

**COUNTY OF MILWAUKEE**  
**Inter-Office Communication**

Date: October 29, 2015

To: Supervisor Theodore Lipscomb, Chair, Milwaukee County Board of Supervisors  
Supervisor Willie Johnson, Jr., Co-Chair Committee on Finance, Personnel and Audit  
Supervisor Jim "Luigi" Schmitt, Co-Chair Committee on Finance, Personnel and Audit  
Supervisor Jason Haas, Vice Chair, Committee on Finance, Personnel and Audit  
Supervisor Michael Mayo, Sr., Committee on Finance, Personnel and Audit  
Supervisor Peggy Romo West, Committee on Finance, Personnel and Audit  
Supervisor Patricia Jursik, Committee on Finance, Personnel and Audit  
Supervisor Martin Weddle, Committee on Finance, Personnel and Audit  
Supervisor Supreme Moore Omokunde, Committee on Finance, Personnel and Audit

From: Jonette N. Arms, Interim Director, Milwaukee County Department on Aging

Re: Response to the Committee on Finance, Personnel and Audit request dated October 16, 2015 from Supervisor Supreme Moore Omokunde for information from the Department on Aging about meal sites recommended by the Milwaukee County Commission on Aging Service Delivery Committee for closure in 2016

The Milwaukee County Commission on Aging Service Delivery Committee is responsible for reviewing proposals for home and community-based service contracts and recommends awards to the Commission on Aging. The committee also conducts assessments of existing service providers on program administration and the quality of programs and services provided. Each year the Service Delivery Committee meets in August to review assessments and in October to review and recommend contract awards for the following year. The Commission on Aging at its November meeting reviews the actions of the Service Delivery Committee and makes contract award recommendations to the Milwaukee County Executive and Milwaukee County Board of Supervisors.

At its meeting on October 27, 2015, the Service Delivery Committee recommended not to fund the 2016 proposals for Bethesda Community Senior Citizens' Center/Dining Site and Project Focal Point Senior Center/Dining Site. Enclosed please find a letter from Commissioner Barbara Wyatt Sibley, Chairperson, Service Delivery Committee, explaining the committee's action. While not awarding a full-year contract, the Committee has recommended a pro-rated three month contract enabling both agencies to continue providing meals and socially engaging activities for seniors as we inform participants of other senior centers/meal sites, offer them visit to other senior centers/meal sites, and make transportation available as needed.

Also after thoughtful consideration of information relating to their (1) assessment, (2) compliance with program guidelines and specifications, (3) ongoing concerns regarding participant attendance, (4) meal counts, (5) quality of activities provided, (6) outreach and marketing efforts, and (7) outcomes of the Nutrition Revitalization Visioning Session held September 3, 2015, Prospect Congregate Housing, Inc. withdrew its 2016 proposal for Chai Point—Lakeside Senior Enrichment Program as a senior dining site. The Department on Aging, working with Prospect Congregate Housing, will ensure senior participants are fully aware of kosher or other nutritious meal options available to them within Milwaukee County by proactively reaching out to each participant.

Finally, one additional factor in deciding not to contract with Bethesda Community Senior Citizens' Center, Project Focal Point, and the Lakeside Senior Enrichment Program relates to the high cost of meals. Due to the low number of participants at each site, the costs per meal in 2014 were: \$10.00 at Bethesda Community Senior

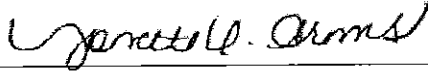
Supervisor Theodore Lipscomb  
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Supervisor Supreme Moore Omokunde

October 29, 2015

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Citizens' Center, \$9.55 at Lakeside Senior Enrichment, and \$8.57 at Project Focal Point, all well above the average cost per meal across all meal sites of \$7.00 in 2014. Eliminating high cost sites when lower cost sites are in close proximity enhances the cost effectiveness of the meal program.

If you have questions, please contact me at 289-6073.



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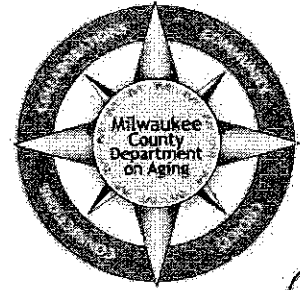
Jonette N. Arms, Interim Director  
Milwaukee County Department on Aging

cc: County Executive Chris Abele  
Raisa Koltun  
Steve Kreklow  
Stephen Cady  
Janelle Jensen  
Thomas Condella  
Mary Proctor Brown  
Gary Portenier  
Patricia Batemon  
Beth Monrial-Zatarski

Enclosure



# Milwaukee County



## Department on Aging

*ADRC*

**Jonette N. Arms**  
Interim Director  
(414)289-5950

*Milwaukee County  
Commission on Aging*

**Viola "Vi" Hawkins**  
Chairperson

**Alvin C. Hill, Jr.**  
Vice Chair

**Debra J. Jupka**  
Secretary

**Steve F. Taylor**  
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Fred Kneuppel  
Sylvan Leabman  
Gary Mikolajczyk  
Nengmay S. Vang  
Johnny C. White, Jr.  
Barbara Wyatt Sibley

October 29, 2015

Supervisor Willie Johnson, Jr., Co-chair  
Supervisor Jim "Luigi" Schmidt, Co-chair  
Committee on Finance, Personnel and Audit Committee  
Milwaukee County Board of Supervisors  
901 North 9<sup>th</sup> Street  
Milwaukee, WI 53233

Dear Supervisor Johnson, Jr. and Supervisor Schmidt,

On behalf of the Milwaukee County Commission on Aging Service Delivery Committee, this letter is to inform you of our recommendation against funding the 2016 proposals for Bethesda Community Senior Citizens' Center/Dining Site and Project Focal Point Senior Center/Dining Site.

