

Compliance Audit

of the

Commonwealth of Pennsylvania  
Department of Public Welfare  
Medicaid Eligibility

*Allegheny County Assistance Office  
Three Rivers District*

Audit Period

January 1, 2005 to April 13, 2007





Compliance Audit

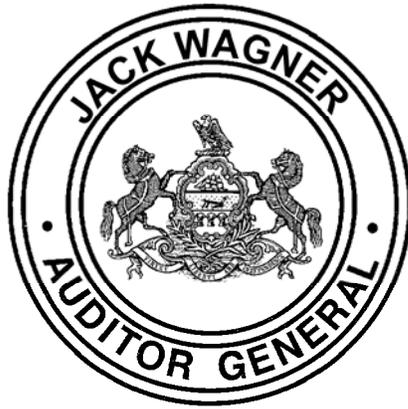
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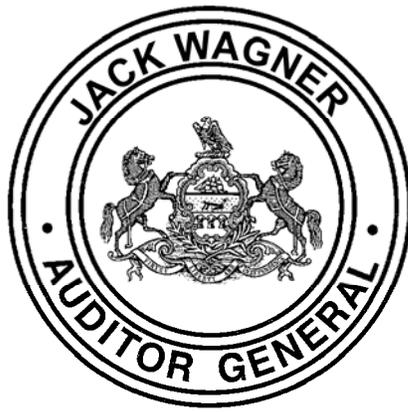
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## **Report of Independent Auditors on Compliance**

The Honorable Edward G. Rendell  
Governor  
Commonwealth of Pennsylvania  
Harrisburg, Pennsylvania 17120

Dear Governor Rendell:

We have conducted a compliance audit of the Allegheny County Assistance Office (CAO), Three Rivers District, pursuant to the authority of Title 55, Chapter 109 of the Pennsylvania Code. The audit period was January 1, 2005 through April 13, 2007. The objectives of our audit were:

- 1) To determine whether the CAO made proper eligibility determinations for recipients of Medicaid based on Department of Public Welfare (DPW) policies and procedures, while evaluating the CAO's implementation of the Medicaid Eligibility Determination Automation (MEDA) system; and
- 2) To determine whether the CAO obtained and properly recorded all third-party liability in the Client Information System.

When recipients are not eligible for Medicaid, the cost to Pennsylvania taxpayers of the resulting improper payments could be significant. For individuals in a managed care organization (MCO), a set monthly capitation fee is paid to the MCO even if the recipient did not receive services during the period of ineligibility. For individuals not in a MCO, the amount of improper payments depends on the types of services, such as prescriptions, hospitalization, dental services, and other medical services received by individuals during periods of ineligibility. It should be noted that payments made on behalf of ineligible recipients cannot be recouped by the Commonwealth from the MCO or from individual providers.

Report of Independent Auditors on Compliance (Continued)

A burden of improper Medicaid payments to taxpayers also occurs when CAOs do not obtain and record sources of existing Third Party Liability (TPL) insurance into the system. Medicaid law states that Medicaid funds should not be paid for services covered by TPL insurance - in other words, Medicaid funds should only be paid as a last resort when other sources are not available. When CAOs do not obtain and record sources of existing TPL insurance into the system, DPW's Medicaid payment system is unaware of the TPL insurance and pays for services or pays capitation fees that should not be paid with Medicaid funds.

Our audit resulted in the following findings.

Finding No. 1 - Failure To Make Proper Medicaid Eligibility Determinations

Finding No. 2 - Failure To Obtain And/Or Properly Record All Third Party Liability On The Client Information System

During the October 19, 2007 exit conference, we reviewed these findings and recommendations with the Allegheny CAO, Three Rivers District, representatives. We have included the CAO and DPW comments, where applicable, in this report.

Sincerely,

JACK WAGNER  
Auditor General

January 29, 2008

**Commonwealth of Pennsylvania  
Department of Public Welfare  
Allegheny County Assistance Office  
Three Rivers District**

**BACKGROUND INFORMATION**

## ***Background Information***

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The Department of Public Welfare (DPW) is responsible for the administration of public assistance benefits to needy recipients in Pennsylvania. Benefits include cash assistance, food stamps and Medicaid. Cash assistance is grant money which falls into two categories: Temporary Assistance to Needy Families (TANF), a federally-funded program which provides money to families with dependent children who are needy because financial support is not available from one or both parents, and General Assistance (GA), a state-funded program which provides money primarily to single individuals and childless couples who do not have enough income to meet their basic needs and who do not qualify for TANF. The Food Stamp program is designed to offer assistance to low-income households in order to raise their level of nutrition. It is federally funded and operated jointly by the U.S. Department of Agriculture, Food and Nutrition Service, and DPW. Medicaid is the federal health care program for families and individuals with low income and resources. It is funded jointly by both the state and the federal government. DPW administers the program while the federal Centers for Medicare and Medicaid establishes requirements for service delivery, quality and eligibility standards.

