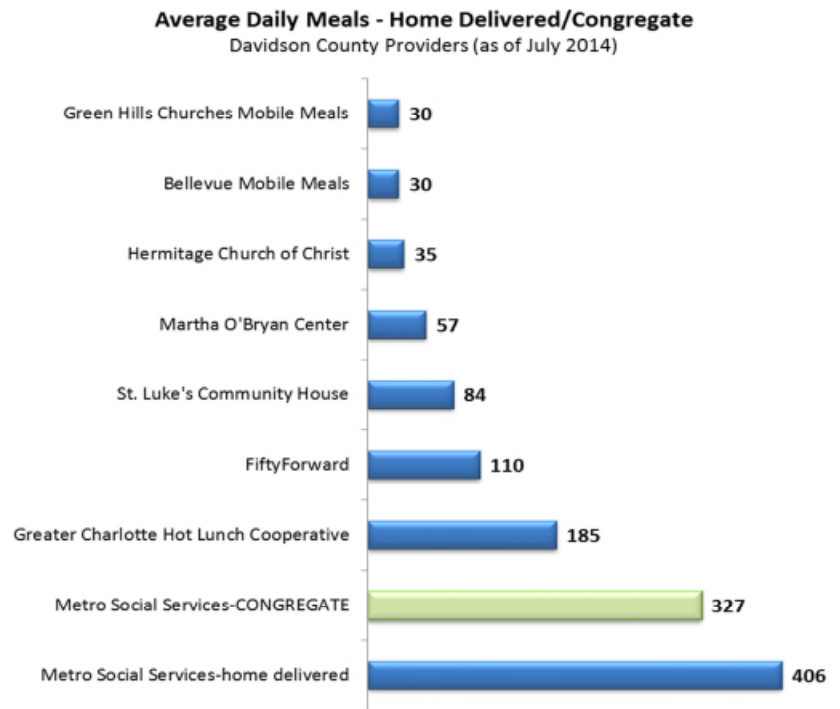
A significant difference between other providers in Davidson County is the size and capacity of the meal program. The MSS Nutrition Program provided an average of 406 home delivered meals and 327 congregate

APPENDIX A – MANAGEMENT RESPONSE AND CORRECTIVE ACTION PLAN

meals each day, equivalent to 8,133 home delivered and 6,532 congregate meals per month or an annual total of 97,598 home delivered and 78,379 congregate meals for FY 2014.

This chart shows the comparative size of daily meal deliveries, plus the congregate meals provided by MSS (in green).

The use of volunteers without temperature controlled delivery equipment would limit the length and time for each route, which would likely result in the need for a massive increase in volunteers to serve outlying areas in Davidson County.



Potential Expansion of Programs

Four of the eight providers indicated that they some have potential to expand the number of meals, if additional funding were provided. One provider that served 185 indicated capacity to expand to 275 if funding is available by 2016, while another serves 84 with capacity to serve 100.

Observation A – Nutrition Services also mentions the various other funding sources that provide funds for the eight other service providers, including Metro Community Enhancement Funds, United Way and other funding sources. It is likely that those funds are being used to serve each agency's existing clientele, so that there would not be surplus funding to provide meals to clients now being served by MSS.

In terms of geographic expansion, most indicated limited capacity for expansion. Some indicated there are limitations because of the catchment area of their particular organization. FiftyForward indicated that they did not have capacity to expand their geographic area past the one-hour time limit for an entire route (because volunteers did not have equipment to maintain safe food temperatures of food while en route).

Costs to Participants

Some programs charge a fee, but most are provided free. FiftyForward uses a sliding scale, with some meals free and others up to \$7 per meal. Green Hills Churches Mobile Meals charge \$2.80, and there is no charge for the other providers.

APPENDIX A – MANAGEMENT RESPONSE AND CORRECTIVE ACTION PLAN

The largest funding source (in Davidson County and throughout the U.S.) for senior meals is allocated through the Older Americans Act (including about half of the MSS Nutrition Program). Older Americans Act regulations prohibit charging participants a fee, but do allow donations from participants. MSS received donations of \$23,570.22 for FY 2013 and \$22,084.13 for FY 2014.