The Milwaukee County Commission on Aging is responsible for developing and implementing a coordinated human service system of community-based services for Milwaukee County residents aged 60 and older. The Service Delivery Committee is a standing committee of the Commission on Aging responsible for reviewing proposals for home and community-based service contracts and recommends awards to the Commission on Aging. The committee also conducts periodic assessments of existing service providers on program administration and the quality of services provided.

On Tuesday, October, 27, 2015, the Commission on Aging Service Delivery Committee recommended not to fund the 2016 proposals for Bethesda Community Senior Citizens' Center/Dining Site and Project Focal Point Senior Center/Dining Site. The Service Delivery Committee recommended a three-month transitional contract to assist Bethesda Community Senior Citizens' Center and Project Focal Point Senior Center with helping participants make a comfortable transition to a senior center/meal program of choice in 2016.

The decision was made after careful consideration of 1) staffing, 2) assessments, 3) compliance with program guidelines and specifications, 4) geographic proximity, 5) attendance, 6) meal counts, 7) quality of activities provided, and 8) outcomes of the Nutrition Revitalization Visioning Session conducted September 3, 2015. The Service Delivery Committee will present its recommendations at the November 13, 2015 meeting of the Commission on Aging. Based on the information presented, the Commission on Aging will make its contract award recommendations for 2016.

While the Service Delivery Committee concluded that Bethesda Community Senior Citizens' Center and Project Focal Point are each unable at this time to offer the quality programs and services the Commission on Aging expects publicly funded contract agencies to provide, it encourages both boards of directors to work toward revitalizing their agencies so they might once again become capable of providing quality services and to compete effectively for community-based service contracts.

The Commission on Aging Service Delivery Committee is committed to ensuring quality programs and services are available for Milwaukee County seniors. We strongly consider the revitalization of Milwaukee County senior centers and meal sites as essential in order to meet the extremely diverse and emerging needs of a growing population of older adults.

Aging Resource Center: (414) 289-6874 | TOLL FREE: 1-866-229-9695 | TRS: 7-1-1 | [www.county.milwaukee.gov/aging](http://www.county.milwaukee.gov/aging)

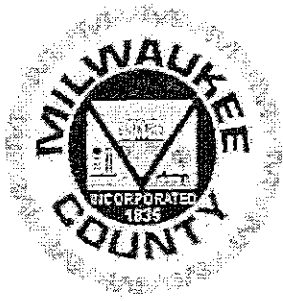
The mission of the Milwaukee County Department on Aging is to affirm the dignity and value of older adults in this county by supporting their choices for living in, and giving to, our community.

Supervisor Willie Johnson, Jr., Co-chair  
Supervisor Jim "Luigi" Schmidt, Co-chair  
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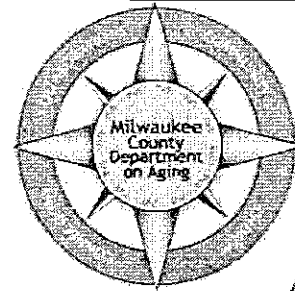
Sincerely

A handwritten signature in cursive script, appearing to read "Barbara Wyatt Sibley". The signature is written in dark ink and is positioned above the typed name.

Barbara Wyatt Sibley,  
Chair, Service Delivery Committee  
Milwaukee County Commission on Aging



# Milwaukee County



## Department on Aging

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Johnny C. White, Jr.

Barbara Wyatt Sibley

DATE: October 21, 2015

Pastor Hosea Bates  
Bethesda Community Senior Citizens' Center, Inc.  
2845 West Fond du lac Avenue  
Milwaukee, WI 53210

Dear Pastor Bates,

After careful consideration, the Department on Aging is recommending to the Commission on Aging Service Delivery Committee to not award a \$75,000 contract to Bethesda in 2016. Over the years, the Department on Aging's leadership, contract managers along with the Commission on Aging Service Delivery Committee have expressed concerns regarding the long standing challenges this agency has experienced with meeting program expectations. Additionally, the contract breach this year along with concerns and questions regarding the agency's ability to fulfill the contract obligations and responsibilities in 2016 are several of the deciding factors (please see the enclosed full proposal analysis for additional information).

The Department on Aging recommends awarding a three month - \$18,750 contract to Bethesda in 2016 to assist the agency with helping center participants prepare and transition to attend and receive services at an alternative meal site/senior center if they choose. The Department on Aging will work with Bethesda to develop and implement a transition plan to make sure that the older adults attending the center will receive sufficient information and are given ample time and attention to make a comfortable transition.

The Commission on Aging Service Delivery Committee is scheduled to review Bethesda's proposal analysis on Tuesday, October 27, 2015 at 2:00 p.m. (please see the enclosed agenda). You are welcome to attend and address the committee on your agency's behalf.

