

**PERFORMANCE AUDIT
IMPLEMENTATION REVIEW FOR
METROPOLITAN SOCIAL SERVICES**



**THE METROPOLITAN GOVERNMENT
OF NASHVILLE AND DAVIDSON
COUNTY, TENNESSEE**

APRIL 2007

MAXIMUS
HELPING GOVERNMENT SERVE THE PEOPLE

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FINAL REPORT

**METROPOLITAN NASHVILLE AND DAVIDSON COUNTY
METRO SOCIAL SERVICES REPORT IMPLEMENTATION
REVIEW**

APRIL 2007

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I. INTRODUCTION

The report that follows presents the results of the MAXIMUS implementation review following the 2004 performance audit of the Metro Social Services Department, conducted by MAXIMUS under contract to Metro. The scope of the original study included a traditional performance audit as well as review of the organization and delivery of social services within Metro. The organization and service delivery review included the operation of the Metro Social Services Department, coordination among various other Metro agencies, and coordination with other social service providers in Davidson County.

The purpose of the subsequent implementation review and this report is to review the degree to which the Department has implemented the recommendations of the original performance audit and the degree of expanded interaction between the Department and area social services and not-for-profit agencies based on the recommendations. This implementation review also provides some guidance to the Metro Social Services Board in evaluating overall performance of the Department.

The implementation review comprised four tasks as summarized below:

- Task One, Review of Implementation. MAXIMUS reviewed the status of the implementation of each of the recommendations included in the original performance audit of Metro Social Services. We accomplished this through interviews and data collection from MSS Executive Staff members, the MSS Board Chair and Vice Chair, and agencies receiving service delivery responsibilities resulting from the performance audit.
- Task Two, Review of Working Relationships with Area Social Service Agencies. As part of the recommendations of the performance audit, we recommended that the Department develop a more extensive outreach program with area social services agencies and to assume a greater role in the planning and coordination of social service delivery throughout Davidson

County. In this task, MAXIMUS conducted a survey of agencies that participated in the original performance audit to understand their perspectives about how well MSS has accomplished this goal.

- Task Three, Preparation of Report. MAXIMUS prepared this report for Internal Audit that addressed the first two tasks of this engagement. The first element of the report is a bullet-point format table presenting the Original Recommendation, the Status of Implementation, an Explanation of the Status, and Recommendations for Further Action. The second element of the report is a tabular presentation of the results of the survey of social service agencies, including any explanatory elements based on our analysis of the results and/or follow-up interviews with respective agencies.
- Task Four, Development of Evaluative Process. In this task, MAXIMUS addresses the interest of the Social Services Board in having an objective process for regularly evaluating the performance of the Department. This task included identification of appropriate performance objectives, a means for obtaining the information relating to the performance objectives, and a description of how the Board can analyze the performance information.

The implementation report follows this basic order of organization. In the following section, we present a tabular summary regarding implementation of performance audit recommendations.

II. IMPLEMENTATION REVIEW

MAXIMUS reviewed the status of the implementation of each of the recommendations included in the original performance audit of Metro Social Services. This was accomplished through interviews and data collection from MSS Executive Staff members, the MSS Board Chair and Vice Chair, and agencies receiving service delivery responsibilities resulting from the performance audit.

The table on the following pages presents a summary of the Original Recommendation, the Status of Implementation, an Explanation of Status, and Recommendations for Further Action.

IMPLEMENTATION REVIEW			
ORIGINAL RECOMMENDATION	STATUS OF IMPLEMENTATION	EXPLANATION OF STATUS (BASED ON INTERVIEWS / DATA COLLECTION)	RECOMMENDATION FOR FURTHER ACTION
<p>Social Service Planning – Develop and maintain a long-range plan for the delivery of social services.</p>	<ul style="list-style-type: none"> • Metro created the recommended Planning and Coordination function with some changes to the staffing allocation. • Due to relatively short time since achieving full staffing, Director of Planning and Coordination and individual Coordinators continue work on tactical and strategic initiatives. • Integrated Services Coordinator position changed to Research Director position. 	<ul style="list-style-type: none"> • Executive Director asserts that she has tried but has not succeeded in communicating an agency vision to the planning and coordination function. • Staff members express concern that conflicting direction from Executive Director mitigates effectiveness of planning and coordination function. • Executive Director recommended elimination of 1-2 Coordinator positions from among all other alternatives to meet suggested Metro Finance 10% reduction exercise. • Vacant Research Director position recommended for elimination by Executive Director. 	<ul style="list-style-type: none"> • Executive Director should lead with vision and strategic planning effort that leverages new business model, the Results Matter performance management approach, and existing resource constraints to yield the greatest client service impact. • Restore Integrated Services Coordinator and fill position. Position should report to Director of Planning and Coordination.
<p>Social Service Coordination – Responsibility for working with agencies throughout the County to assure a minimum of service overlap so that the greatest amount of resources within the County are spent on services, not on administration or duplication.</p>	<ul style="list-style-type: none"> • Coordinators in Planning and Coordination are responsible for interaction with agencies throughout the County to minimize / eliminate service overlap. • Coordinators continue efforts to facilitate inter-agency discussions and coordination. 	<ul style="list-style-type: none"> • Planning and Coordination was required by Executive Director to limit communication with MSS direct service staff members (AFSS) during first year following adoption of new business model. • Planning & Coordination was directed to only work with external agencies. • AFSS direct service data are not 	<ul style="list-style-type: none"> • A planning and coordination function requires access to relevant and timely data to support data-driven decision processes. Policies, procedures and practices that limit data acquisition and use by this group should be abandoned.

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		shared with Planning and Coordination.	
Service Contracting – MSS’ role would be to administer Federal and State grants, local contributions, and direct Metro funding, in order to identify appropriate service delivery agencies to fill needs, and to contract with those agencies for service delivery. A principal element of the contracting responsibility would also be contract management.	<ul style="list-style-type: none"> • Metro has contracted significant components of past MSS service delivery to other agencies in the County. • MSS continues to provide Homemaker Services and Nutrition Services primarily as direct service using Department staff members. 	<ul style="list-style-type: none"> • Metro has employed pilot project approach to assess feasibility of external agency service provision. • The existing pilot projects were not structured in order to provide comparable and relevant service and cost comparison data to existing MSS operations; MSS recognizes this deficiency and seeks outside consultant to retroactively evaluate impacts of pilot projects. 	<ul style="list-style-type: none"> • Metro should investigate availability of existing comparable cost information from alternative sources (Greater Nashville Regional Council Area Agency on Aging and Disability). • Metro should review RFP process to identify reasons for lack of participation and to encourage greater response in future solicitation.
Quality Assurance – Planning and contracting functions include assurance that agencies in the County are providing the highest possible level of service possible with available resources and to assure effective and efficient delivery of those services.	<ul style="list-style-type: none"> • Quality Management Coordinator position and Quality Assurance Reviewer position were created. • Positions do not report to Planning and Coordination; positions report to Director of Administrative Services (acceptable alternative). 	<ul style="list-style-type: none"> • Quality assurance positions do not perform recommended tasks associated with contract oversight; positions are dedicated exclusively to support of accreditation initiative with Council on Accreditation (COA). 	<ul style="list-style-type: none"> • Reliance on contract managers (Coordinators) for contract assessment places them in a conflict of interest situation. • Need to split responsibility for contract management and quality assurance. • Department needs to justify expenses for COA accreditation; we are uncertain regarding the value of COA accreditation for a coordinating agency vs. a service delivery agency.
Agency Support – Act as a point of intake for citizens in need and to track them through the system through coordinated case management system to improve the	<ul style="list-style-type: none"> • Metro created Intake and Assessment function with one Manager and four social Worker positions; function reports to Director of Adult and Family 	<ul style="list-style-type: none"> • Not all calls come through Intake and Assessment function; this element of call data may be missing. 	<ul style="list-style-type: none"> • Review policies / procedures associated with phone contacts throughout the agency to track calls that may enter system at another point.

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service delivery system within the County.	Services.		
Organizational Structure – Department should structure itself around three key missions that capture the new role definition: Planning and Coordination; Contracting and Quality Assurance; and, Client Intake and Referral.	<ul style="list-style-type: none"> • Metro created Planning and Coordination function as described; Integrated Services Coordinator changed to Research Director and a direct report to Executive Director. • Contracting and Quality Assurance created and report to Director of Administrative Services; however, contract monitoring / quality assurance responsibility rests with Coordinator positions. • Intake and Assessment function created; component of larger direct services section. 	<ul style="list-style-type: none"> • Agency retained direct service delivery capability in Homemaker Services and Senior Nutrition pending results of pilot project designed to determine relative cost-effectiveness of contractor service provision vs. in-house service provision. 	<ul style="list-style-type: none"> • Develop new RFP for remaining direct service areas and solicit vendor / agency participation in contracting process. • Additional contracted services should include: Adult & Family Support; Adult Homemaker; Senior Nutrition; Relative Caregiver; and, Homelessness Services.
DIRECTOR’S OFFICE This would consist of the Department Director and two staff support positions. The role of the Director would be to serve as the leader of the Department’s external relationships as well as the supervisor of the three primary work units.	<ul style="list-style-type: none"> • Existing structure has more than the proposed number of direct reports to the Executive Director. • Executive Director is charged with leading the Department’s external relationships. • Executive Director is responsible for internal staff member management. 	<ul style="list-style-type: none"> • Executive function has more importance and impact in the coordinating agency than direct service agency. Metro / agency need to acknowledge this expanded role. • Recent employee survey data indicate polarization of staff members in areas relating to management direction and approach. • Employee survey data indicate strong negative employee sentiment regarding quality of work life issues in the agency. 	<ul style="list-style-type: none"> • Consider development of an Executive Leadership Line of Business in Results Matter relating outreach and coordination efforts to overall agency performance under new business model. • Employee survey and external agency survey information should be considered together in assessing effectiveness in meeting the goal of leading external relationships.