Other Localities

On the list provided to MSS, some of the meal costs identified seemed unusually low, unlikely for the larger cities of St. Louis and Memphis. Through our discussions with meal providers in other locations, “Meal Cost” does not have a clear universal meaning. For some, it means the cost of the actual food served. For others, it means the cost of the meal plus facility and staff expenses, and some include other costs. For example, MSS includes food, staff, program and department costs, plus indirect costs received by Metro Finance. The more comprehensive the nature of the costs included, the higher the calculated cost would be per meal.

An example of this was our contact with Raleigh, North Carolina, which did not have a meal cost identified on the list provided to MSS, but it indicated they used 100+ volunteers. One person in Raleigh continued to say that their meal cost was \$4 but she could not explain what that included. After contacting personnel more familiar with costs and budgetary issues, we learned that the cost is \$7.21 per meal (Meals on Wheels of Wake County, North Carolina). Raleigh also indicated that 9-12 volunteers are used each day, although their web site says they use 2,200 volunteers (which may be a cumulative total). (Please see attachment for additional details.)

After talking with the St. Louis Area on Aging, we learned that the cost per meal is \$8.57 instead of the \$6 indicated on the list provided to MSS.

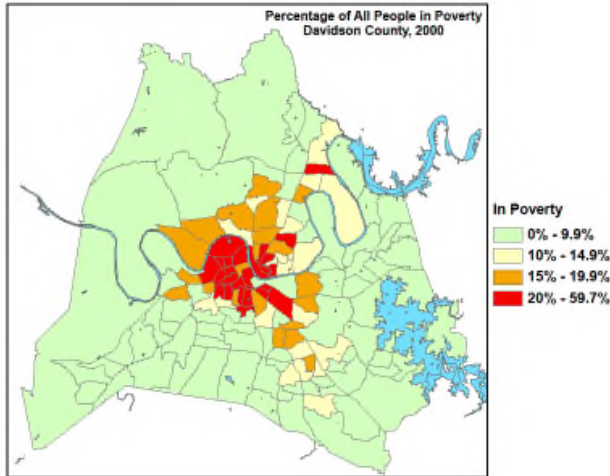
For other Tennessee providers, the list provided to MSS indicated that the cost of a meal in Memphis is \$6 and that the cost in Knoxville is \$6.95. However, the Tennessee Commission on Aging and Disability indicates that in 2013, the meal cost for Memphis was \$7.58 and that for Knoxville it was \$7.37.

While MSS can consider external providers, the need for countrywide distribution of meals at safe temperatures would be a significant challenge for other providers, particularly if those providers used volunteers without temperature-controlled equipment to deliver meals. As poverty continues to spread to the suburbs, there is likelihood that those who live in outlying areas would need services even more.

As the distance increases from the distribution site, the time, cost and potential for unsafe temperatures increases. In other words, delivering meals in a small geographic area is much easier and less expensive than to serve a 540 square mile area. At present, MSS is the only provider that has countywide responsibility, and it would take significant time, effort and funds for any other provider to increase their geographic and number of meals capacity to that point.

The maps below show the distribution of poverty across Davidson County, demonstrating the geographic expansion of areas with poverty rates. Both maps use data from the U. S. Census Bureau, the first with 2000 data and the second with 2008-2012 data. Both maps reflect the highest rate of poverty in red. The next highest poverty rates are shown in orange and the area spread further from the center of Davidson County, emphasizing the importance of countywide distribution.

