



FULTON COUNTY, GEORGIA

OFFICE OF INTERNAL AUDIT

FULTON COUNTY HOUSING AND HUMAN SERVICES

OFFICE OF AGING

FULTON COUNTY SENIOR COLLABORATIVE, LLC

PERFORMANCE AUDIT

August 30, 2010

Table of Contents

	Page
Introduction	1
Objective	1
Scope	1
Methodology	1
Background	2
Case Management	2
Senior Center Management	3-4
Home Repair	4
Home Delivered Meals	4-5
Volunteer Services	5
Performance Goals Accomplishments	5-6
Finding/Recommendations	6-8
Conclusion	8

Introduction

Fulton County Senior Collaborative, LLC (the Collaborative) is a joint venture between Senior Citizens Services of Metropolitan Atlanta (SCS), Visiting Nurses Health Systems, and Open Hand Atlanta. The Collaborative and Fulton County Department of Housing and Human Services Office of Aging (Office of Aging) entered into a contract to provide a service delivery system to older persons in Fulton County. The system is designed to secure and maintain maximum independence and dignity within a home environment for older persons capable of self-care with appropriate supportive services. The system is further designed to remove individual and social barriers to economic and personal independence for older persons and to provide specified services to eligible individuals who reside in Fulton County.

Objective:

Review all existing services for older persons in Fulton County that are provided by the Collaborative, quantify the level of service provided, assess the quality of services, and provide useful recommendations to enhance the effectiveness of services provided.

Scope:

The period covered by this performance audit is July 1, 2008-June 30, 2010.

Methodology:

During our performance audit of the Collaborative, we examined evidence to determine compliance with the contracts, policies, and procedures. We also reviewed data collected by each entity of the Collaborative to show the performance of services through client surveys, performance reviews, and peer reviews. Interviews were conducted with management to determine the effectiveness of the joint venture based on their perspective.

Based on materiality, we reviewed monthly reports submitted to the Office of Aging by the Collaborative. The reports were randomly selected as follows:

- Six months of monthly reports from the Collaborative.
- Six months of service/unit logs from Visiting Nurses Health Systems and Open Hand Atlanta for review of case management services, volunteer services, home delivered meal delivery and selected 15 clients from each service/unit log.
- Six months of service/unit logs from Senior Citizens Services to examine senior center management and congregate meals. We selected two senior centers for each month and chose 15 clients from each center.
- Four months of Home Repair reports from Senior Citizens Services for review and selected 10 clients from each report.

Background:

Fulton County commits funding to provide services through the Georgia Department of Human Services. The Fulton County Senior Collaborative, LLC is reimbursed by Fulton County based on unit reimbursable services and non-unit reimbursable services. Unit reimbursable services are based upon actual units of services provided and reported. Non-unit reimbursable services are reimbursed monthly 1/12 of the contract total for each service, if the average monthly minimum service levels are met. Fulton County Senior Collaborative, LLC met those monthly service levels each month during the 2008-2009 and 2009-2010 fiscal years.

Visiting Nurses Health System - Case Management

Case management helps older persons and their family members determine long term care needs and access the resources available through the Care Management Program handled by the Visiting Nurses Health System. In-home assessments and evaluations are performed by professional care managers to locate the right services and provide ongoing follow ups and monitoring. The measurement for recording the number of units of case management is 1 unit equals 15-minute increments of time. Below is the proposed number of units for Case Management per the contract and actual number of units the service provided for the 2008-2009 and 2009-2010 fiscal years.

Service	FY 2009			FY 2010		
	Proposed Number of Units	Actual Units Served	Actual % to Proposed Units	Proposed Number of Units	Actual Units Served	Actual % to Proposed Units
Case Management (Non-unit reimbursable)	17,352	16,963	97.76%	17,352	16,638	95.89%

A Client Satisfaction Survey of Fulton County Case Management was performed in 2010 by Social Work PRN, an external contract agency for social workers. A total of 222 (29%) clients were surveyed out of 777 clients that received services. Responses revealed that 196 (88%) clients were satisfied with case management services and 26 remained neutral. Out of the 222 comments provided by the surveyed clients about the case management services, 210 were positive (95%). Visiting Nurses Health System also receives quarterly peer reviews on client charts that assess performance indicators on a quarterly basis. Once the performance indicators are reviewed and results are determined, a corrective action plan is created for case managers and staff.