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		<ul style="list-style-type: none"> External agency survey data indicates similar polarization of views regarding department performance and department pursuit of service coordination responsibilities in the community. 	
<p>PROGRAM PLANNING AND COORDINATION This unit would be responsible for social services planning and coordination functions for Adult Services, Juvenile Services, Integrated Services, Immigrant Services, and Homeless Services. The qualifications for these individuals would include extensive knowledge of the subject area; the ability to collect and analyze data on a Federal, State, and Local level, to identify trends and service needs; the ability to identify and obtain Federal, State, and local resources to fund social service programs; familiarity with the social service programs in Davidson County and the State; and, the ability to interact on a regular basis with service providers.</p>	<ul style="list-style-type: none"> Metro created Planning and Coordination unit within MSS. Metro recruited and hired individuals that are knowledgeable in their respective area of responsibility. 	<ul style="list-style-type: none"> The unit did not function as a planning / coordinating body during its first year. Effectiveness of function mitigated by continuing and conflicting direction received from executive leadership. 	<ul style="list-style-type: none"> Organization needs strategic / tactical plans that support new business model.
<p>FINANCE, ADMINISTRATION, AND CONTRACT MANAGEMENT, INCLUDING QUALITY ASSURANCE Once the Planning and Coordination</p>	<ul style="list-style-type: none"> Metro created Administrative Services function that includes finance, administration and contracts. Contract monitoring / quality assurance function transferred to 		<ul style="list-style-type: none"> RFPs / contracts for pilot projects should be revised to attract greater interest and participation. RFPs / contracts should be developed with performance

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Unit has identified contracting needs and opportunities, it would become the responsibility of the Finance, Administration and Contract Management unit to develop the service contracts, work with Metro Purchasing to obtain competitive proposals where appropriate, execute and administer the contracts, and evaluate contract performance. Quality assurance personnel would also work with the Planning and Coordination staff to conduct broad program evaluations and developing scopes of work for future contracts. A key role of the quality assurance staff would be to establish meaningful performance measures for contract service providers and to evaluate the use of Metro resources to accomplish established performance goals.	the Planning and Coordination function.		management components to ensure the continuing ability to monitor and assess contract performance and service provision.
CLIENT SERVICE COORDINATION This unit will be the service outreach of the Department. It would consist of two elements that support client case management. The first of these is a client intake staff. These persons would be responsible for receiving incoming calls, obtaining necessary information from the clients and referring the clients to the appropriate service agency.	<ul style="list-style-type: none"> Intake and Assessment unit created and staffed. 	<ul style="list-style-type: none"> Staff members are concerned that staffing levels may not be adequate given increasing client service demands. Not all calls go through the Intake and Assessment Unit, possibly mitigating the value of the phone contact data. 	<ul style="list-style-type: none"> Review staffing levels with regard to changing processes brought about by program development.
CLIENT SERVICE	<ul style="list-style-type: none"> Metro created Director of 	<ul style="list-style-type: none"> Slow process requiring 	<ul style="list-style-type: none"> Review staffing levels with

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<p>COORDINATION The second work element of this division is the development, implementation, and maintenance of a master database system that can serve as a countywide client service database. The staffing model recommended here would be appropriate for maintenance and operation of the database: a database administrator who would be responsible for upkeep of the actual data, a network administrator who would provide hardware and operating system support for the network on which the database would reside, and a programmer analyst who would continue system maintenance once the system is ready to go-live. While, developmentally, the focus will need to be on internal clients for Metro at the outset, it should be designed such that its use can be extended to other agencies providing services under Metro contract will be able to use it for central client management.</p>	<p>Systems position and Systems Analyst position in MSS.</p> <ul style="list-style-type: none"> MSS IT staff working with Metro IT in development effort; multiple stakeholders in multiple agencies must be accommodated by business case development supporting new system. Other agencies involved include: Metro Action Commission (MAC); Metro Health Department; Metro Development and Housing Authority (MDHA); and, MSS. 	<p>coordination of multiple entities.</p> <ul style="list-style-type: none"> Effort supports move away from “home grown” ACCESS database. 	<p>regard to changing processes brought about by program development.</p>
<p>CARING FOR CHILDREN Temporarily assign responsibility for housing the Caring for Children to Metro Social Services. This should be a temporary placement while Metro discusses with the State alternative</p>	<ul style="list-style-type: none"> Caring for Children operation returned to State control. 		<ul style="list-style-type: none"> None.

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delivery mechanisms, including the option of returning the program to the responsibility of the State.			
<p>ADULT HOMEMAKER SERVICES This program should be contracted on a competitive proposal basis</p>	<ul style="list-style-type: none"> Metro has retained this program in MSS. MSS engaged in pilot project with single vendor (ongoing). 	<ul style="list-style-type: none"> Metro pursued pilot project approach to validate relative costs and support contracting decision. Homemaker Services assist frail and disabled adults who need help with household tasks and/or non-medical personal care. MSS contracted with Mid-Cumberland Human Resources Agency (MCHRA) to provide specific services. MCHRA is a nonprofit agency that provides similar Homemaker and Nutrition services to 11 neighboring counties. Homemaker services were provided to Davidson County residents who were on MSS waiting lists due to lack of capacity to serve them. MSS reports indicate that the program appears to have operated smoothly, with comparable consumer satisfaction and costs as MSS. MSS reports indicate that the Area Agencies on Aging throughout the State are able to contract with community providers for homemaker 	<ul style="list-style-type: none"> Independent, third party review of entire RFP process associated with pilot project to determine reasons for lack of participation and structure of comparison operations. Homemaker service programs are routinely contracted to local councils on aging or senior citizen support groups such as Senior Citizens, Inc. The Greater Nashville Regional Council (GNRC) Area Agency on Aging and Disability (AAAD) currently provides services through 16 homemaker providers, 17 personal care providers, and 22 family caregiver providers. Meet directly with these groups to determine feasibility of their participation in a contracted service program. Develop service and unit cost comparisons for RFP preparation. Proposed UT work plan for cost analysis of pilot project should be reviewed to ensure valid and comparable service and cost comparisons.

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		services at ½ the cost of MSS services and substantially less than the cost of MCHRA services. <ul style="list-style-type: none"> Effectiveness of contracted effort assess and compare client attitudes mitigated by different client groups served; MSS provides services to established clients while contractor served clients that were new to the system and program. 	
CHILD CARE CENTER Discontinue this program	<ul style="list-style-type: none"> MSS Child Care operations transferred to the McNeilly Center for Children. 		<ul style="list-style-type: none"> None.
DISABILITY INFORMATION OFFICE Assign duties to the Office of ADA Compliance Metro's ADA compliance settlement provides that the provider of services for disabled persons is to be coordinated through the Office of ADA Compliance. Most of the services provided by the Disability Information Office duplicate those of the ADA Compliance Office.	<ul style="list-style-type: none"> Disability Information Office transferred to the Metropolitan ADA Compliance Office. 		<ul style="list-style-type: none"> None.
FAMILY SERVICES The financial assistance component of this unit should be assigned to Metro Action Commission, which has its own financial assistance service The indigent burial program coordination should be assigned to	<ul style="list-style-type: none"> Financial Assistance component of Family Services Program transferred to the Metropolitan Action Commission. 		<ul style="list-style-type: none"> None.

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Metro Health. Or to the County Coroner All other programs should be assigned either to MAC or contracted			
KNOWLES HOME This program should be assigned to the Metro Hospital Authority, most likely to be operated by Bordeaux Hospital.	<ul style="list-style-type: none"> Knowles Home operation transferred to the Hospital Authority. 		<ul style="list-style-type: none"> None.
ADULT DAY SERVICES Assign to Bordeaux Hospital, concurrent with the recommendations for Knowles Home, or contract. Transportation functions should be assigned to Metro Transportation Authority	<ul style="list-style-type: none"> Adult Day Services Program transferred to the Hospital Authority. 		<ul style="list-style-type: none"> None.
NUTRITION This program could either be assigned to MAC, as an expansion of that agency's mission or contracted to a private not-for-profit provider.	<ul style="list-style-type: none"> Metro has retained this program in MSS. MSS engaged in pilot project with single vendor operating congregate meal site. 	<ul style="list-style-type: none"> Senior Nutrition Services promote health and well being of persons over 60 years of age by providing nutritious meals at congregate meal sites or delivered to their homes. MSS contracted with Mid-Cumberland Human Resources Agency (MCHRA) to provide specific services. MCHRA operated a nutrition site in the Antioch community with low participation rates. Home-delivered meals were provided to a few consumers in the Antioch area. Vendor pulled out of pilot project due to inability to operate effectively in new meal site in 	<ul style="list-style-type: none"> Independent, third party review of entire RFP process associated with pilot project to determine reasons for lack of participation and structure of comparison operations. Nutrition programs are routinely contracted to local councils on aging or senior citizen support groups such as Senior Citizens, Inc. The Greater Nashville Regional Council (GNRC) Area Agency on Aging and Disability (AAAD) currently provides nutrition services at 33 nutrition sites. Meet directly with these groups to determine feasibility of their participation in a contracted

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		<p>October 2006. MSS now provides home delivered meals.</p> <ul style="list-style-type: none"> • MSS engaged consultants to assess and compare customer opinion on services at the pilot site and existing MSS operations. • Challenges that MSS attribute to the lack of comparable success of the Antioch Nutrition Program include: <ul style="list-style-type: none"> • Antioch was a new site without an established reputation or clientele; • The community residents are generally not low income; • There was not objective data indicating a need for a nutrition site in this community center; • MSS operates two other nutrition sites within a few miles of the Antioch site; • Original contract focused on meal cost and did not specify responsibility for or funds needed for start-up costs and marketing / outreach. • The Community Center was not appropriate or consistently available for senior service programming. 	<p>service program.</p> <ul style="list-style-type: none"> • Develop service and unit cost comparisons for RFP preparation. • Proposed UT work plan for cost analysis of pilot project should be reviewed to ensure valid and comparable service and cost comparisons.
<p>REFUGEE SERVICES Educational components of this program should be Employment</p>	<ul style="list-style-type: none"> • Refugee Services Program closed. 	<ul style="list-style-type: none"> • State Department of Human Services provides services through new vendor (Associated 	<ul style="list-style-type: none"> • None.

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components of this program should be assigned to Nashville Career Advancement Center. Social adjustment services and bilingual service coordination should be transferred to not-for-profit providers, with funding from traditional Federal/State sources and from the Metro Government, as needed.		Catholic Charities).	
RICHLAND VILLAGE COMMUNITY SERVICES This activity is not consistent with the primary mission of Metro and should be discontinued.	<ul style="list-style-type: none"> Richland Village Community Services Program closed. 		<ul style="list-style-type: none"> None.
TRANSPORTATION SERVICES Transportation services should be assigned to the Metropolitan Transportation Authority.	<ul style="list-style-type: none"> MSS Transportation Program transferred to Metropolitan Transportation Authority. 	<ul style="list-style-type: none"> Anecdotal accounts of general client satisfaction from change resulting in greater access to transit. 	<ul style="list-style-type: none"> None.