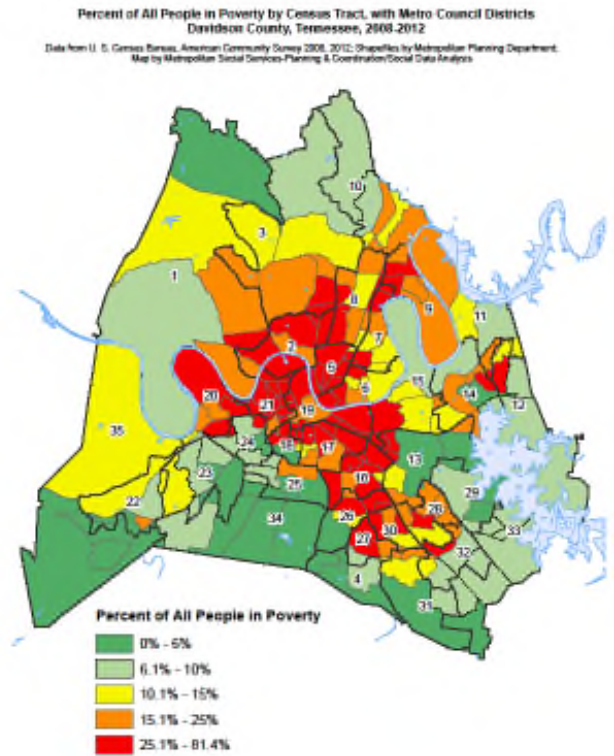
APPENDIX A – MANAGEMENT RESPONSE AND CORRECTIVE ACTION PLAN



The map with 2000 data shows census tracts with poverty above 20% (in red), almost exclusively located near the center of Davidson County.

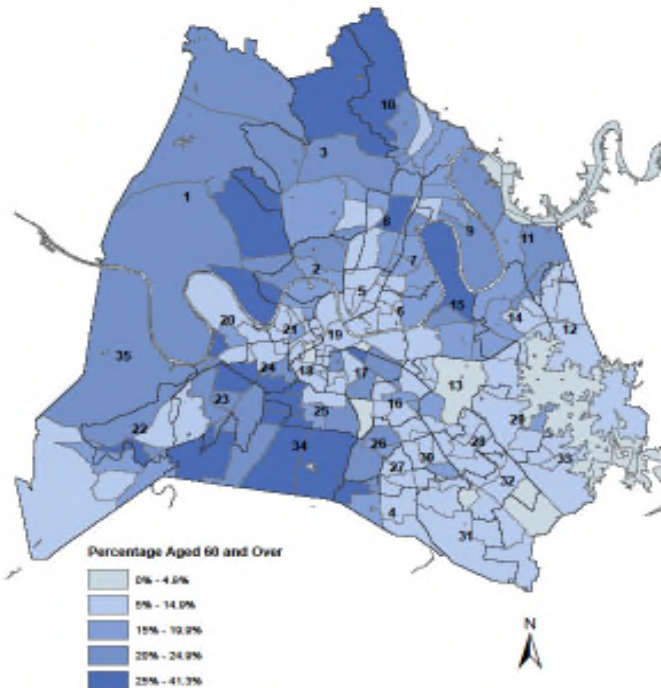
The map with 2008-2012 data areas in red shows poverty rates greater than 25%. The dramatic geographic expansion is shown for both the highest poverty group (red) and the next highest poverty group (orange).

In addition, the map shows some poverty throughout Davidson County, although little poverty in the areas shown in dark green.



**Percentage Aged 60 by Census Tract with Metropolitan Council Districts
Davidson County, Tennessee, 2008-2012**

Data from U. S. Census Bureau, American Community Survey, 2007-2011; Shapfiles from Metropolitan Planning Department.
Map by Metropolitan Social Services-Planning & Coordination



Another factor in delivering senior meals is where older people reside throughout the county. The map using 2008-2012 U. S. Census Bureau data shows that relatively few people aged 60 and over lived in the urban core of Davidson County. In southeast Davidson County, there are proportionally fewer people over aged 60 and above, although each part of Davidson County does have residents aged 60 and over.

APPENDIX A – MANAGEMENT RESPONSE AND CORRECTIVE ACTION PLAN

The darkest blue areas have more than 25% of the residents who are aged 60 and over, ranging from north to south Davidson County, and locations in between.