Eligibility determinations are based on federal and state regulations specifying which individuals qualify for a program and the amounts for which they qualify. The Code of Federal Regulations (CFR) contains the applicable federal regulations. The Pennsylvania Code, which includes DPW's Cash Assistance Handbook, Medicaid Eligibility Handbook and Supplemental Handbook contain the applicable state regulations.

Once an applicant is determined eligible for benefits, relevant information about the recipient is recorded and maintained in DPW's Client Information System (CIS), where benefit information is maintained based on eligibility status and category of aid. The CAO performs a "renewal" or annual review, to determine continued eligibility for benefits.

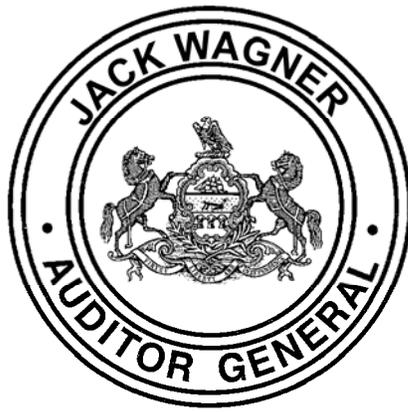
CAO personnel utilize DPW's Income Eligibility Verification System (IEVS) to compare income and resource information with income and resource information obtained from outside sources. IEVS is updated quarterly with information from several sources including wage information from the Social Security Administration, and tax and unearned income information from the Internal Revenue Service. CAO caseworkers are to review this information at the time of application, when the recipient submits his or her semi-annual report (SAR) and at the annual renewal. Caseworkers receive an alert when they are required to review wage information received between the application date, the SAR and the renewal. However, IEVS only sends caseworkers an alert when there is

## ***Background Information***

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wage information from a new or additional employer. IEVS does not provide caseworkers an alert when there is an increase in wages from ongoing employment even though the wage increase could affect a recipient's eligibility. Consequently, information that could affect a recipient's continued eligibility for Medicaid benefits is not reviewed until the recipient's SAR or annual review.

DPW recently implemented the Medicaid Eligibility Determination Automation (MEDA) system which was designed to automatically determine the level of Medicaid coverage based on demographic, resource and income information entered by the caseworker. Prior to this implementation, the caseworker made manual calculations to determine Medicaid eligibility.



**Commonwealth of Pennsylvania  
Department of Public Welfare  
Allegheny County Assistance Office  
Three Rivers District**

**OBJECTIVES, SCOPE AND METHODOLOGY**

## ***Objectives, Scope And Methodology***

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To achieve our audit objectives regarding eligibility we obtained a quarterly data file from the Department of Public Welfare of all recipients determined by the CAOs to be eligible for Medicaid benefits as of September 30, 2006. We selected a random sample of 150 cases from the 10,115 cases related to the Allegheny CAO, Three Rivers District, represented in the data file. Our audit period was January 1, 2005 to April 13, 2007, however in cases where we determined an ineligible individual was receiving Medicaid benefits, we expanded our test work through the last date of his or her ineligibility.

For each case selected in our sample, we tested certain aspects of eligibility and evaluated the CAO's examination and recording of third party liability to determine compliance with DPW regulations, governing laws, and administrative policies. We also tested cases that changed category when they were converted to MEDA to evaluate whether MEDA made the proper category determination.

The criteria we used to test cases in our sample included the Medicaid Eligibility Handbook, the Income Eligibility Verification System (IEVS) Manual, and the Client Information System Manual.

Due to the Internal Revenue Code paragraph 6103 regarding safeguarding of certain tax information, we are not authorized to have access to all information that contains wage and unearned income from the IRS. This scope limitation prevents us from confirming that all resources were included in calculating recipients' eligibility for benefits.

**Commonwealth of Pennsylvania  
Department of Public Welfare  
Allegheny County Assistance Office  
Three Rivers District**

**FINDINGS AND RECOMMENDATIONS**

## ***Findings and Recommendations***

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Our audit testing included 150 out of 10,115 Medicaid cases. Cases where a significant number of deficiencies occurred are discussed in the following findings:

### **Finding No. 1 - Failure To Make Proper Medicaid Eligibility Determinations**

During our audit we found that CAO personnel improperly determined recipient eligibility in 35 of the 150, or 23% of the cases we tested. Recipients in these cases were either over the income limit or did not meet other conditions of eligibility such as age limitation, citizenship, disability or family relationship requirements. In 27 of these cases, recipients were not eligible for Medicaid benefits. In 19 of these 27 cases, benefits were paid for recipients while they were ineligible. As a result, improper payments of \$70,507 were issued to both managed care organizations and individual providers on behalf of recipients,<sup>1</sup> as shown in Table 1 beginning on page 11 of this report. Specifically, \$66,151 was issued to managed care organizations in the form of capitation payments and \$4,356 was issued to providers in the form of medical claims paid. Payments made on behalf of ineligible recipients cannot be recouped by the Commonwealth from MCOs or from individual providers. In addition, we found no evidence that recoveries for Medicaid are pursued by DPW or referred for collection to the Office of Inspector General. Consequently, it is important for DPW to monitor recipients' eligibility, immediately identify ineligible recipients, and stop payment of benefits on their behalf.