III. REVIEW OF WORKING RELATIONSHIPS

MAXIMUS reviewed the working relationships between MSS and area social service agencies. As part of the recommendations of the performance audit, we recommended that the Department develop a more extensive outreach program with area social services agencies and to assume a greater role in the planning and coordination of social service delivery throughout Davidson County. In this task, MAXIMUS conducted a survey of agencies that participated in the original performance audit to understand their perspectives about how well MSS has accomplished this goal. The Project Team also conducted follow-up phone interviews with some respondents (providing both generally positive or negative responses in the survey) to solicit additional feedback or to seek clarification on comments provided.

The survey document is included with this report at **Attachment A**. The MAXIMUS project team identified relevant participants from the original Performance Audit as well as other social service agencies and distributed the survey to more than 80 individuals performing various functions in these agencies. In total, 57 external agencies and social service providers were solicited in the survey effort. Three surveys were returned for defective addresses. Respondents returned 25 completed surveys representing 18 different agencies. The survey form requested voluntary provision of contact information from the individual respondents. Several respondents declined to provide this contact information.

The survey posed nine statements and requested respondents provide a response on a 5-point scale from Strongly Agree (5) to Strongly Disagree (1). The survey also

requested that respondents provide open-ended responses to three statements. The detailed results of the survey are presented in the following pages in tabular and graphical form. Each scaled-response question includes a derived average value to provide information on aggregated respondent views and where these fall in the five-point scale. These derived averages do not include those who indicated “NA” for “Not Applicable”.

MAXIMUS considered the survey responses by both responding agency (Total = 18) and responding individual (Total = 25). In the case of multiple respondents from one agency, we derived an “average” response value and presented that as the Agency response. For each question / statement, we present a tabular / graphical presentation by both Agency and Respondent.

In general, the survey responses indicated an atypical distribution of views. Responses by both Agency and Respondent were generally favorable (“Strongly Agree” or “Agree”) regarding the actions of the Department or not favorable (“Disagree” or “Strongly Disagree”); there were relatively few who responded with the “Neutral” response as would be expected in a survey effort of this type. Responses by both Agency and Respondent tended to the “Neutral” category on questions / statements regarding MSS service coordination efforts.

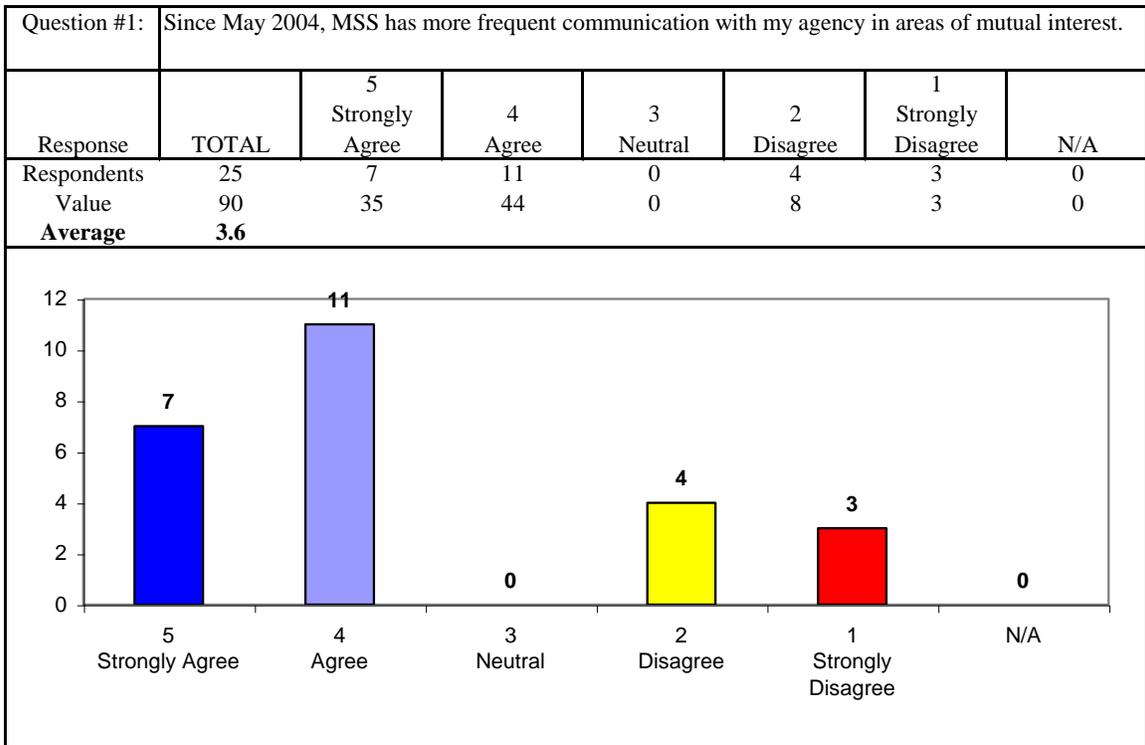
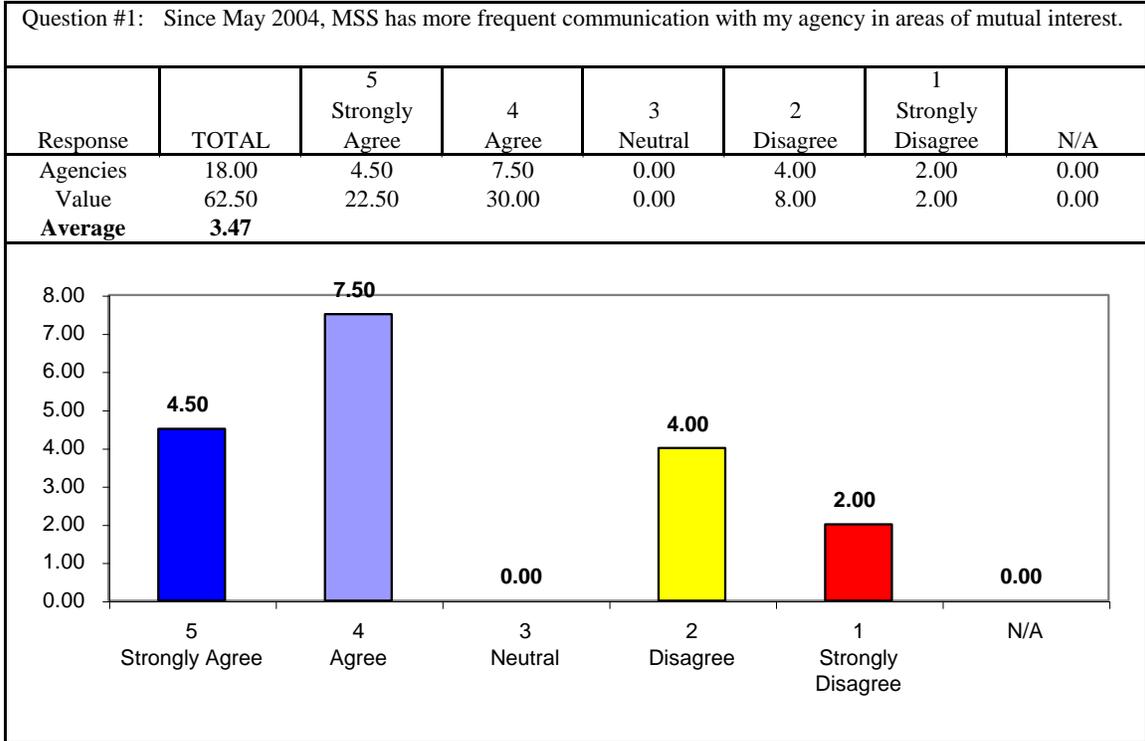
The following table presents summarized survey responses by responding Agency. We have collapsed “Strongly Agree” and “Agree” into one general “Agreement” category as well as “Strongly Disagree” and “Disagree” into one general “Disagreement” category.

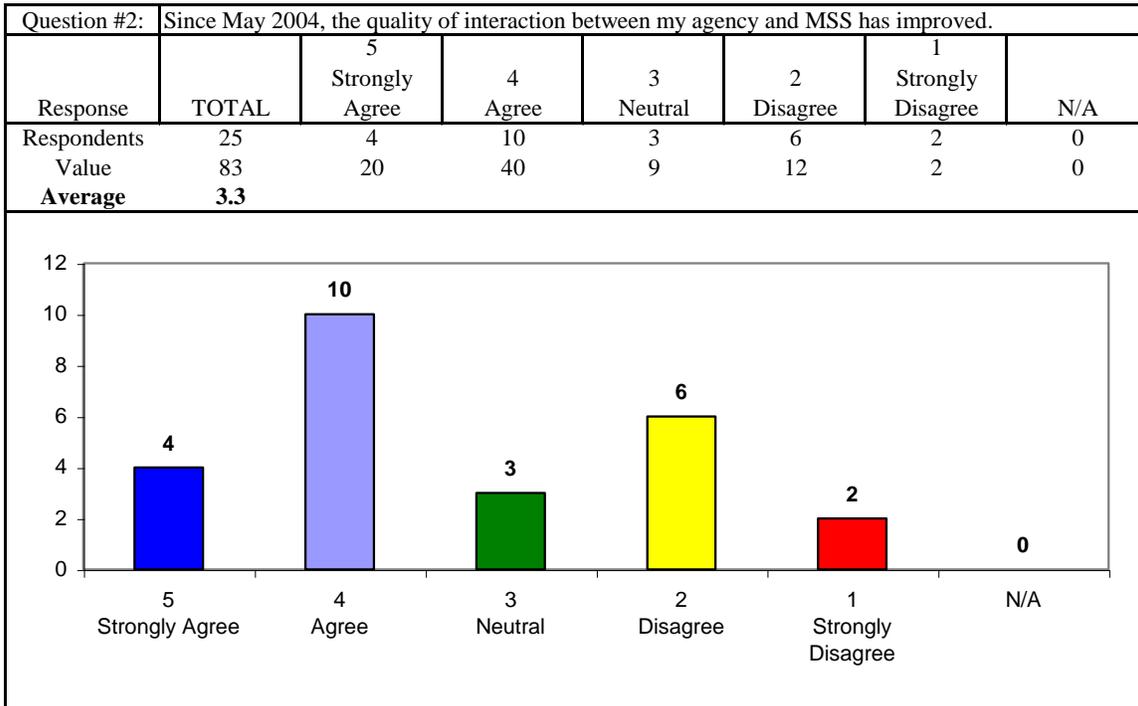
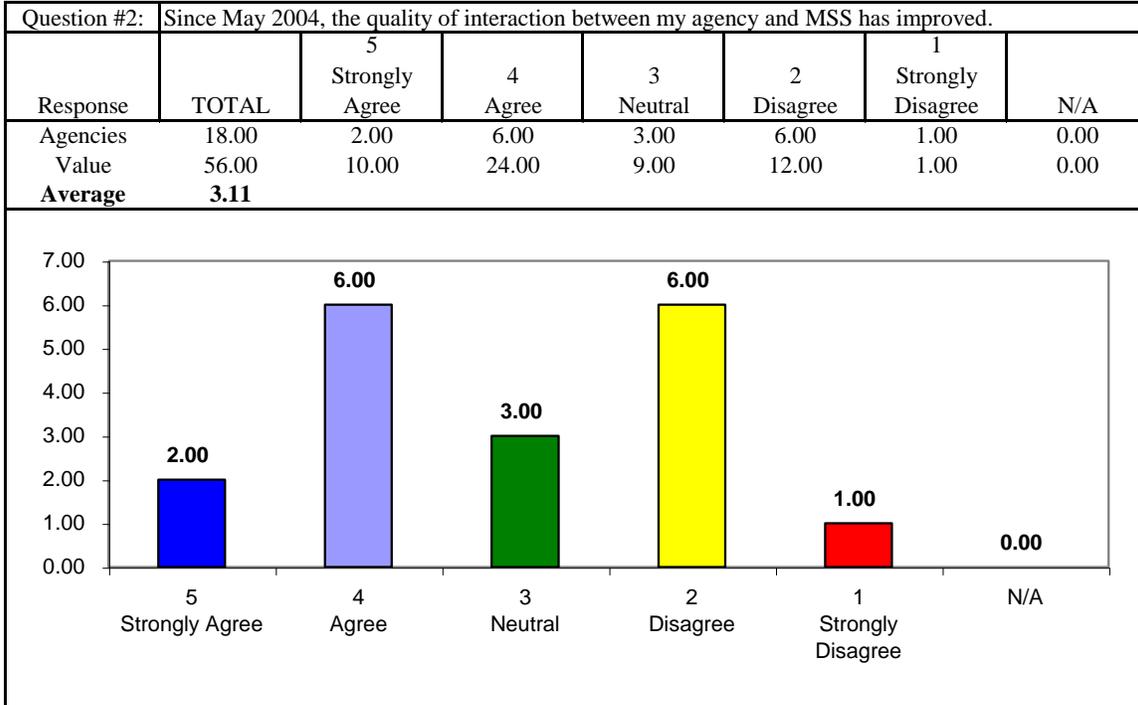
Summarized Survey Responses by Agency