Sincerely,

*Jonette N. Arms*

Jonette Arms, Interim Director, Milwaukee County Department on Aging

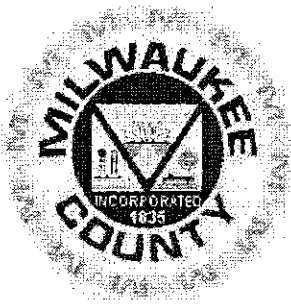
Enclosures

Cc: Pat Bateman, Program Coordinator - Senior Centers, Milwaukee County Department on Aging  
Beth Zatarski, Nutrition Program Coordinator, Milwaukee County Department on Aging  
Gary Portenier, Program Planning Coordinator, Milwaukee County Department on Aging  
Viola "Vi" Hawkins, Chairperson, Milwaukee County Commission on Aging  
Barbara Wyatt - Sibley, Chairperson, Milwaukee County Commission on Aging Service Delivery Committee

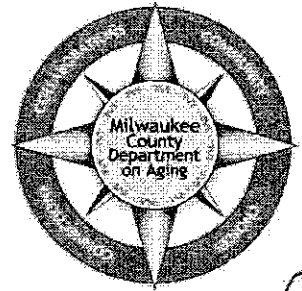
1220 West Vliet Street | Suite 302 | Milwaukee, WI 53205

Aging Resource Center: (414) 289-6874 | TOLL FREE: 1-866-229-9695 | TRS: 7-1-1 | [www.county.milwaukee.gov/aging](http://www.county.milwaukee.gov/aging)

The mission of the Milwaukee County Department on Aging is to affirm the dignity and value of older adults in this county by supporting their choices for living in, and giving to, our community.



# Milwaukee County



ADRC

## Department on Aging

**Jonette N. Arms**  
Interim Director  
(414)289-5950

*Milwaukee County  
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Nengmay S. Vang  
Johnny C. White, Jr.  
Barbara Wyatt Sibley

DATE: October 21, 2015

Ms. Vicki Boston  
Project Focal Point, Inc.  
811 W. Burleigh Street  
P.O. Box 06434  
Milwaukee, WI 53206

Dear Ms. Boston,

After careful consideration, the Department on Aging is recommending to the Commission on Aging Service Delivery Committee to not award a \$60,000 contact to Project Focal Point in 2016. As you know, Project Focal Point has experienced persistent challenges with recruiting, increasing and maintaining membership at its senior center for many years – this has and continues to be a concern for the Department on Aging and the Commission on Aging Service Delivery Committee. This is one of several deciding factors (please see the enclosed proposal analysis for additional information).

The Department on Aging recommends awarding a three month - \$15,000 contract to Project Focal Point in 2016 to assist the agency with helping center participants prepare and transition to attend and receive services at an alternative meal site/senior center if they choose. The Department on Aging will work with Project Focal Point to develop and implement a transition plan to make sure that the older adults attending the center will receive sufficient information and are given ample time and attention to make a comfortable transition.

The Commission on Aging Service Delivery Committee is scheduled to review Project Focal Point's proposal analysis on Tuesday, October 27, 2015 at 2:00 p.m. (please see the enclosed agenda). You are welcome to attend and address the committee on your agency's behalf.

Sincerely,

A handwritten signature in cursive script, appearing to read "Jonette Arms".

Jonette Arms, Interim Director, Milwaukee County Department on Aging

Enclosures

Cc: Pat Batemon, Program Coordinator - Senior Centers, Milwaukee County Department on Aging  
Beth Zatarski, Nutrition Program Coordinator, Milwaukee County Department on Aging  
Gary Portenier, Program Planning Coordinator, Milwaukee County Department on Aging  
Viola "Vi" Hawkins, Chairperson, Milwaukee County Commission on Aging  
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**MILWAUKEE COUNTY DEPARTMENT ON AGING  
2016 PROPOSAL ANALYSIS**

***PROPOSAL OVERVIEW***

<b>Applicant Agency:</b>	Bethesda Community Senior Citizens' Center Inc.
<b>Program Title:</b>	Programs in Minority Senior Centers
<b>Amount Requested:</b>	\$75,000
<b>Proposed Unit Rate:</b>	Not Applicable—Grant Application
<b>Proposed Units of Services:</b>	Not Applicable—Grant Application

***PROPOSAL SUMMARY***

Bethesda Community Senior Citizens' Center provides senior center services to Milwaukee County residents, 60 years and older and who self-identify as low income. The services target minority residents living in the Metcalfe Park area in the city of Milwaukee. Bethesda works primarily with low to moderate income senior citizens. Their mission is to enable older adults to grow a sense of personal freedom and value by becoming more self-reliant and determined by assisting in the reduction of isolation.

Bethesda Community Senior Center is located at 2845 W. Fond Du Lac Avenue. The building is located near a major bus route. Bethesda hosts a Milwaukee County Senior Meal Program Dining site. The building is handicapped accessible. Bethesda Community Senior Center has been in the business to assist and provide services and programs to the older adult population for more than thirty-seven (37) years. MCDA has provided funding for over 30 years.