Senior Citizens Services - Senior Center Management

Senior center management provides numerous facility management services which include eight local community senior centers, congregate meals, nutrition counseling, and nutrition education which are administered by Senior Citizens Services of Metropolitan Atlanta. The measurement to record the number of units of senior center management is the quantity of congregate meals served and daily attendance at the senior centers. Below is the proposed number of units for Senior Center Management per the contract and actual number of units the service provided for the 2008-2009 and 2009-2010 fiscal years.

Service	FY 2009			FY 2010		
	Proposed Number of Units	Actual Units Served	Actual % to Proposed Units	Proposed Number of Units	Actual Units Served	Actual % to Proposed Units
Senior Center Management (Non-unit reimbursable)	63,000	68,449	108.65%	63,000	66,882	106.16%

Senior Citizens Services (SCS) uses focus groups to collect feedback from current and potential clients to better understand the challenges seniors are facing. In addition they inquire about how well SCS services are being provided and collect ideas for new services that would be beneficial to them. Some items noted in the March 2010 Focus Group Feedback Report are:

- The groups gave SCS high marks for services and emphasized how important the SCS programs were for the quality of their life.
- Participants discussed challenges and concerns of aging and most were worried about security and expressed fear of crime.
- Many suggested that they would like meals 7 days a week, kitchens in centers where seniors can cook their own meals, upgrades to restrooms, crime prevention, and neighborhood watch.
- The participant's impressions of SCS but many were positive but many were not aware of how SCS programs differed from other senior programs.

Senior Citizens Services conducted a Participant Satisfaction Survey in February 2010. The survey noted:

- Out of 216 respondents, the survey indicated that 31% attend five days a week, 38% attend four days a week, 22% attend three days a week, 8% attend two days a week, and 1% attends one day a week.
- Ninety-six percent of the 189 respondents indicated that they participated in Health in Wellness Programs at the senior centers.

- Ninety-five percent of the 201 respondents participate in socializing as an activity at the senior centers.
- Twenty-four of the respondents indicated that they are pleased with their center and 49% expressed there was nothing they like least about their center.
- Eighty-five percent of respondents noted lunch served at the centers as good and the overall rating of the center was considered excellent by 67% of respondents.

A center-by-center satisfaction survey was conducted in June 2009. On a scale of 10 (highest) the average satisfaction score for eight centers were 8.9.

Senior Citizens Services - Home Repair

The Home Repair Program is coordinated by Senior Citizens Services and help seniors to repair and maintain their homes when they are unable to do so for themselves. This allows the individual to remain independently in their own homes. The measurement used for recording the number of units for the home repair is based on the actual number of homes repaired. Below is the proposed number of units for Home Repairs per the contract and actual number of units the service provided for the 2008-2009 and 2009-2010 fiscal years.

Service	FY 2009			FY 2010		
	Proposed Number of Units	Actual Units Served	Actual % to Proposed Units	Proposed Number of Units	Actual Units Served	Actual % to Proposed Units
Home Repair (Unit reimbursable)	200	194	97%	300	394	131.33%

In fiscal year 2009 and 2010, a Home Repair Survey was conducted. When surveyed participants indicated the following:

	<u>2009</u>	<u>2010</u>
The Home Repair project was very helpful	88%	86%
Their overall experience was excellent	81%	74%
The repairs completed were excellent	79%	78%
The Home Repair Program help them to maintain independence	98%	100%

Note: There were 238 respondents in 2009 and 37 in 2010.