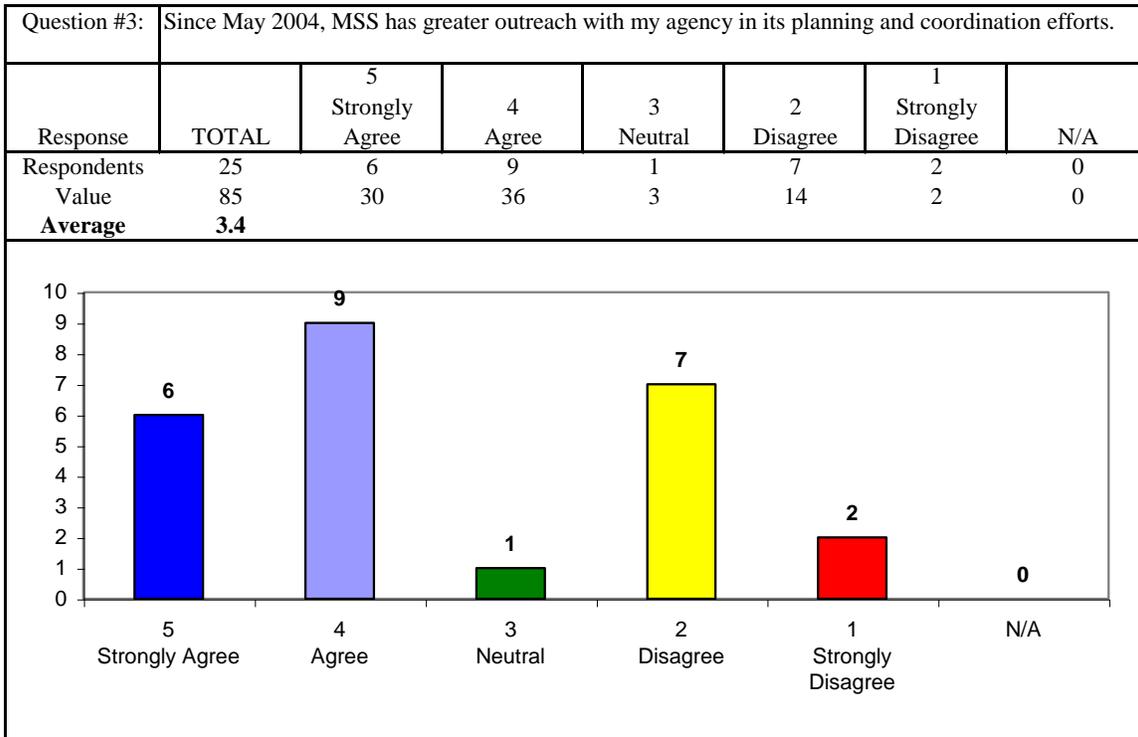
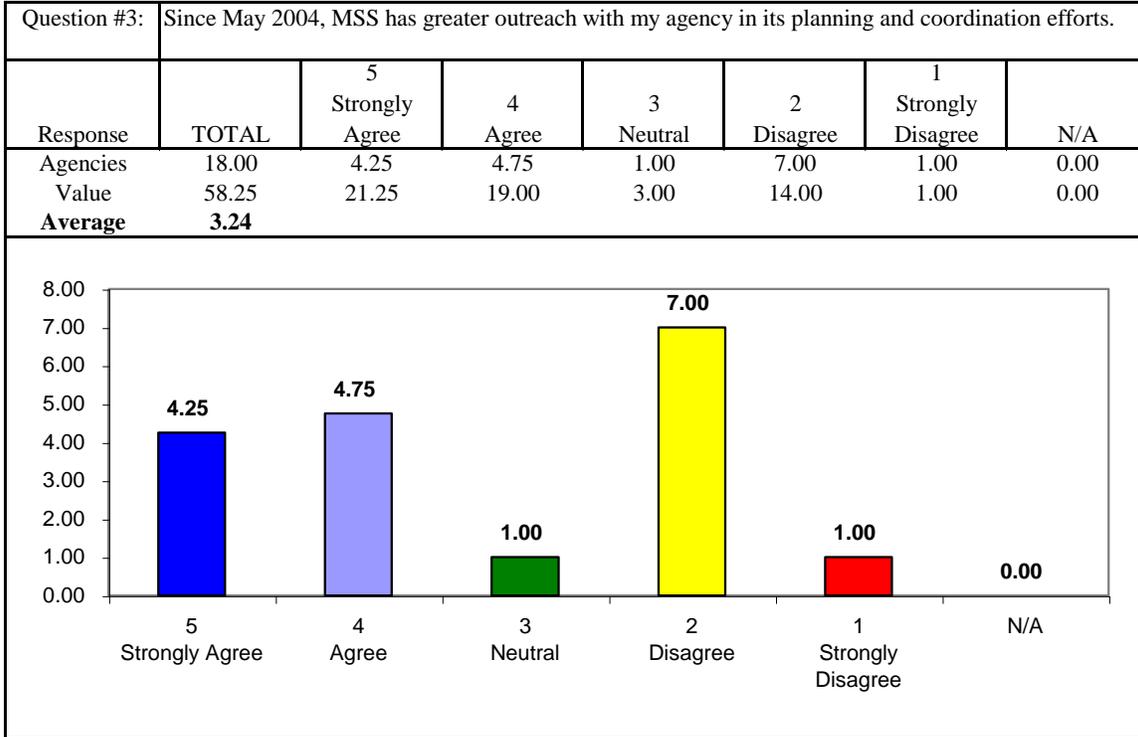
Question / Statement	Strongly Agree Agree	Neutral	Strongly Disagree Disagree	N / A
1. Since May 2004, MSS has more frequent communication with my agency in areas of mutual interest.	66.7%	0.0%	33.3%	0.0%
2. Since May 2004, the quality of interaction between my agency and MSS has improved.	44.4%	16.7%	38.9%	0.0%
3. Since May 2004, MSS has greater outreach with my agency in its planning and coordination efforts.	50.0%	5.6%	44.4%	0.0%
4. Since May 2004, MSS has greater outreach with all agencies throughout the County in its planning and coordination efforts.	29.2%	44.4%	5.6%	20.8%
5. Since May 2004, MSS has provided greater emphasis in its role as planner and service coordinator in the community.	52.8%	38.9%	8.3%	0.0%
6. My agency is satisfied with the service coordination contacts and support provided by the executive leadership from MSS.	50.0%	18.1%	31.9%	0.0%
7. My agency is satisfied with service coordination contacts and support provided by MSS staff members.	59.7%	20.8%	19.4%	0.0%
8. MSS has worked with my agency in the past year to coordinate service delivery.	55.6%	11.1%	30.6%	2.8%
9. Since May 2004, MSS has added more value to my agency's efforts through its role as a service coordinator.	26.4%	34.7%	33.3%	5.6%