***PROPOSAL ASSESSMENT (If applicable)***

The most recent assessment for this agency was completed in 2014. The assessment suggested several ongoing recommendations to meet the needs of the population served, to include the executive director to work with their Board of Directors on identifying action steps for increasing membership to their center. Explore and create opportunities for exercise and fitness programs similar to other centers by working collaboratively with Department on Aging, and lastly, explore and implement regular programming that provides a minimum of two Evidenced-Based activities per year that meet the minimum or higher criteria for Title IIID Funding as described by the Older American's Act.

**STAFF RECOMMENDATION**

**Amount Recommended:** \$18,750 - 3 Month Transition Contract

**Unit Rate Recommended:** Not Applicable—Grant Application

**Summary of Rationale:**

Unfortunately, at this time, staff does not recommend awarding a contract to Bethesda Community Senior Citizens' Center to provide Programs in Minority Senior Centers Services in 2016. However, the Department on Aging would be willing to reconsider future funding if significant organizational changes are made.

Over the years, the Department on Aging's leadership, contract managers along with the Commission on Aging Service Delivery Committee have expressed concerns regarding the long standing challenges this agency has experienced with meeting program expectations. Bethesda has experienced persistent challenges with recruiting, increasing and maintaining membership at its senior center – this has and continues to be a concern for the Commission on Aging Service Delivery Committee. Based on data from the Department on Aging Nutrition Program, Bethesda has been one of the top three lowest performing funded meal sites for the past several years. There has also been concerns about the delivery of quality services at the center. For many years, the agency has received technical assistance with developing a work plan, as well as provided with additional resources and funds to improve quality of services. Additionally, the agency has used an extensive assortment of recruitment tools and efforts to increase membership with very little success.

Most recently and most alarming, in late July, 2015, serious concerns were raised regarding severe discrepancies and possible fraudulent reporting practices within the agency. Contracted agencies are required to submit monthly reports detailing expenses, the number of clients reached and the types and number of services provided. The Executive director, Mr. Worthington Hortman submitted a monthly report for Bethesda's July 2015 senior center activities on August 3, 2015. Upon review of his July report, concerns were raised regarding Mr. Hortman's high services report of data YTD 44,479 services provided and unduplicated participant/member count of 199 members. Several request were made to Mr. Hortman to provide copies of his membership list and services provided records to verify report data. The only document received from Mr. Hortman was a Bethesda's members' list. After careful review of the Bethesda members' document, it appeared to be an outdated mailing list that contained duplicates, names of deceased individuals (some deceased as far back as 2012), family members and omission of names of individuals that were listed on the congregate meal roster. Additionally, the list contained 131 names (including the duplicates and deceased) instead of the YTD 199 unduplicated count that was reported by Mr. Hortman.

Bethesda's 2014 and 2015 monthly reports were reviewed and compared to other contracted agencies serving higher numbers of participants than Bethesda. Although Bethesda has a very



small number of actual participants compared to other centers, Bethesda's reported number of activities was so proportionally higher than other centers that it caused alarm, given their reported low attendance numbers, as to how these extremely high number of service provisions could possibly have been attained. Given this data, including observing numbers during onsite visits, along with a careful review of the monthly reports, concerns were addressed with Bethesda's Board member Pastor Hosea Bates that the agency has not accurately reported their monthly client numbers and services provided for many years, resulting in an inflated and possible fraudulent counting of both which is an egregious breach of contract. Bethesda could not produce any client records or service reports for the current contract year from January - August 2015 or for previous contract years. Contracted agencies are required to keep client records for four years. It was subsequently confirmed by the board at a meeting held on September 16, 2015 that the agency does not have client files or service delivery records for current contract year (2015) and past four contract years. The long standing executive director was terminated immediately because of this non-compliance and contract breach. Pastor Hosea Bates, a board member and the son of the founding member was appointed Interim Executive Director. Several meetings were held with Pastor Bates and staff during this transition period to assist the agency with the contract compliance issues to receive withheld contract funds for July and August.

Because Bethesda's MCDA contract was managed for the past 24 years by Worthington Hortman, the former Executive Director, the Department on Aging strongly believes it will take the agency some time to recover from the manner in which he departed which was due to inadequate reporting practices and unreliable communication concerning contract compliance. The Department on Aging and the Service Delivery Committee Chair has concerns and questions regarding the agency's ability to fulfill the contract obligations and responsibilities in 2016. Pastor Bates the Interim Director brings to the table a passion to carry on the legacy of his parents. His resume indicates he has over 30 years of experience in the cosmetology industry and experience as a community youth leader and motivational speaker. However, based on his resume, he does not appear to have non-profit experience, training and background to operate a senior center, work with older adults, developing senior center programming and/or administrative experience with government contracts. The Department on Aging strongly believes that the agency is not operationally ready to manage a contract in 2016. The revelations about Mr. Hortman's lack of contract oversight, non-compliance and unreliable reporting has revealed that the agency is seriously underdeveloped and unprepared at this time to manage the fiscal responsibility of this contract. This is evident with the revised proposal that was submitted by the Interim Director - the majority of the information in the proposal is information that was included in the 2016 proposal submitted by the previous director, Worthington Hortman in April, 2015. Due to the reporting practices of Mr. Hortman, information and data that is unverifiable is considered unreliable. On at least two separate occasions, the Department on Aging advised the interim director not to use data or information provided by Mr. Hortman because that information is unverifiable and therefore considered untrustworthy. It is highly recommended that the agency undergo a strategic planning process, to include an operation, business and case statement plans. It is also recommended that the agency create a sound financial and reporting structure and recruit new board leadership and staff to position the agency to apply for new funding in the future.