In 8 of the 35 cases, the recipients were not in the proper Medicaid category of aid. Failure to place recipients in the proper category of aid could result in recipients receiving services for which they are not entitled, or being denied services for which they are entitled. Because we do not have access to all wage and unearned income information as noted in our scope limitation on page 8 of this report, we were not able to ascertain whether CAO personnel utilized all available wage and unearned income information to determine Medicaid eligibility. As a result, additional improper payments could have been made and not discovered during our audit.

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<sup>1</sup> In a fee-for-service environment providers are paid directly for services they provide to recipients. In a managed care environment, contracted managed care organizations are paid a set monthly capitation fee for all members of their organization whether or not members (recipients) received services. The managed care organization is then responsible to pay providers of services.

## ***Findings and Recommendations***

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The Medicaid Eligibility Handbook provides criteria to assist the CAO in making proper eligibility determinations.

These improper determinations occurred because:

- The CAO management did not monitor to ensure that recipients met the age limitation requirements, were disabled and/or that they met the family relationship requirement.
- The CAO management did not monitor to ensure that income from IEVS history was properly reconciled with reported income at application and renewals.
- The CAO management did not monitor to ensure that income from IEVS alerts was properly reconciled with reported income.
- The CAO management did not monitor to ensure that the annual renewals and/or semi-annual reviews took place on the date they should have been done.
- The CAO management did not monitor to ensure that income and/or resource amounts were properly entered on the Client Information System.
- DPW's policy does not require a review of all changes to income, including income from ongoing employment, when the information becomes available on IEVS. Instead, DPW's policy requires information regarding ongoing employment be reviewed only during a recipient's annual renewal or semi-annual review.

**Table 1**

	Case Number	Ineligibility Period		Benefits Paid
		From	To	
1.	MA - 4	01/08/07	03/12/07	\$ 493.63
2.	MA - 8	01/01/05	10/10/05	2,044.76
3.	MA - 19	08/02/05	11/30/05	604.89
		10/09/06	03/31/07	2,987.27
4.	MA - 21	01/04/06	09/04/06	3,620.96
5.	MA - 22	04/01/06	06/30/06	2,783.34

## *Findings and Recommendations*

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**Table 1 (Continued)**

	Case Number	Ineligibility Period		Benefits Paid
		From	To	
6.	MA - 28	01/21/07	04/08/07	\$ 1,371.65
7.	MA - 29	12/16/06	03/19/07	2,059.91
8.	MA - 34	08/09/06	04/02/07	10,881.58
9.	MA - 40	08/16/05	03/25/07	4,535.58
10.	MA - 46	04/01/05	06/30/06	14,128.51
11.	MA - 55	01/01/06	09/25/06	2,540.94
12.	MA - 62	03/02/06	08/16/06	5,004.96
13.	MA - 68	12/13/06	04/10/07	934.82
14.	MA - 73	02/02/06	10/31/06	1,843.71
15.	MA - 75	05/17/05	05/21/06	2,538.56
16.	MA - 76	01/01/05	03/02/06	8,474.20
17.	MA - 90	02/07/07	04/13/07	2,387.18
18.	MA - 91	01/01/06	03/31/06	660.97
19.	MA - 93	04/01/05	06/30/05	609.25
	<b>Totals</b>			<b>\$70,506.67</b>

### Recommendations

To ensure that proper eligibility determinations are made, we recommend that CAO Management:

- Ensure that personnel are adequately trained to understand the eligibility requirements pertaining to age, disability and family relationship criteria for Medicaid categories.
- Improve monitoring to ensure that caseworkers properly reconcile reported income with IEVS history at application and renewals.
- Improve monitoring to ensure that caseworkers properly reconcile reported income with IEVS alerts.
- Improve monitoring to ensure that caseworkers perform annual renewals and/or semi-annual reviews in a timely manner.

## ***Findings and Recommendations***

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- Ensure that personnel are trained to accurately enter income and/or resource information into the Client Information System.

We also recommend that DPW:

- Change its policy to require a review of all changes in income including income from ongoing employment when it becomes available.
- Follow up with the Office of Inspector General to see if overpayments made on behalf of recipients can be recouped.