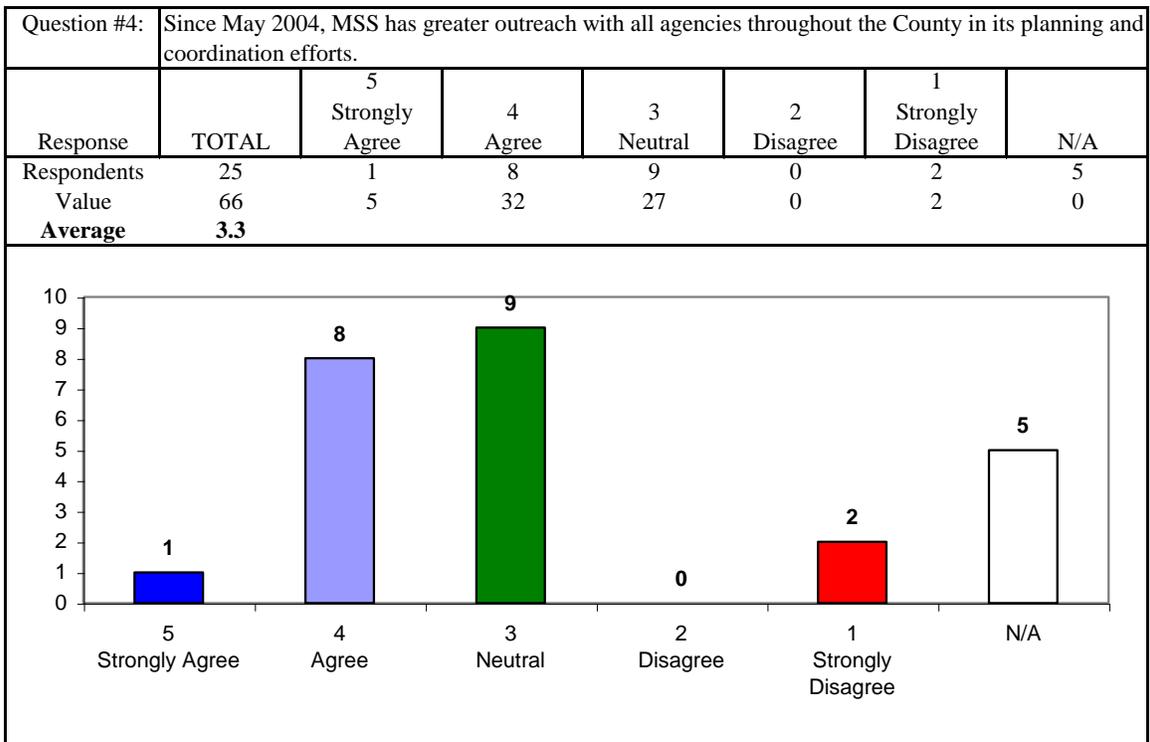
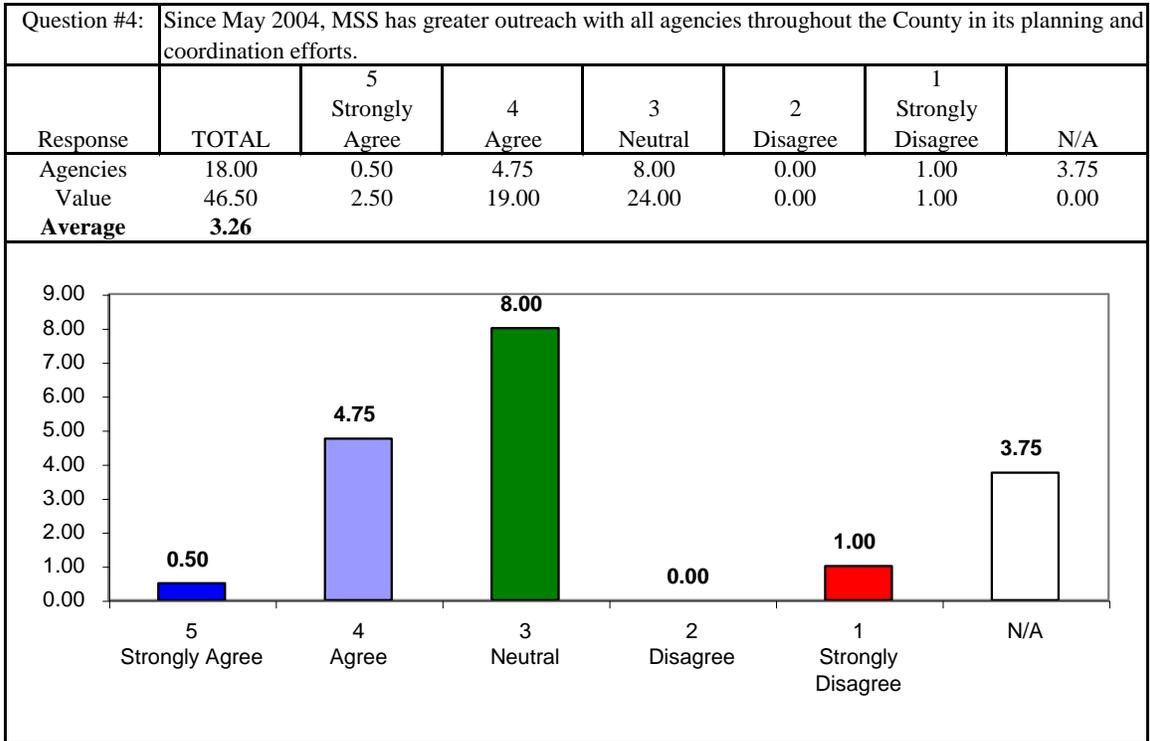
The following table presents the questions / statements receiving the highest percentage of total Agency response for either “agreement” or “disagreement”.

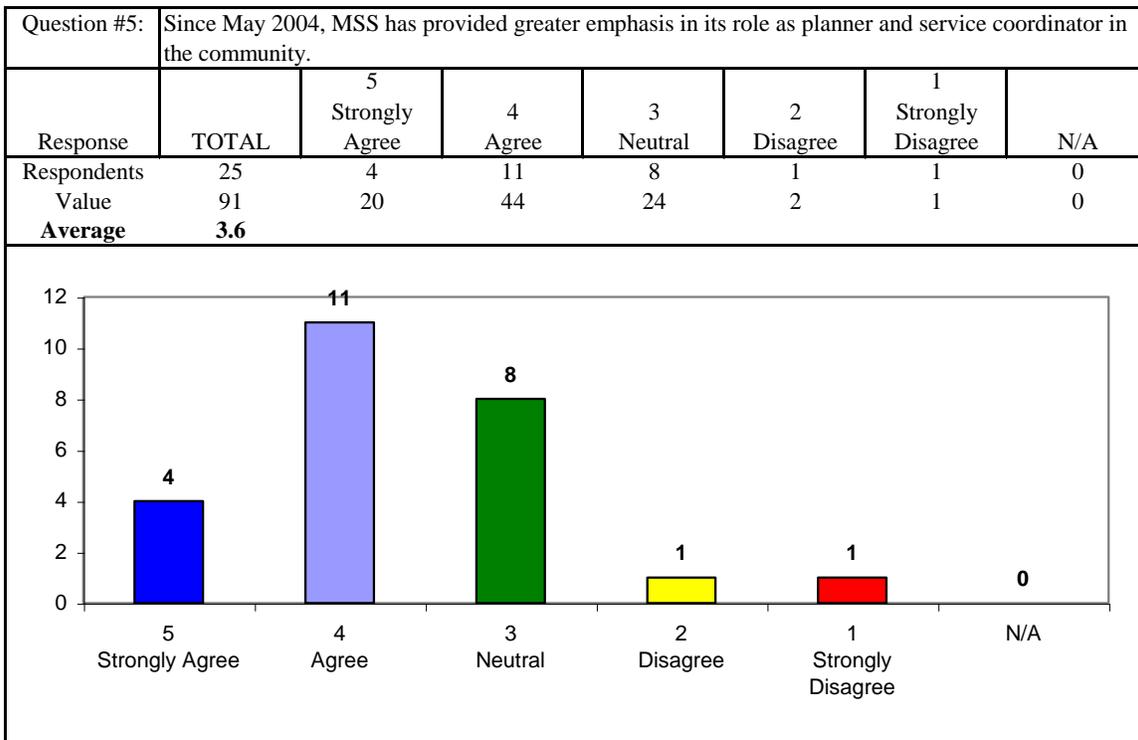
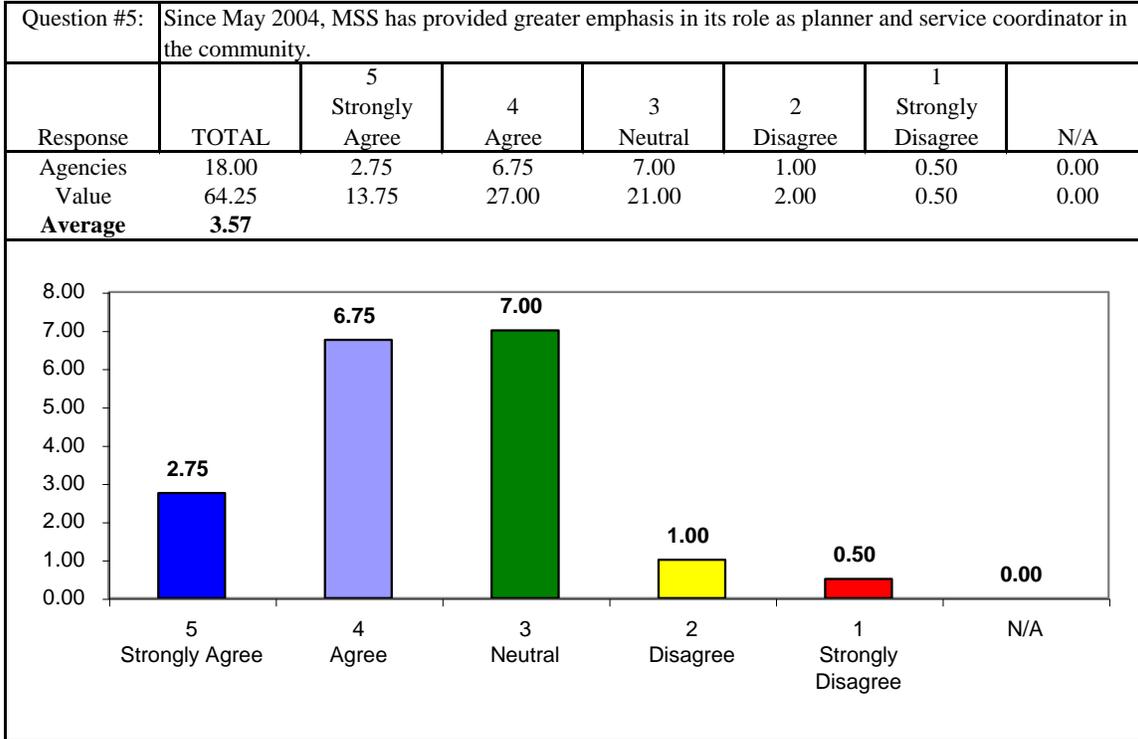
Areas of Agreement		Areas of Disagreement	
66.7%	Since May 2004, MSS has more frequent communication with my agency in areas of mutual interest.	44.4%	Since May 2004, MSS has greater outreach with my agency in its planning and coordination efforts.
59.7%	My agency is satisfied with service coordination contacts and support provided by MSS staff members.	38.9%	Since May 2004, the quality of interaction between my agency and MSS has improved.
55.6%	MSS has worked with my agency in the past year to coordinate service delivery.	33.3%	Since May 2004, MSS has added more value to my agency's efforts through its role as a service coordinator.