Staff recommends awarding a 3 month - \$18,750 contract to Bethesda in 2016 to assist the agency with helping center participants prepare and transition to attend and receive services at an alternative meal site/senior center of choice. Milwaukee County Department on Aging will work directly with Bethesda to develop and implement a transition plan to make sure that the older adults attending the center will be provided sufficient information and given ample time and attention to make a comfortable transition.

There are three reasonable and high quality alternatives for the seniors attending Bethesda. Specifically, first, Clinton Rose Senior Center located 2.2 miles from Bethesda. Clinton Rose is housed in a county owned facility and managed by Interfaith Older Adult Programs, a MCDA contracted agency. The majority (87%) of Clinton Rose center participants are African American, 60% of the center's participants have incomes below the poverty line. 58% of Clinton Rose participants range in age from 60 – 74 years, 19% range in age from 75-84 years and 6.2% 85 or older. Clinton Rose has an African American director, two African American program coordinators and a nutrition site supervisor. The center offers a variety of social and recreational activities to fit the needs and interest of older adults. Second, Lapham Park Meal site, housed within Housing Authority City of Milwaukee low income housing building and located 2 miles from Bethesda and serves similar demographics. Finally, Washington Park Senior is 2.5 miles from Bethesda with 62% of center participants identified as African American and 43% with incomes below federal poverty guidelines.

Out of 125 points possible, this proposal received 74 points or 59.2%

  
\_\_\_\_\_  
Staff Signature

October 20, 2015

\_\_\_\_\_  
Date

**I. PROPOSAL ANALYSIS**

**Score**

**Mission and Goals (5 points)**

**5**

*Staff Comments:* The mission and goals of the agency are stated within the proposal.

**Service Delivery Plan (25 points)**

**10**

*Staff Comments:* Due to the abrupt changes in leadership, the agency was given the opportunity (30 days) to submit a revised proposal for the 2016 contract funding year. Unfortunately, the revised proposals did not include many revisions but maintained the majority of the information that was included in the 2016 proposal submitted by the previous director, Worthington Hortman in April. The Service Delivery Plan submitted in the revised proposal is the same plan that was submitted by the former executive director. The service delivery plan's objectives and action steps contain data and information that was reported by Mr. Hortman, which cannot be verified and is therefore considered unreliable. The Service Delivery Plan proposes a target to reach 350 people in 2016. Again, this is information that was proposed by Mr. Hortman and we do not believe this proposed target is realistic given the agency's history of the agency's low performance rate.

**Staffing Plan (15 points)**

**8**

*Staff Comments:* Bethesda had an abrupt change in leadership and staffing with the termination of the previous Executive Director in September 2015. Mr. Hortman held that position at Bethesda since 1991 (24 years). The revised proposal provides no explanation of such changes, additionally, it would have been very helpful and informative for the agency to have included an introduction and a description of the new staff's experiences and skills to assess if the staff has the required skills necessary to carry out the contract responsibilities and obligations.

The 2016 proposed staffing plan identifies two positions funded under the Department on Aging contract (Executive Director and Assistant Director) and two positions listed as non-funded Department on Aging positions ( Program Coordinator and Activity Coordinator). However, the two positions listed as non-funded Department on Aging positions are included on form 3.0 (program staffing information for Department on Aging Funded Positions) and on form 4.0 (budget summary) as funded positions under the department on Aging contract. Again, this is a format that was included in the 2016 proposal submitted by the previous executive director and it is incorrect.

**Accessibility (10 points)**

**10**

*Staff Comments:* Bethesda Senior Center is handicapped accessible. The center is located on a bus route. There is off street parking and the restrooms are wheelchair accessible. The center is open from 8:30am to 4:30pm, Monday through Friday to serve low-income adults, age sixty (60)

and older. The center focuses closely on minority senior citizens residing in the Metcalf Park area of the city.

**Experience (25 points)**

15

*Staff Comments:* Bethesda Senior Center has provided this type of service since 1972, and has operated out of the present location since 1976. Bethesda has received MCDA funding for more than 30 years. The previous director held the position for 24 years. The revised proposal does not provide details regarding what if any experience the staff identified on the staffing plan has working with older adults, operating a nonprofit agency, developing programs as well as contract compliance and management. A previously submitted resume for the interim director indicates many years of experience in the cosmetology industry, community youth leadership and ministry. However, it does not provide specifics or indicate experience and/or skills in working with older adults, operating a senior center or administrative experience with government contracts.

**Administrative Ability (15 points)**

8

*Staff Comments:* The current staff is very new and has limited experience with county administrative requirements. The agency did not submit the required agency wide budget that includes all revenue sources and anticipated expenditures. The agency submitted a document labeled "agency wide budget" that contains a three year anticipated agency funding sources which does not sufficiently meet the proposal requirements. It is noted in the proposal checklist that all proposals must include an agency wide budget that includes all revenue sources and anticipated expenditures.

