

**Milwaukee County Department on Aging  
Service Provider Assessment**

Program Name Case Management and Meal Delivery Systems

Program Vendor Goodwill Industries of SE Wis Consecutive Years Under Contract 19 1/2

Total Amount of MCDA Contract \$1,082,903 / Number of Clients Served 1940 YTD

Report Period 1/1/18 to 6/30/18 Number of Service Units 186,457 meals delivered

Agency Representative(s) Catherine Girard, Thomas Gossett, Joe Frodl

	<b>Appears Satisfactory</b>	<b>Needs Improvement</b>	<b>Unsatisfactory</b>
Client Satisfaction Survey (Survey Conducted by MCDA Staff)	<u>X</u>	<u>                    </u>	<u>                    </u>
Progress on Measurable Objectives (if applicable)	<u>X</u>	<u>                    </u>	<u>                    </u>
Progress on Measurable Outcomes	<u>                    </u>	<u>X</u>	<u>                    </u>
Program Administration	<u>X</u>	<u>                    </u>	<u>                    </u>
Recommendation(s) from Previous Assessments	<u>                    </u>	<u>X</u>	<u>                    </u>
	<b>Submitted and Accepted</b>	<b>Not Submitted</b>	<b>Submitted Needs Resolution</b>
Audit	<u>X</u>	<u>                    </u>	<u>                    </u>
<u><i>Beth M. Batawshi</i></u> Program Staff Signature		<u>July 20, 2018</u> Date	
<u><i>N. Weitz</i></u> Fiscal Staff Signature		<u>6-9-18</u> Date	
<u><i>Ashorah Anderson</i></u> Service Delivery Committee Member Signature		<u>8-7-18</u> Date	



## **Service Provider Assessment**

### **Narrative**

**Program Name:** Case Management & Delivery Services for Home Delivered Meals

**Program Vendor:** Goodwill Industries of SE WI

**Contract Period:** January 1, 2018 through December 31, 2018

**2018 Contract Award:** \$1,082,903

**Total Non-Federal Match:** \$120,323

**Other Resources:** \$145,688

**2018 Program Budget:** \$1,348,914

**Report Period:** January 1, 2018 to June 30, 2018

**Site Visit:** Yes

**Number of Clients Served:** Up to 1300 unduplicated home delivered meal clients.

YTD 1940, participant average per month 1550

### **Description of Program/Service**

The Home Delivered Meal Program (HDMP) provides one hot meal daily, and in some cases, a hot and cold meal, to the homes of eligible older adults. The service, however, is far more comprehensive with Goodwill being responsible for client assessments and reassessments, driver supervision, routing, monitoring of meals to ensure compliance with program specifications and regulations, case management, nutrition education and service coordination. Meals are distributed from eight dispatch sites via approximately 48 driver routes. Substitute drivers are part of the staffing mix to cover issues such as vacation and or illness.

Meals are prepared, packaged, and delivered to the dispatch sites by two caterers selected by Milwaukee County. Daily, an average of 1400 meals are delivered, in addition to 300 weekend meals going out on Friday. All client referrals for home delivered meals are initiated through the Department on Aging Information and Resource Center and or a direct referral from a Managed Care Organization.

Since 2010, home delivered meals have increased annually, likely attributed to clients aging in place in lieu of moving to long term care facilities and or assisted living. Past and present stats are listed below.

2010: 248,838 meals

2011: 251,254 meals

2012: 308,070 meals

2013: 313,243 meals

2014: 307,490 meals

2015: 339,351 meals

2016: 356,529 meals

2017 369,071 meals

**2018 YTD 186,457 meals**

The contract currently states it can accommodate up to 1300 clients, however, during the first half of 2018, Goodwill has already served 1940 unduplicated clients, which equates to 186,457 meals. 26% of these participants have an income below poverty. 34% of participants are greater than 85 years old, 27% are between 75-84 and 38% are age 60-74. .824% are under the age of 60, a spouse of an eligible participant. Assuming this rate continues, Goodwill will exceed 372,914 meals by year end. Typically, during summer, fewer meals are needed, however, as the weather gets colder, with seniors at higher risk for maneuvering outside, the need for assistance increases.

Taking all this into consideration, the 2018 budget is being overspent to meet client demand. No eligible client is denied services or put on a waiting list. Donations from clients and revenue received for clients in managed care is applied to the MCDA budget, however, by no means will it totally offset this situation. Increased meals will also exceed the dollars budgeted for caterers. In 2015, Goodwill implemented changes with the driver pay scale in an effort to balance the budget. In the past, drivers were compensated for the number of meals they served. Now, they are paid by the hour in addition to receiving mileage. This change resulted in a savings of \$70,000.00 back in 2015. Even with that change, in 2017, the contract was overspent by \$150,000.00 due to the increased demand for services. MCDA was able to compensate Goodwill for \$90,000.00 of this deficit, however, Goodwill still took a loss of \$61,927.00 year end.