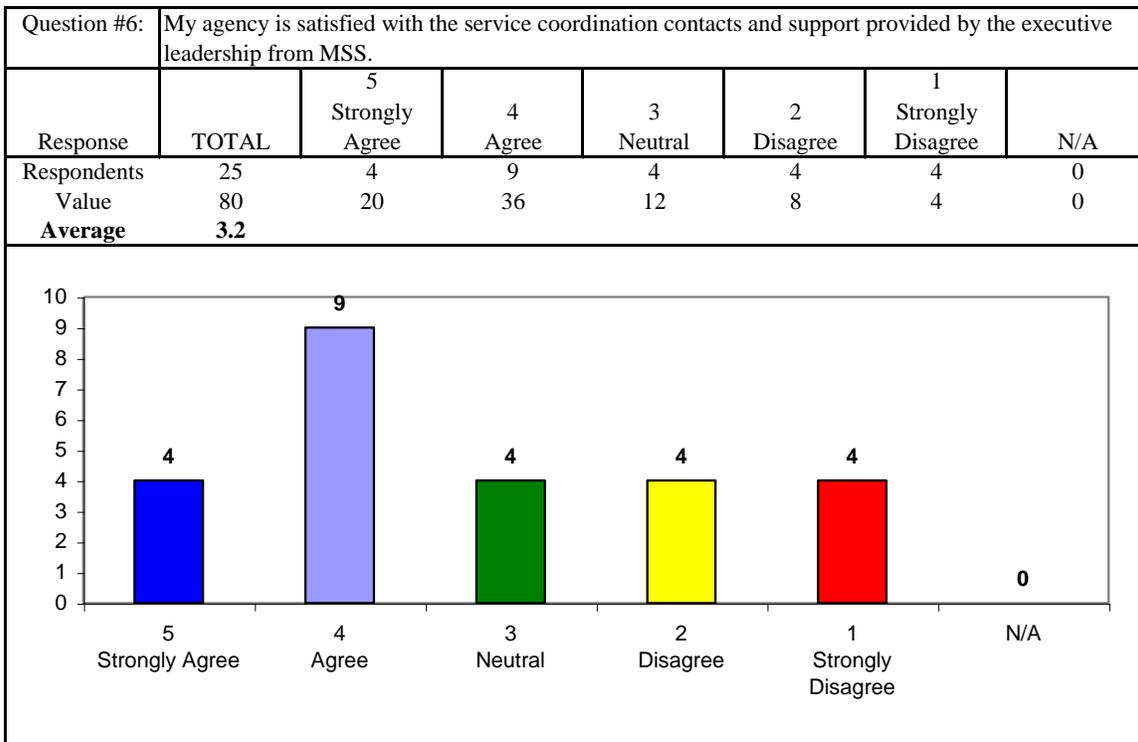
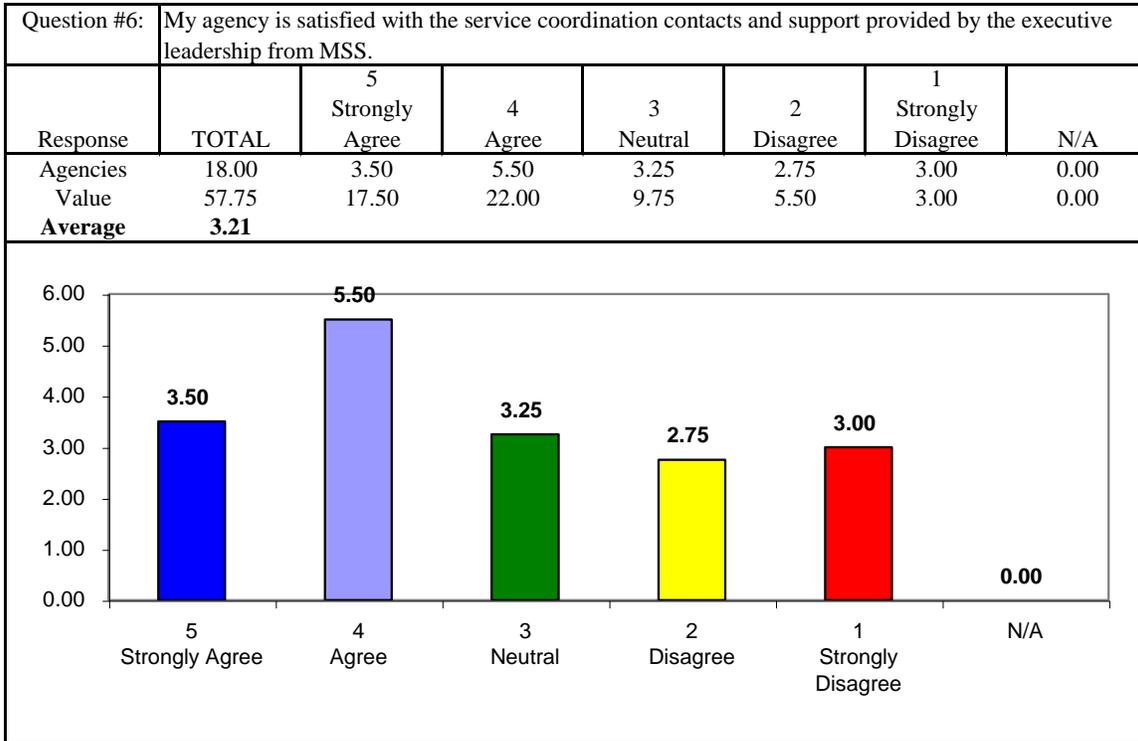


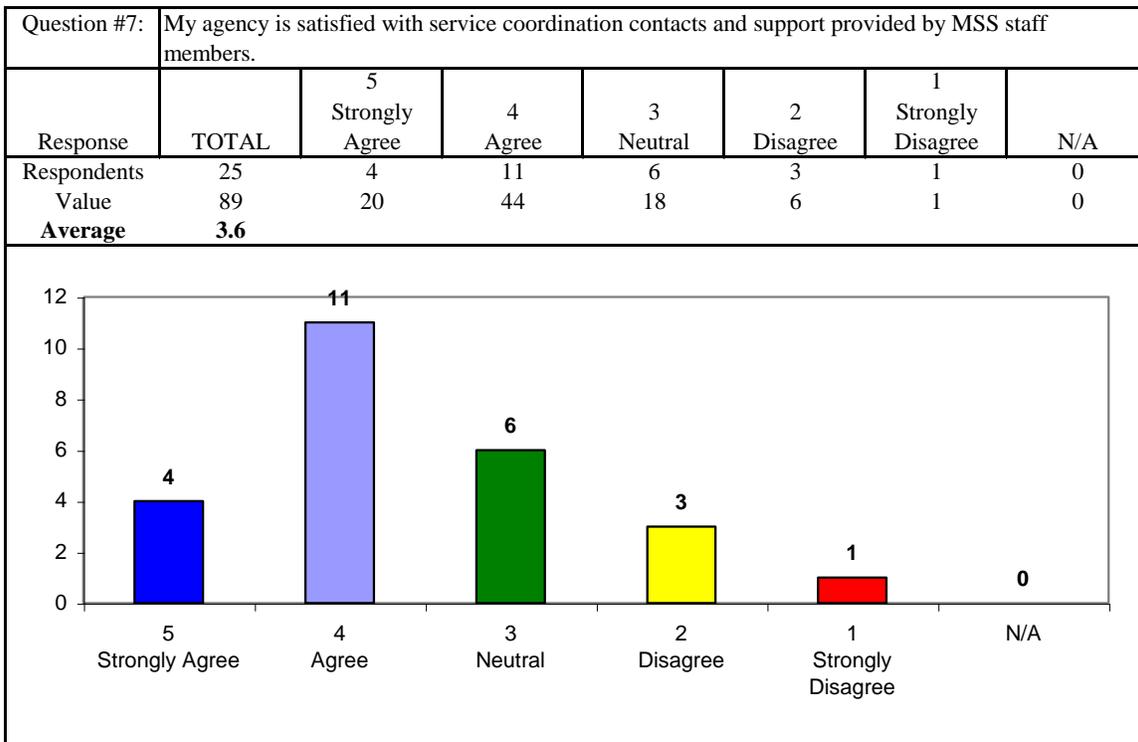
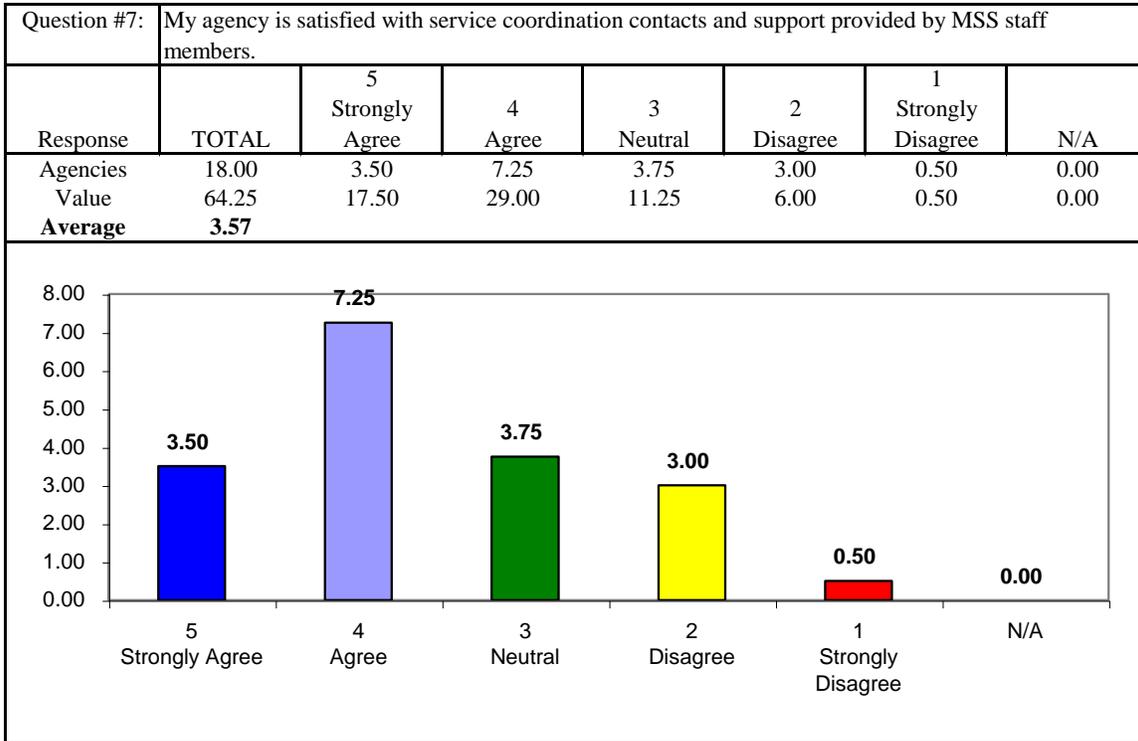