It should be noted that the agency's auditor has not requested an audit confirmation from the Department on Aging for the past several years, which suggest that the audit evidence/reports are based on internal reporting from the agency, mainly, Mr. Hortman. A confirmation is the process of obtaining and evaluating a direct communication from a third party in response to a request for information about a particular item affecting financial statements.

**Program Outcomes and Quality Assurance (15 points)**

10

*Staff Comments:* Bethesda Community Senior Citizens' Center proposes three outcomes to measure in 2016. These outcomes were carried over from the 2016 proposal submitted by the former executive director. The third outcome listed proposes to increase membership in 2016 by 3% from 2015. This outcome will be difficult to measure because the agency does not have reliable data for the majority of 2015. The proposal includes a customer feedback and client grievance process.

**Coordination Activities (5 points)**

5

*Staff Comments:* Bethesda states it networks with other social service agencies such as the Wisconsin Association of Senior Centers, Milwaukee Centers for Independence, Goodwill Industries and Curative Rehabilitation Center, and MCDA Aging Resource Center. Bethesda has

a relationship with Milwaukee Police Department's 7<sup>th</sup> District. Their presence in the area of the center has resulted in minimizing dangerous incidences.

**Budget Justification (10 points)**

3

In the revised proposal, the budget was submitted with errors, and questions. Specifically, on budget form 4.0, Column 6 does not match Column E on form 3.0 (programming staffing information). It is noted on form 3.0 that these columns should match. Column 3 in-kind cost does not match total non-federal amount (item 8, Column 6). These errors result in an incorrect calculation for the agency's total budget. Lastly, on form 4.0, item 9, Bethesda indicates a profit factor of \$100,250.

The agency did not submit the required agency wide budget that includes all revenue sources and anticipated expenditures. The agency submitted a document labeled "Agency Wide Budget" that contains a three year forecast of anticipated agency funding sources and it does not include the agency wide expenditures, which does not satisfactorily meet the proposal requirements. It is noted in the proposal checklist that all proposals must include an agency wide budget that includes all revenue sources and anticipated expenditures. Again, this budget is an exact copy of the agency wide budget that was included in the 2016 proposal submitted by the previous executive director and it is deficient and does not meet the proposal requirements. These budget errors again raises concerns about Bethesda's current capacity to comply with 2016 contract obligations.

**Proposal Total Score**            74  
**(125 points possible)**

**Proposal's Percentage Score**  
59.2%

**II. COST ANALYSIS**

**III. IMPACT ANALYSIS (If appropriate)**

Not applicable when only one applicant applies for funding.

**IV. ABILITY AND WILLINGNESS TO PROVIDE A LIVING WAGE AND COMPARABLE BENEFITS**

The applicant appears to pay its staff a "living wage" as defined by the Milwaukee County Board of Supervisors (File No. 01-386).

**MILWAUKEE COUNTY DEPARTMENT ON AGING  
2016 PROPOSAL ANALYSIS**

***PROPOSAL OVERVIEW***

<b>Applicant Agency:</b>	Project Focal Point, Inc.
<b>Program Title:</b>	Programs in Minority Senior Centers
<b>Amount Requested:</b>	\$60,000
<b>Proposed Unit Rate:</b>	Not Applicable—Grant Application
<b>Proposed Units of Services:</b>	Not Applicable—Grant Application

***PROPOSAL SUMMARY***

Project Focal Point Community Center (PFPC) provides senior center services to Milwaukee County residents, 60 years and older and who are low income. The services target frail minority residents of the community. They are also open to receive all independent older adults who desire community activities. Their mission is to engage in Christian, charitable, educational and recreational endeavors, which foster the betterment of the social status of the residents in the community it services, as well as the community at large.

Project Focal Point hosts a Milwaukee County senior meal program site for the independent older adult. The main focus stated in their proposal is to keep frail older adult clients from regressing to a nursing home setting and to maintain their stay in their own homes for as long as possible. The Center's programs are designed to meet the needs of the low-income residents of the neighborhood bounded by Capitol Drive (North), Locust Street, (South), 21<sup>st</sup> Street (West), and Holton Street (East). The Center offers recreational, social, and educational programs at no cost to the participants.

***PROPOSAL ASSESSMENT (If applicable)***

The most recent assessment for this agency was completed in July 2015. The assessment noted administrative concerns. Careful review of fiscal policies, account records, audit and payroll policies were not in compliance with the contract agreement. Additionally, the department learned there were staffing changes as it relates to the employment of the executive director, which was not reported to the Department on Aging. Contractors are required to formally provide the Department on Aging with updates with staffing plans, budget and hours of operations. The Commission on Aging Service Delivery Oversight Committee recommended delaying approval of the assessment until the recommendations were addressed. The committee

recommended that Project Focal Point address these issues by the next Service Delivery Committee meeting, October 6, 2015. Recommendations included: have a strategic plan in place –with details/specifics, develop an agency leadership plan, complete required staffing changes and budget amendments, documentation of participants served address audit concerns, and provide MCDA with all 2014 and 2015 YTD financial records provided to their board of directors. These items were addressed at the Service Delivery Committee meeting on October 13, 2015. The Service Delivery Committee extended the time for Project Focal Point to address the above issues and scheduled a review at the October 27, 2015 Service Delivery Committee meeting.