#### **Client Satisfaction Survey**

In 2018, surveys were provided to all HDMP recipients including a prepaid postage envelope with results coming directly to MCDA. A total of 419 surveys were returned from 8 dispatch sites; Beulah Brinton, Clinton Rose Park, McGovern Park, Salvation Army, South Milwaukee, Washington Park, West Milwaukee and Franklin. Two caterers, Davians, and Aramark prepare the meals. Each prepare approximately 700 meals per day. In 2018, Aramark is a new caterer for MCDA replacing Taher who was on board for three years. Survey results were very positive regarding quality, taste and appearance with

the new caterer. Surveys were identified by caterer, thereby making it possible to identify strengths and weaknesses caterer specific.

Overall survey results indicate that Goodwill and the caterers are doing extremely well, and that the HDMP clients are satisfied with the food and services. Comments from recipients were encouraged. One of the major themes that stood out amongst comments were relationships between drivers and participants. In many cases, drivers have gone the extra mile to accommodate non meal related needs, such as taking out garbage, getting mail, changing light bulbs, etc. 85% of participants feel they are eating healthier as a result of these meals. 57% of participants would not have a hot meal if not for the meal delivered. 46% would not have enough to eat without this meal. Participants identified that having meals delivered in person offers someone to talk to, sense of safety and security, and a link to get more support. 41% of participants stated the driver was the only person they see on a daily basis. 82% of participants feel this meal helps them to live freely where they choose. 16.80% of participants did not feel the food temperatures were hot or cold enough, a joint problem for both caterers and drivers.

#### **Progress on Measurable Objectives (if applicable)**

Goodwill proposed the following objectives within their 2018 service delivery plan. These include the areas of maintaining and refining the current delivery method, eliminating unnecessary office procedures thereby increasing efficiency, recognizing the needs and limitations of individuals served, and sustaining efficiencies through vigilant monitoring.

Goodwill also proposed to provide outreach services to isolated older adults to increase awareness of the program by attending public events to display program information, inclusion of HDM program information in Goodwill brochures and other appropriate marketing tools, and maintaining professional affiliations within the community.

#### **Progress on Measurable Outcomes**

Intakes received in 2018 will be at the same level or above those in 2017 as a result of these outreach service, which is the case in 2018.

Goodwill proposes to assess the nutritional effectiveness of the HDMP with a survey distributed to all new participants starting the program between January 1 through March 31. After six months, clients remaining on the program will receive a second survey to see if this program is positively affecting/improving the quality of individual's lives through nutritious meals and education. Thus far, this has not been accomplished with a completion date of December 31, 2018 as their target.

## **Program Administration**

Goodwill's reports are very accurate. Goodwill operates their services in compliance with the 2018 MCDA specifications and guidelines. New referrals are handled within the prescribed time frames. During the month of June, 77 new clients entered the system, each client taking approximately 4 hours to complete necessary paperwork and an on site visit. In a given month, as many as 123 reassessments also must be completed, each of which takes 2 hours from start to finish. During the summer, it is difficult to complete all reassessments within the scheduled month as a result of staff scheduling vacations, therefore, some will be a couple of weeks late.

In reviewing detailed route information, some of the drivers are out in the field delivering meals too long. One driver has 50 meals to deliver, making 35 stops, whereas another driver only has 22 meals and 8 stops. Deliveries to apartment complexes can account for several participants at the same location, reducing number of stops. Routes need to be rebalanced so that we are compliant with the state regulation for safe food handling with food delivered within four hours from completion at the production kitchen. Many participants made note of food not being HOT when delivered which is both a catering and driver issue which requires a corrective action plan.

July 19, 2018, a brainstorming meeting was coordinated by MCDA with caterers and Goodwill staff targeting these poor temperatures. It was discovered that some routes are not completed within the four hour window for safe food handling and temperature maintenance. Goodwill has been asked to reevaluate route capacity and reconfigure to stay within the four hour delivery window. Caterers are evaluating the effectiveness of their hot holding equipment in addition to Goodwill looking at driver food handling protocol / equipment. It was also suggested that eliminating our Salvation Army dispatch sites and combining with another nearby site, could result in 40 minutes saved unloading the truck into what is deemed a hard to maneuver facility. The Salvation Army Dispatch site is also a safety concern for the drivers as they need to go up and down steps while carrying food and equipment.