Open Hand Atlanta - Home Delivered Meals

Open Hand Atlanta provides the distribution of home-delivered meals, health and wellness. The extent for recording of the units of home delivered meals is supported by the quantity of meals delivered. Below is the proposed number of units for Home Delivered Meals per the contract and actual number of units the service provided for the 2008-2009 and 2009-2010 fiscal years.

Service	FY 2009			FY 2010		
	Proposed Number of Units	Actual Units Served	Actual % to Proposed Units	Proposed Number of Units	Actual Units Served	Actual % to Proposed Units
Home Delivered Meals (Unit reimbursable)	160,300	142,888	89.13%	176,315	155,489	88.19%

The Georgia State University Nutrition Coordinated Program (CP) implemented and analyzed a survey focused on recipient satisfaction of nutrition services in the summer of 2009. The Coordinated Program was provided the telephone numbers of seniors receiving home delivered meals by Office of Aging. Approximately 1,700 seniors who receive congregate and home delivered meals were surveyed. Results from the phone survey indicated that about 95% of the seniors was satisfied with the taste, smell, appearance, temperature, variety, and the overall quality of the food and would recommend the same meal to a friend or family member.

Senior Citizens Services & Open Hand Atlanta - Volunteer Services

Volunteer services are provided through Senior Citizens Services and Open Hand Atlanta. Volunteers assist with transportation, preparing meals, senior center activities, repairing homes, and various other services. The number of hours served by each volunteer determines the number of units for volunteer services. Below is the proposed number of unit for volunteer services per the contract and actual numbers of units the services provided for the 2008-2009 and 2009-2010 fiscal years.

Service	FY 2009			FY 2010		
	Proposed Number of Units	Actual Units Served	Actual % to Proposed Units	Proposed Number of Units	Actual Units Served	Actual % to Proposed Units
Volunteer Services (Unit reimbursable)	14,150	14,654	103.56%	14,150	17,520	123.81%

Performance Goals Accomplished by the Fulton County Senior Collaborative, LLC

Fulton County Senior Collaborative impacts approximately 2,000 older persons annually. They served more than 500,000 units in Fulton County for fiscal years 2008-2009 and 2009-2010 combined. The Office of Aging provides an initial assessment of older persons to refer to the Collaborative based on needs. From June 2009 until July 2010 there were a total of 450 referrals clients assessed and only 4.89% of clients did not meet the level of care or were refused services. Management of the Collaborative also noted the following performance goals accomplished:

By sharing volunteer resources and streamlining services, the Fulton Collaborative has maximized community dollars by lowering the total cost of services in Fulton County. The relationships that have been strengthened through the collaboration have significantly reduced bureaucracy to afford seniors in central Fulton County many resources that would otherwise require lengthy and expensive formal agreements. Not only has the collaboration led to improved service quality for the clients served, but it has also freed resources of each partner and allowed them to provide services to seniors beyond those stipulated in the contractual agreement with the County.

In regional meetings about aging services, the Fulton Collaborative is often cited as a best practice example, as compared to other county's aging services, of the depth, breadth, and quality of services that are provided to all seniors. Because close professional relationships have been forged between them, each partner is able to access the strengths and resources of the others as needs arise.

SCS has enlisted the expertise of both Open Hand and Visiting Nurse to enhance programs at the neighborhood senior centers. Open Hand's registered dietician provides monthly nutrition education classes at each of the eight senior centers and is available to provide nutrition counseling for homebound seniors upon referral from a Visiting Nurse case manager. Likewise, an LPN from Visiting Nurse provides monthly health education classes at the senior centers, and Visiting Nurse case managers make monthly visits to the centers to assist seniors with accessing community resources. Visiting Nurse also provides a nurse to make home visits to seniors upon referral from case managers and upon hospital discharge to provide disease management.

The Fulton County Senior Collaborative has recently invested time and resources to transition Visiting Nurse's in-house food pantry to the Collaborative in order to serve more people. While Fulton County funding allows for one meal per day, there is a great need for additional nutritious meals for many seniors. To meet this need, the partners have leveraged their respective expertise and resources to create a system to expand a food assistance program in the form of nutritious pantry bags to seniors and their extended families residing with them.