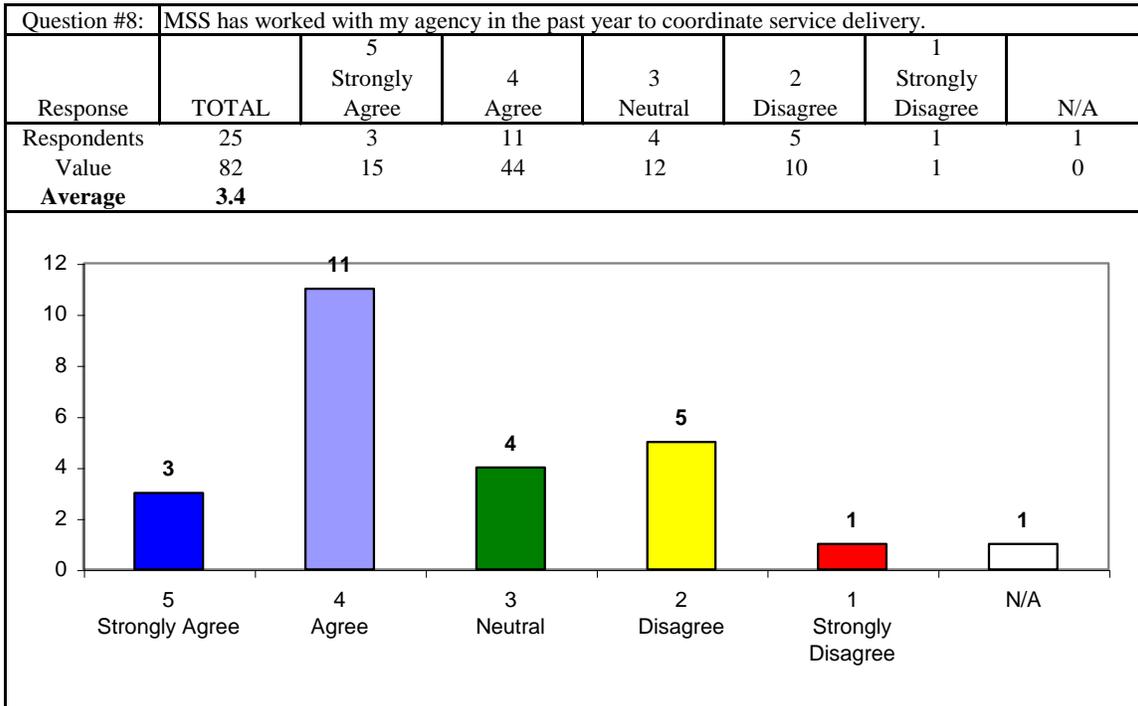
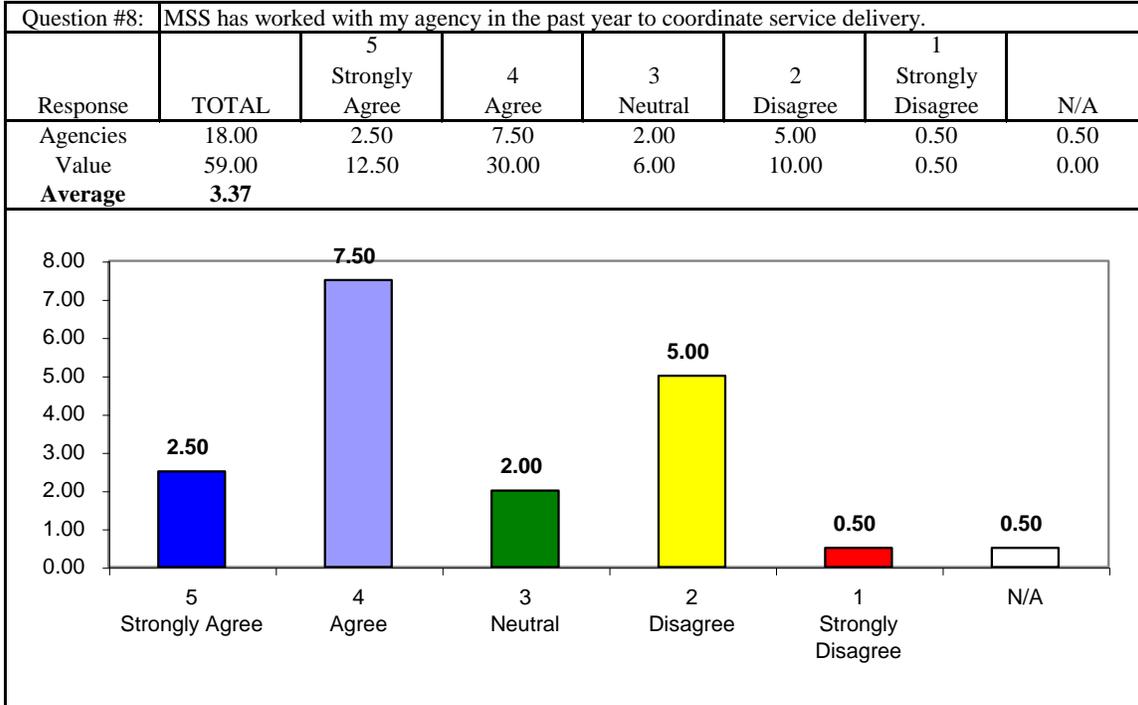


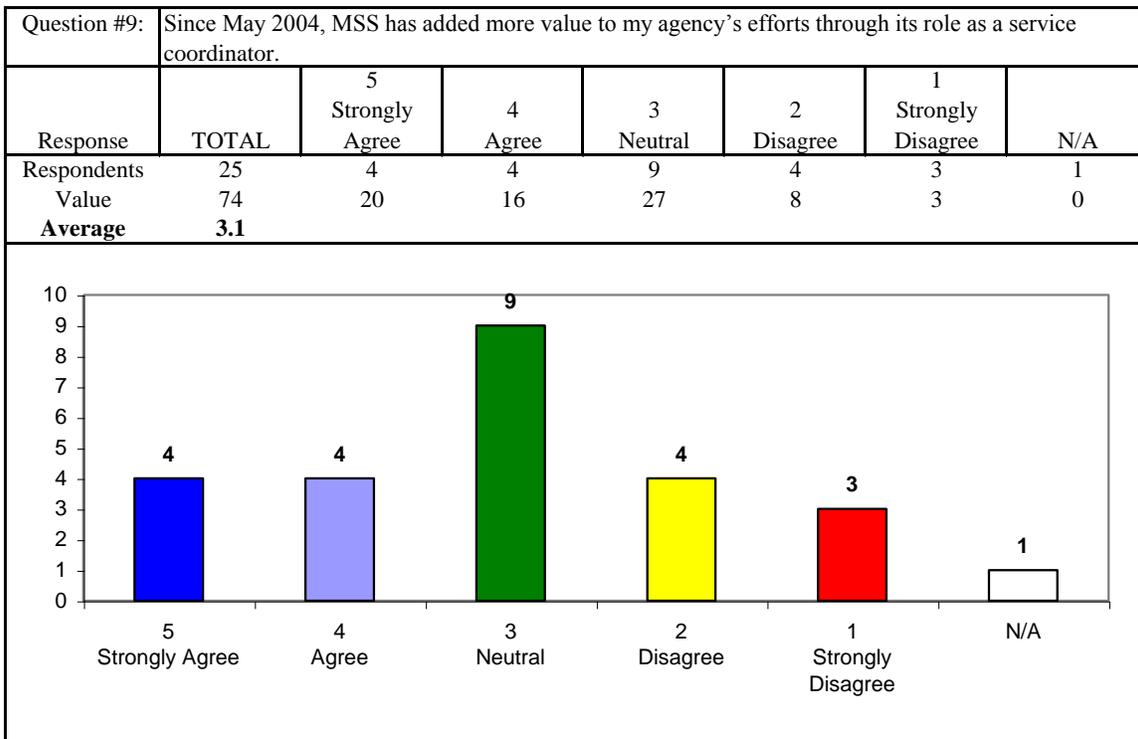
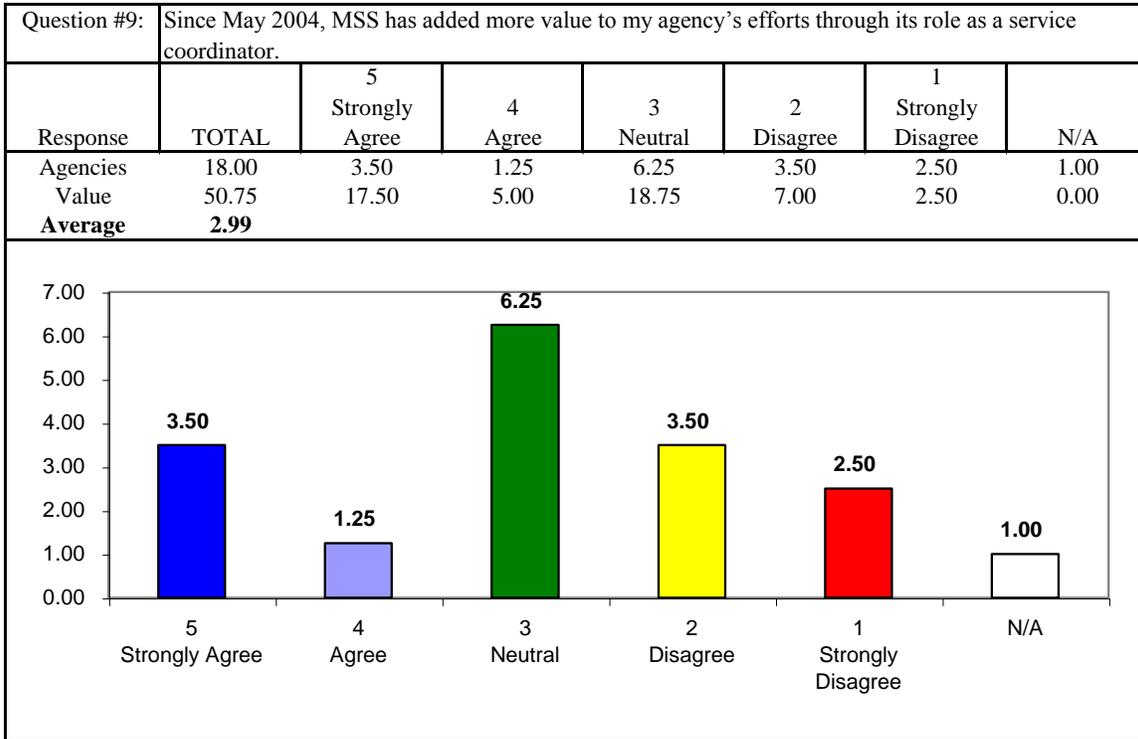












On the following pages, we present representative statements provided by survey respondents to several open-ended questions / statements:

- Question #10: Please provide 1-3 short examples of MSS success in service coordination in its working relationship with your agency.
- Question #11: Please provide 1-3 short examples of areas for improvement by MSS in service delivery coordination.
- Question #12: Other comments.