It does not seem feasible that another provider currently has the capacity to provide the level of services now provided by MSS. The large countywide geographic area in which service needs to be provided is far beyond the capacity of current agencies.

B – HOMEMAKER PROGRAM

Current Situation

The MSS Homemaker Program provides quality homemaker and personal care services to the most vulnerable Metro citizens – the frail, elderly and children. We continue to strive to meet the needs of our clients as efficiently and effectively as possible.

Attrition Process

The following plan is the attrition process for the Homemaker program over the course of 2-3 years that addresses the cost of services and staff scheduling.

On May 28, 2014, the Metropolitan Social Services Board of Commissioners voted unanimously to end the Homemaker Program over the course of 2 -3 years through attrition.

Cost of Providing Services

The Homemaker Program receives external funding of \$421,600 from federal and state sources. This represents 23.8% of the Homemaker Program budget. In all cases, the funding received from the grantor does not fully fund the services provided: direct costs, internal service fees, program management, and indirect costs.

In addition to supplementing federal and state funding, local dollars fund services for Metro clients.

Source of Funds	Hourly Reimburse Rate	Actual Full Cost Rate	Metro Funds
SSBG	30.60	68.00	37.40
MCO Choices	20.52	68.00	47.48
GNRC Homemaker	20.44	68.00	47.56
GNRC Personal Care	20.52	68.00	47.48

Staff Scheduling

Several factors affect scheduling staff with clients to optimize the hours of service delivery, while observing our clients' preference for continuity in homemaker assignments. Each homemaker carries a full caseload, so that when anyone is out for any reason, staff assignments must be coordinated to meet client needs as much as possible.

APPENDIX A – MANAGEMENT RESPONSE AND CORRECTIVE ACTION PLAN

Solution

Metro Social Services will end the external contracts by September 2014. Once the external contracts have ended we will eliminate 6 full-time positions. After this process, through attrition, MSS proposes to change 3 full-time Homemakers into 10 part-time Care Aides at the following cost breakdown:

<u>Position</u>	<u>Level</u>	<u>Count</u>	<u>FTE each</u>	<u>FTE Total</u>
Homemakers	SR05	3	1.00	3.00
Care Aides	SR04	10	.48	4.80

These positions will receive a lower salary (SR04 vs SR05) and because they are less than 50% FTE, they will not receive Metro benefits. This will result in a reduction of \$16,500 direct cost, \$21,100 full cost = 69 cents per hour.

These part-time staff members will allow for more flexible scheduling. They will be available to fill in when full-time homemakers are not available – instead of having to pull a homemaker from another client. In addition, we will increase the hours available per year by 3,640.

Services provided by existing MSS staff to current customers:

- 6 vacant FT homemaker positions closed effective 9/30/14
- 2 FT homemaker positions closed through attrition
- 1 Program Manager position closed by 03/31/15
- 3 FT homemaker positions will be converted through attrition to 10 PT Care Aides

Impact:

Customers served: 233 after contract reductions

Position change: 6.00 after contract reductions

Savings FY15 280,000 (est.) – this is a target, relies on the attrition

Metro Social Services will assess its current customer base to determine if customers are possibly eligible for other state funded programs.

Metro Social Services will partner with Metro Human Resources, Goodwill and Nashville Career Advancement Center to assist with training and employment for our Homemaker staff.

We will retain the Social Worker staff and the Homemaker Supervisors. We can utilize these positions in our program areas to assist with the new partnerships that have formed with the Public Defender’s Office, Urban Housing Solutions, Matthew Walker, Metropolitan Development Housing Authority and the Metropolitan Conservatorship Program. We are also losing a Social Worker to the Soar Program.

Summary Statement

This document provides a transition plan that eventually would eliminate Metro Social Services’ Homemaker program. Metro Social Services’ will implement the plan over the course of a 2-3-year period, which would allow for the consideration of staff and customer needs and maintain the quality and standard of services customers have become accustomed to from Metro Social Services.