Findings and Recommendations

Finding 1 - Inaccurate Number of Units Billed

The contract between Fulton County Senior Collaborative, LLC and Fulton County Board of Commissioners, Article III A-B, states that the contractors should submit reimbursement requests with supportive monthly reports along with the reimbursement request. The reimbursement request should be based on actual units of service provided. During our review of Senior Citizens Services' monthly reports, unit logs of attendance and unit logs of congregate

meals served, we noted several instances in which the supporting documentation showing the number of units served did not agree with the number of units billed. The lack of oversight, internal controls, and supervisory review of the reports by SCS and senior center managers caused the number of units billed to Fulton County to be inaccurate.

Recommendation

All monthly reports submitted should agree to supporting documentation. Senior center managers should review attendance and congregate meal logs to ensure that the accurate number of units is recorded on the service/unit logs. Another review of monthly reports and supporting documentation should be conducted by SCS before submission to the Office of Aging. The Office of Aging should also provide adequate monitoring of the Collaborative on a regular basis.

Finding 2 - Lack of Internal Controls

An internal control procedure should exist that ensures that the case managers' time is verified and accurate. During the review of Visiting Nurses Health Systems' monthly reports and service/unit logs, we observed a potential internal control weakness in the process of recording case management time. Case managers submit their logs to the Program Operations Manager electronically. The information is compiled without verification or a supervisory review. This process does not verify the integrity of the data and monthly reports submitted to Fulton County.

Recommendation

The Director should develop sufficient internal controls for reviewing and verifying monthly reports and supporting documentation submitted to Fulton County.

Finding 3 - Incomplete Files

The Home Repair Program client files should contain information regarding qualification assessments, senior eligibility documentation, work agreements, insurance assessments, and repair and maintenance costs. Based on our review of a sample of files we noted:

- Thirty-four paint cards were missing from the 41 files tested. The paint cards list the clients' responsibilities for paint projects and documents their understanding.
- A six-month follow-up inspection is important to ensuring that the work performed was quality work, as volunteers perform a portion of the work. There were no six-month follow-up inspections performed.
- Seven files did not contain qualification assessment documentation, six files had no signed work agreements, and two files had no file check lists.

The above discrepancies occurred as a result of Senior Citizens Services not adhering to operating procedures. The check list maintained in each file documents the procedures to be followed, including the six-month follow-up inspections. By not following procedures and maintaining the appropriate documentation in the files, the overall effectiveness of the Home Repair Program is difficult to gauge.

Recommendation

All client files should contain required documentation for receiving services from the Home Repair Program, and six-month follow-up inspections should be performed.

Finding 4 - Direct Labor Hours

The direct labor hours charged to the Home Repair Program for repairs should be properly supported and reasonable. We could not confirm the total number of direct labor hours used to compute the direct labor rate. The schedule of standard labor hours was not updated to reflect items of work, such as water removal, plumbing repairs, and other frequently repaired items. Therefore, we were unable to determine if some categories of direct labor hours were reasonable.

Recommendation

The schedule of standard labor hours should be updated on a regular basis to reflect current standard labor hours.

Finding 5 – Lack of Monitoring

The Office of Aging should provide proper oversight and monitoring for contractors in which they provide funding. During our review of the Collaborative, we noted that the Office of Aging does not conduct regular monitoring site visits and performs minimum assessments. The lack of supervision could result in poor quality of performance of the Collaborative.

Recommendation

The Office of Aging should conduct regular site visits and complete on-going evaluations of all contractors.

Conclusion

We noted a number of weaknesses in four areas: 1) number of units billed, 2) lack on internal controls, 3) incomplete files, 4) direct labor hours, and 5) lack of monitoring.

We would like to thank management and staff from the Fulton County Senior Collaborative, LLC for their timely cooperation and assistance during the audit.