The computer database for home delivered meal clients (Servtracker) is a very detailed, complex system that provides the agency with valuable information such as client specific information, diet information, routing for all clients and a variety of reports. These records are complete and up to date. Goodwill is also responsible for reporting unduplicated meals served monthly into a Social Assistance Management System (SAMS). Goodwill is not only competent, but performs this task on time. Monthly Goodwill and MCDA also monitor if any current participants have been enrolled into a Managed Care Organization. If they have, that is the opportunity to obtain authorization to continue the provision of meals in addition to being able to bill for the cost of the meal versus providing meals on a donation basis.

In reviewing the current structure of their board of directors, the 20 members represent Black or African American and White ethnicity. When a new opportunity arises for filling vacancies, Goodwill should continue to be inclusive of as many other ethnic groups as possible.

The fiscal review of the accounting procedures revealed no problems. The agency has a strong system of checks and balances. There are very specific procedures for both obtaining participant contributions and the cash handling of these contributions once received.

Personnel expenses are 76% of this budget. Monthly, this contract averages \$100,000.00 in expenses. With the number of clients for 2018 already up to 1940, it is estimated that year end this contract will once again be overspent by approximately \$150,000.00.

Since Federal funding is flat, both Goodwill and MCDA need to thoroughly look at options how to scale back expenses without cutting services to seniors that are considered at high risk. In the past, it was suggested to eliminate one day of delivery and double up on another day. With routes already exceeding the four hour rule, this is no longer an option. Increasing contributions could benefit the program. At the beginning of June, Goodwill piloted two of the eight dispatch sites by providing participants with a very detailed description of services received for the month. The invoice includes the number of meals provided, suggested contribution for these meals and the actual cost of providing these meals. The goal it for participants and their families to realize the huge benefit of this program, along with understanding costs associated not all covered by government funding to trigger them to contribute more to keep the program running at the same level. One of the two piloted locations, had an increase of \$500.00 from this new procedure. In July, Goodwill has implemented this change to all participants. On the office side of things, man hours devoted to envelope generation are down to a couple of hours per month verses a couple of hours each week. Counting the deposits will also take less time as there will be fewer envelopes to process. The decreased use of envelopes themselves will also show a small savings

### **Recommendations from Previous Assessment**

#### **Recommendation #1**

That Goodwill Industries of SE Wisconsin Board of Directors review the 2016 Program Assessment and that their review be acknowledged in the minutes of a regularly scheduled Board meeting, with a copy of those minutes provided to the Department on Aging Contract Manager.

#### **Completed**

Documentation cannot be located in any of the minutes

### **Summary and Recommendations**

The home delivered meal contract is effectively managed by Goodwill. Both administration and staff contribute to the success of the program reflected in positive client satisfaction surveys. Clients are well served by staff that know and do their jobs well. The staff and administration is consistent in their work and services that makes for an effective and efficiently run program.

Staff continues to be extremely cooperative though numbers exceed client requirements for this contract. No client has been put on a wait list nor have services been delayed, even when referrals are

numerous in a given month. The challenge now is to restructure routes so that they are in compliance with state regulations for time and temperature as it relates to delivery.

Since Federal funding is flat, both Goodwill and MCDA need to thoroughly look at options how to scale back expenses without cutting services to seniors that are considered at high risk. Currently, contributions are being targeted with the provision of monthly letters to participants detailing service information. Data will be available for six months in 2018 with comparisons made with and without the letter from the previous six months to see the net effect on contributions. A fundraising initiative is another means to increase contributions to the program that should be considered.

#### **Recommendation #1**

That Goodwill Industries of SE Wisconsin target new participants entering the program in January through March of 2018, with initial and six month follow up surveys to see how the program has impacted their nutritional status.

**Person Responsible:** Thomas Gossett

Completed by : **December 31, 2018**

#### **Recommendation # 2**

That Goodwill Industries of SE Wisconsin review driver protocol for food delivery, including realigning routes so that state regulations for time and temperature are in compliance with the four hour rule.

**Person Responsible:** Thomas Gossett

**Completed by:** September 30, 2018

#### **Recommendation # 3**

That Goodwill Industries of SE Wisconsin Board of Directors review the 2016 Program Assessment acknowledgement in the minutes of a regularly scheduled Board meeting, with a copy of those minutes provided to the Department on Aging Contract Manager.

**Person Responsible:** Executive Director

**Completed by:** August 31, 2018

#### **Recommendation # 3**

That Goodwill Industries of SE Wisconsin Board of Directors review the 2018 Program Assessment with acknowledgement in the minutes of a regularly scheduled Board meeting, with a copy of those minutes provided to the Department on Aging Contract Manager.

**Person Responsible:** Executive Director

**Completed by:** December 31, 2018