### ***STAFF RECOMMENDATION***

**Amount Recommended:** \$15,000 - 3 Month Transition Contract

**Unit Rate Recommended:** Not Applicable - Grant Application

#### **Summary of Rationale:**

At this time, staff does not recommend awarding a \$60,000 contract to Project Focal Point to provide Programs in Minority Senior Centers Services in 2016. Over the years, Project Focal Point has experienced persistent challenges with recruiting, increasing and maintaining membership at its senior center – this has and continues to be a concern for the Commission on Aging Service Delivery Committee. Based on data from the Department on Aging Nutrition Program, Project Focal Point has been one of the three lowest performing funded dining sites. For many years, the agency has received technical assistance and has conducted extensive recruitment efforts to increase membership with little success. It is believed that PFP's exceptionally close geographical proximity (0.4 miles or 5 blocks east) to Clinton Rose Senior Center directly impacts the agency's low participation rate. On a given day, approximately a dozen people are at this location, which includes paid staff and volunteers.

More recently, Project Focal Point's 2015 contract assessment noted administrative concerns. Careful review of fiscal policies, account records, audit and payroll policies revealed they were not in compliance with the contract agreement. Additionally, the department learned there were staffing changes as it relates to the employment of the executive director which was not reported to the Department on Aging. Contractors are required to formally provide the Department on Aging with updates with staffing plans, budget and hours of operations.

2015 marks the 40<sup>th</sup> year MCDA has provided funding for this contract. It is not cost effective to fund \$60,000.00 annually for so few program participants. The center averages only 11 participants per day (this total includes paid staff and volunteers). Additional costs associated with this location are food costs estimated at about \$12,000.00 per year.

Staff recommends awarding a 3 month - \$15,000 contract to Project Focal Point in 2016 to assist the agency in helping center participants prepare and transition to attend/receive services at an alternative meal site/senior center. Milwaukee County Department on Aging will work with Project Focal Point to develop and implement a transition plan to make sure that the older adults

attending the center will be provided sufficient information and given ample time and attention to make a comfortable transition.

There are several reasonable and high quality alternatives for the few seniors attending Project Focal Point. Specifically, first, Clinton Rose Senior Center located 0.4 miles or 5 blocks east of Project Focal Point. Clinton Rose is housed in a county owned facility and managed by Interfaith Older Adult Programs, a MCDA contracted agency. The majority (87%) of Clinton Rose center participants are African American, 60% of the center's participants have incomes below the poverty line. 58% of Clinton Rose participants range in age from 60 – 74 years, 19% range in age from 75-84 years and 6.2% is 85 years or older. Clinton Rose has an African American director, two African American program coordinators and a nutrition site supervisor. The center offers a variety of social and recreational activities to fit the needs and interest of older adults. Second, Lapham Park Meal site, housed within Housing Authority City of Milwaukee low income housing building and located 1.6 miles from Project Focal Point and serves similar demographics as Project Focal Point. Third, McGovern Park Senior Center –also housed in a county owned facility managed by Interfaith. McGovern is located 4.4 miles from Project Focal Point – 69% of McGovern participants are African American. Finally, Washington Park Senior is 5.5 miles from Project Focal Point with 62% of center participants identified as African American and 43% with in incomes below federal poverty guidelines.

Out of 125 points possible, this proposal received 78 points or 62.4%



**Staff Signature**

October 19, 2015

**Date**



**I. PROPOSAL ANALYSIS**

**Score**

**Mission and Goals (5 points)**

**5**

*Staff Comments:* The mission and goals of the agency are clearly stated within the proposal.

**Service Delivery Plan (25 points)**

**10**

*Staff Comments:* The 2016 proposed service delivery plan closely resembles the 2015 service delivery plan. In fact, the agency's proposed Service Delivery Plan has not been revised or changed in the last five years. The 2016 proposed service delivery plan lacks development of new program activities. Contracted agencies are required to provide quality services to seniors, including well planned social engagements and activities, arts and culture, and recreational opportunities. The 2016 proposal also does not offer new tools or approaches to address the agency's long standing challenges with recruitment efforts. The 2016 proposal provides an exhaustive list of recruitment methods conducted by the agency over the past five years, ranging from canvassing the neighborhood to distributing flyers, conducting presentations and appearances at health fairs to get the word out about the services offered at PFP. These recruitment efforts have not been successful, yet the agency proposes to use the same recruitment model in 2016.

For 2016, PFP proposes to target services to reach 125-200 individuals. For the past five years, the agency has proposed to target services to reach up to 200 people annually. Within these five years, this target has not been met. Based on year end self-reported data for 2014, the agency provided services to 57 individuals with an average of 10 meals a day served. In 2015 to date, the agency did see a slight increase of 67 in their self-reported unduplicated count, with an average of 11 meals served daily. Additionally, the 2016 service delivery plan narrative does not provide a clear description of a timeline for service provision. Several of the proposed activities for 2016, have 2015 implementation dates.