QUESTION #10: PLEASE PROVIDE 1-3 SHORT EXAMPLES OF MSS SUCCESS IN SERVICE COORDINATION IN ITS WORKING RELATIONSHIP WITH YOUR AGENCY. (REPRESENTATIVE STATEMENTS)		
POSITIVE STATEMENT	NEUTRAL STATEMENT	NEGATIVE STATEMENT
<ul style="list-style-type: none"> MSS has provided staff to serve on various United Way Committees 	<ul style="list-style-type: none"> We now handle MSS transportation instead of their separate system 	<ul style="list-style-type: none"> We have not been a target of MSS outreach or communication at all
<ul style="list-style-type: none"> MSS Director is a new United Way Board member 	<ul style="list-style-type: none"> I receive a number of e-mails re: local services - some are of interest and that are helpful 	
<ul style="list-style-type: none"> Children's Coordinator is actively involved in United Way strategic planning re: its focus on children 		
<ul style="list-style-type: none"> Actively involved in Homelessness Commission. Became lead agency to HMIS 		
<ul style="list-style-type: none"> MSS has given my agency a grant to provide services to relative caregivers - better coordination & not duplication 		
<ul style="list-style-type: none"> Some meetings / trainings have been planned and well attended 		
<ul style="list-style-type: none"> MSS School Liaison & Caseworkers work in a integrated system to address community crisis and to avoid duplication of services / resources 		
<ul style="list-style-type: none"> These workers are on-site in CBO reducing barriers to service delivery to customers 		
<ul style="list-style-type: none"> Customers can't tell if they are talking to a MSS staff of CBO staff. MSS have integrated agency's mission and philosophy into their service delivery 		
<ul style="list-style-type: none"> MSS held a coordination conference that was well done 		
<ul style="list-style-type: none"> Good referral services and timely follow up 		

QUESTION #11: PLEASE PROVIDE 1-3 SHORT EXAMPLES OF AREAS FOR IMPROVEMENT BY MSS IN SERVICE DELIVERY COORDINATION. (REPRESENTATIVE STATEMENTS)		
POSITIVE STATEMENT	NEUTRAL STATEMENT	NEGATIVE STATEMENT
<ul style="list-style-type: none"> Not at all unhappy with this department 	<ul style="list-style-type: none"> We would appreciate receiving requests for proposals when MSS is considering contracting for services 	<ul style="list-style-type: none"> MSS proposed to coordinate, collect, aggregate and analyze SS-related data across Metro departments. No real analysis to date (a real gap for this county)
	<ul style="list-style-type: none"> There is no direct service delivery by MSS. There are many social service families that are not being served 	<ul style="list-style-type: none"> Need better understanding of how homeless unit can assist other homeless service providers
	<ul style="list-style-type: none"> Staff could attend community meetings more often 	<ul style="list-style-type: none"> The hostile and uncommunicative attitude of the MSS Executive Director severely undercuts any progress the agency might have made in the community. She is a deficit to the agency
		<ul style="list-style-type: none"> Director does not understand or embrace concept of coordination - she only wants to do direct services
		<ul style="list-style-type: none"> MSS is making progress but much more needs to be done
		<ul style="list-style-type: none"> Executive leadership is unprofessional and negatively reflects on MSS and Metro Government
		<ul style="list-style-type: none"> MSS has not followed competitive bidding practices on a consistent basis. A pilot project to deliver homemaker services appears to have been "handed to" an agency chosen by MSS

QUESTION #12: OTHER COMMENTS.		
POSITIVE STATEMENT	NEUTRAL STATEMENT	NEGATIVE STATEMENT
<ul style="list-style-type: none">I believe a genuine effort is being expended by MSS to carryout this new role	<ul style="list-style-type: none">Other than the e-mails or occasional specific requests, we don't hear much from them	<ul style="list-style-type: none">MSS leadership appears to be a little self-serving & short-sighted
<ul style="list-style-type: none">Geri Robinson has done a very good job in reaching out & participating with other non-profit agencies in town		
<ul style="list-style-type: none">MSS is critical to a effective and efficient system which supports the development of healthy communities		

IV. EVALUATIVE PROCESS DISCUSSION

In this task, MAXIMUS addressed the interest of the Social Services Board in having an objective process for regularly evaluating the performance of the Department. This task included identification of appropriate performance objectives, a means for obtaining the information relating to the performance objectives, and a description of how the Board can analyze the performance information.

Given the coordinating function of the Department under the new Business Model, MSS will need to rely on persuasion to solicit external agency data collection and participation. The primary agent for the success of the coordinating function is the Executive Director. In the discussion that follows, we propose a series of qualitative considerations in assessing performance and opportunities for improvement.

The Metropolitan Government of Nashville and Davidson County has made a significant and continuing investment in the “Results Matter” planning and performance management process. MSS has recently implemented the process and plans to use this process as the primary mechanism for the identification, analysis and presentation of information to different audiences; department staff and management team; the Board and its committees; Metro government executive leadership; and, the public at large.

The consultant is familiar with the Results Matter approach from past work with Metro and has come to consider the application of the approach a “best practice” in the Metro government. We have reviewed the Metro Social Services Results Matter Plan as provided by the Department and acknowledge this as a great start towards meaningful and data-driven performance reporting. The comments that follow are not meant to

diminish that effort; instead, these comments should be interpreted as an augmentation of that effort.

With the new business model's emphasis on service coordination rather than direct service provision, MAXIMUS recommends that the agency and Metro consider the development of an over-arching Line of Business / Program for Executive Direction. The coordinating role requires more active direct involvement, agency advocacy and inter-organizational contact development than a traditional executive function responsible only for overseeing other, organizational component lines of business. This should be viewed as a statement attesting to the increased importance of the executive role in the organization under the new business model.

In the narrative that follows, we identify some of the fundamental issue areas that should be addressed by this Line of Business:

- Develop and maintain an agency strategic plan – The Executive Director should have responsibility for the coordination and development of a strategic planning process that incorporates business model objectives, community needs, environmental / financial constraints, service delivery monitoring and objective performance assessment to initiate an iterative planning cycle. Relative success determined by subjective assessment of the governing Board.
- Prepare a balanced budget and annual operating / tactical plan – A required product of the strategic planning effort is the translation of the strategic plan into an annual operating plan that can tactically achieve enumerated and measurable results. Relative success determined by objective assessment of the governing Board.
- Develop policy recommendations – Effectively develop, manage and present policy alternatives and structure decisions for governing Board action. Relative success determined by subjective assessment of the governing Board.
- Support internal management communication – Facilitate management communications through regular meetings with executive management team. Relative success determined by subjective assessment of management team feedback to the governing Board.
- Assume responsibility for agency management – Relative performance of subordinate department heads / middle manager direct reports in meeting

- objectives their objectives. Relative success objectively derived from subordinate manager performance appraisals.
- Assume responsibility for agency operations – Annual performance of Department in meeting annual objectives within staff and budget constraints. Relative success determined by subjective assessment of the governing Board.
 - External Agency Satisfaction – Success of coordinating function directly related to executive management success in developing effective outreach and communication with external agencies. Relative success determined through annual, web-based, anonymous survey of external agency partners.
 - Client Satisfaction – Assessment of client satisfaction incumbent on external agency participation. Executive management held responsible for (to predetermined degree) for successful independent action and coordinated activities of external service providers as they succeed / fail to meet client needs
 - Staff Satisfaction – Executive management responsible for recruitment, retention, development and motivation of professional management and staff member team. Relative success determined through assessment of staff turnover, exit interviews, and anonymous employee satisfaction surveys.

ATTACHMENT A

External Agency Survey Document

**METRO NASHVILLE
SOCIAL SERVICE AGENCY SURVEY
METRO DEPARTMENT OF SOCIAL SERVICES COMMUNITY OUTREACH**

Metro Nashville has hired the consulting firm MAXIMUS, Inc. to review the status of implementation of various recommendations from the management audit of the Department of Social Services, issued May 2004. This survey solicits your feedback on the following areas: your perceptions regarding the quantity and quality of MSS outreach to your agency; your perceptions regarding changes in the planning and working relationships between your agency and MSS; and, your suggestions for further improvements in planning and working relationships. **The individual responses to the survey are confidential and will not be released to the Metropolitan government or the public. Aggregated responses will be incorporated into the final report to the Metropolitan government.** Please provide contact information so that we can track survey replies and respond to your questions. We may contact individual agencies for additional information or clarification of responses. When you have completed your survey form, please seal it in the enclosed, stamped envelope *and return it no later than Feb. 16, 2007 to: Mark Olson, MAXIMUS, Inc., 409 West Huron, Suite 400, Chicago, IL 60610-3401. You may also fax your reply to MAXIMUS at 312-988-3370.*

Agency:	Respondent (Name & Phone):
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	Please check the box stating how strongly you agree or disagree with the following statements	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	N/A
1	Since May 2004, MSS has more frequent communication with my agency in areas of mutual interest	<input type="checkbox"/>					
2	Since May 2004, the quality of interaction between my agency and MSS has improved.	<input type="checkbox"/>					
3	Since May 2004, MSS has greater outreach with my agency in its planning and coordination efforts	<input type="checkbox"/>					
4	Since May 2004, MSS has greater outreach with all agencies throughout the County in its planning and coordination efforts.	<input type="checkbox"/>					
5	Since May 2004, MSS has provided greater emphasis in its role as planner and service coordinator in the community	<input type="checkbox"/>					
6	My agency is satisfied with the service coordination contacts and support provided by the executive leadership from MSS.	<input type="checkbox"/>					
7	My agency is satisfied with service coordination contacts and support provided by MSS staff members.	<input type="checkbox"/>					
8	MSS has worked with my agency in the past year to coordinate service delivery.	<input type="checkbox"/>					
9	Since May 2004, MSS has added more value to my agency's efforts through its role as a service coordinator.	<input type="checkbox"/>					
10	Please provide 1-3 short examples of MSS success in service coordination in its working relationship with your agency:						
11	Please provide 1-3 short examples of areas for improvement by MSS in service delivery coordination:						
12	Other comments:						

--Thank you for your response to this form--