APPENDIX A – MANAGEMENT RESPONSE AND CORRECTIVE ACTION PLAN

Provider	Area Served	Frequency and # Meals (Daily, weekly, etc.)	Type of meal (hot, cold, frozen, etc.?)	Cost/fee for participants?	Eligibility Requirements	% program operated by volunteers	Liability or other insurance on volunteers?	Mileage paid to volunteers?	Capacity to expand # served	Capacity to expand geographic area	What if volunteers are absent?	Inclement weather policy	Safe food handling policy	Other Comments
Bellevue Mobile Meals 662-4770	37221	30	hot	0	Cancer survivors	100%	none	none	n/a	n/a	n/a			Bellevue Church of Christ has a Meals to Heal program for cancer survivors only. The church also partner with Fifty Forward to deliver meals in the Bellevue area.
First Baptist Church of Goodlettsville -859-2396 DISCONTINUED	37072	Program has been discontinued - Formerly partnered with MSS Senior Nutrition program.												
Jackson Park Church of Christ-226-3445 DISCONTINUED	parts of Inglewood, Briley Parkway, Trinity Lane	Program has been discontinued.												
FiftyForward 463-2264	37203, 37204, 37206, 37209, 37212, 37215	Weekdays, weekends, Thanksgiving, Christmas Daily 110 clients	hot/frozen/backpack	\$0 - \$7.00	55+ years of age	100%	Professional liability insurance includes volunteers, plus auto liability for in excess of volunteer's coverage	no	No capacity without additional revenue	No current capacity to expand. Distance of route limited to completion in one hour.	Substitute volunteers or staff deliver	Shelf stable meals are provided at the beginning of the winter.	Staff trained in safe food handling by Metro Health, and they use proper packing. Volunteers have no equipment to maintain temperatures. Meals delivered only when client is there.	Bellevue Church of Christ Delivers some meals for FiftyForward
Greater Charlotte Hot Lunch Cooperative 329-3386	North Nashville around Bethlehem Center	185	Usually hot/cold	no	age 55/disability 200% of federal poverty guidelines	100%	no	no	Now serves 185; goal to expand to 275 by 2016 contingent on funding	Charlotte 12th to 4th	If Metro schools are closed No church or BCN meal delivery	brief training provided by Program coordinator	1 paid Program Coordinator, 1 contract driver as needed, 1 fulltime driver. all cooks and other drivers are volunteers must apply/background checks are performed	
Green Hills Churches Mobile Meals -497-0603 Lora Draher	Green Hills area	30	hot	\$2.80	Elderly	100%	no	no	unsure	n/a	not delivered	no delivery	n/a	Serves Green Hills area only
Hermitage Church of Christ- 883-0654 Contact Person - Ms. Hughes	Hermitage, Old Hickory	35	hot	none	Elderly and Disabled	100%	no	no	n/a	Unable to determine	not delivered	unable to determine	n/a	http://www.hccfamily.org/#/services/hcc-services-programs
Inglewood Baptist Church - 226-7643 UNABLE TO CONTACT	part of 37216													No answer
Martha O'Bryan Center - 254-1791	part of 37206	57	hot	none	At least age 55, or age 18-54 with a disability; with income below 200% of federal poverty guidelines and live in 37206 zip code	80% volunteer and 20% staff	no	no	if additional funding is available	37206	staff delivers	staff delivers in emergency situations	yes	Carlson Gray Program Director average 2-10 volunteers daily depending upon the number of routes to be covered.
St. Luke's Community House-FRC 350-7893	37209	84	Usually hot, prepared on site - cold sandwiches sometimes	none	At least age 60 or age 18-59 with a disability; 100% above poverty guidelines and live in 37209 zip code	100%	none provided to volunteers	no	currently serves 84 but has the capacity to serve 100	Briley parkway and charlotte not past 40th avenue	substitute driver called or St Luke staff will deliver	frozen meals may be provided during bad weather	none	1 paid program coordinator - Volunteers complete application and background check