**Staffing Plan (10 points)**

**7**

*Staff Comments:* For 2016, PFP list three staff: an Executive Director, a Program Activity Assistant and a Senior Meal Site Supervisor. Based on previous proposal reviews, Ms. Vicki Boston appears to be a stabilizing force for the agency. She served as the director from 2008 – 2012 and came out of retirement and returned to Project Focal Point as the Executive Director in late 2014. In mid-2015, she took a leave from her position to attend to an ill spouse. The agency hired additional staff to take on some of the responsibilities of the agency in Ms. Boston's absence – the Board President, Ms. Ruby Jackson assumed leadership responsibilities. According to the Board president, Ms. Boston has returned to work as executive director (effective October 12, 2015). However, it was noted by the board president (at the October 13, 2015- Commission on Aging Service Delivery Committee meeting) that Ms. Boston is ill and the board is not sure if she will be able to serve in the capacity as executive director. The uncertainty of Ms. Boston ability to continue in the role as executive director raises concerns regarding PFP's capacity to adhere to 2016 contract obligations and compliance. Over the years, the agency has been

challenged with finding someone to serve in the Executive Director role and meet contract obligations. Ms. Ruby Jackson who has served in that capacity for a limited time, has stated on several occasions that she does not have the skills necessary to perform the job responsibilities. It was also noted by the board president that the other staff does not have the skills to perform the leadership tasks.

It is also questionable (as noted in the agency's most recent assessment) whether this site needs to employ a meal site supervisor for four hours a day, given the ongoing low census. Food is no longer provided in bulk for the congregate diners and has been converted to prepackaged food, so that proper food holding temperatures are met with the small quantity ordered. With this change, duties previously associated with the nutrition site supervisor have been eliminated, such as cooking of the vegetables and portioning food out. The current Nutrition Site Supervisor does not appear to engage with the participants and isolates himself from others. On more than one occasion he has been observed eating lunch at his desk, not with the other diners. Prior to service, it is routine for him to work on jig saw puzzles instead of initiating conversation and or activities with the few participants. This may be one of the reasons that the numbers have not increased at this location. Though current participants may feel comfortable, for a newcomer, there seems very little energy or incentive to return.

**Accessibility (10 points)**

**10**

*Staff Comments:* Project Focal Point is located at 811 West Burleigh Street. The building is steps away from two major bus routes. There is van transportation available funded through MCDA to attend the meal site. Street Parking is available, though not the safest option based on location. The building is handicapped accessible with a central area that serves as a gathering place for the noon lunch and other small group activities. The configuration of the center is actually three buildings joined together as one with handicapped accessible restrooms. Next to the main gathering area (1564 sq. ft.) is the office (391 sq. ft.), and adjoining the office is the conference room (600 sq. ft.) also used for larger arts and crafts activities.

**Experience (25 points)**

**21**

*Staff Comments:* Project Focal Point has provided this service for 45 years, and served the program under a Milwaukee County Department on Aging contract for 40 years. As noted, the agency has experienced persistent years of low performance ratings and challenges with increasing and maintaining membership. The agency has also had challenges with continuity in the executive leadership, which has also impacted the agency's low participation rate. Due to the disclosed illness of the Executive Director, there is concern if the agency will be able to carry out of the obligations of a 2016 contract.

There are nine members of the Board of Directors, six are 60 years or older and live within the target area. However, the board is not ethnically diverse.

**Administrative Ability (5 points) 3**

*Staff Comments:* Project Focal Point's 2015 contract assessment noted administrative concerns. Careful review of fiscal policies, account records, audit and payroll policies were not in compliance with the contract agreement. Project Focal Point, Inc. has demonstrated the ability to generally comply with the administrative expectations of the Department. The 2014 financial audit report noted issues with the agency's ledger reporting. These issues were addressed with the agency's auditor.

**Program Outcomes and Quality Assurance (15 points) 11**

*Staff Comments:* Two outcomes are proposed, one to include a satisfaction survey and the other to increase participation in health and wellness. In previous contract years, PFP has had challenges with meeting program outcomes and objectives related to increasing participation in health and wellness activities.

**Coordination Activities (5 points) 5**

*Staff Comments:* Project Focal Point states that it networks with other social service agencies. The proposal provided an exhaustive list throughout. Project Focal Point has developed a community resource folder with telephone numbers to community emergency services such as Crime prevention, Drug Abatement Center, MCDA, Better Business Bureau.

**Budget Justification (10 points) 6**

The budget was submitted with several errors. Specifically, on budget form 4.0, Item 1B fringe totals do not match fringe totals on form 3.0. Form 3.0 (program staffing information) notes that column E should equal the total wages and fringe on Column 6 on Form 4.0 (budget summary). These items do not match with Project Focal Point's budget submitted, which results in an error with the total budget submitted for 2016.

**Proposal Total Score 78**  
**(125 points possible)**

**Proposal's Percentage Score 62.4%**

***II. COST ANALYSIS***

***III. IMPACT ANALYSIS (If appropriate)***

Not applicable when only one applicant applies for funding.

***IV. ABILITY AND WILLINGNESS TO PROVIDE A LIVING WAGE AND COMPARABLE BENEFITS***

The applicant pays its staff a “living wage” as defined by the Milwaukee County Board of Supervisors (File No. 01-386).