### Management Response

In a January 25, 2008 letter to this Department, the CAO Management provided the following response:

Allegheny CAO, Three Rivers District management, disagrees that monitoring was not in place to ensure that recipients met age, disability or family relationship requirements. ACAO, Three Rivers District management, completes regular, extensive reviews of case records to ensure eligibility rules are followed. ACAO, Three Rivers District supervisors complete Comprehensive Supervisory Reviews and Targeted Supervisory Reviews on a monthly basis for the purpose of monitoring eligibility decisions. Management reviews cases to further establish eligibility. It should be noted that out of the 150 sample cases reviewed in this audit, there were two deficiencies cited related to age or family relationship requirements and in both cases, eligibility was established for medical assistance in a different category, but with the same benefit package.

Allegheny CAO, Three Rivers District management, disagrees with findings that the IEVS alert history is not monitored to ensure reconciliation is completed at application and renewal. Allegheny CAO, Three Rivers District management, monitors IEVS on a weekly basis. The Income Maintenance Administrator 1, assigned the monitoring responsibility for IEVS, communicates with all supervisors on a weekly basis to ensure that IEVS are appropriately evaluated and correct dispositions made. Income Maintenance Supervisors are required to document via conferences with their assigned caseworkers on a weekly basis that IEVS are being correctly reviewed and appropriate actions taken.

## ***Findings and Recommendations***

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Allegheny CAO, Three Rivers District management, disagrees that monitoring did not take place to ensure that annual and/or semi-annual reviews were completed timely. Allegheny CAO, Three Rivers District management, monitors overdue renewals on a weekly basis and have implemented, since 2005, Corrective Action plans to reduce the number of overdue renewals.

On January 25, 2007, an Audit Opening Conference was held in Allegheny CAO, Three Rivers District, to establish the parameters of the Medical Assistance Audit. At that time, the Auditor General indicated that there would be deficiencies noted but no monetary findings would be taken. It was also established that to clear a deficiency related to income, the CAO was to send a Request for Employment Information form (PA78) and file an Overpayment Referral (PA 189X) for a potential overpayment. There was no requirement that the CAO determine during the audit if an overpayment occurred, as monetary amounts were not to be established. During this audit, Allegheny CAO, Three Rivers District, identified potential overpayments but did not establish ineligibility or pursue overpayments as per the structure of this audit. In addition, the CAO was not given the opportunity, as outlined in Supplemental Handbook, Chapter 805, to challenge the auditor's calculations or the fact that an overpayment occurred.

- In 12 of the 19 cases listed in Table 1 (MA 8, MA 22, MA 29, MA 40, MA 46, MA 55, MA 62, MA 76, MA 91 and MA 93) the Auditor General cited deficiencies and established arbitrary monetary amounts related to the client being income ineligible for benefits.

Allegheny CAO, Three Rivers District management, disagrees with these deficiencies and monetary amounts because audit procedures outlined in Supplemental Handbook Chapter 805, allowing the CAO to challenge the auditor's calculations were not followed, as overpayment calculations were determined after the audit ended. In addition, due to the audit structure, the client had no opportunity to refute the information and establish ongoing eligibility as guaranteed by DPW policy.

- In 4 of the 19 cases listed in Table 1 (MA 4, MA 34, MA 40, and MA 90), the auditor cited deficiencies and established arbitrary monetary amounts related to overdue renewals.

## ***Findings and Recommendations***

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Allegheny CAO, Three Rivers District management, disagrees that an overdue reapplication translates into an overpayment of medical benefits due to ineligibility. In two of the cases, (MA 4 and MA 34), ACAO, Three Rivers District, sent out the renewal packets to clear the deficiencies. The two cases were closed by the ACAO, Three Rivers District, with appropriate notice when the renewal information was not returned. In the other two cases, (MA 40 and MA 90), the ACAO, Three Rivers District, completed renewals in response to the deficiencies and opened benefits in different medical categories with the same benefit package. The Auditor General did not identify or substantiate that an overpayment occurred in any of the four cases. In addition, the ACAO, Three Rivers District, was not given the opportunity during the audit to explore eligibility/ineligibility or to refute the auditor's calculations as per Supplemental Handbook, Chapter 805. The client's right to establish eligibility was also denied based on the structure of this audit in which the Auditor General determined overpayments after the audit ended.

### **Auditors Conclusion**

We acknowledge Allegheny CAO, Three Rivers District's efforts to implement additional training and monitoring of staff. However, the deficiencies in this finding show that information which was key in determining eligibility was overlooked, or not verified, indicating that additional monitoring is necessary.

Recipients in the 16 cases noted by CAO management exceeded income limitations. Income calculations were not based on arbitrary amounts. They were based on information obtained from IEVS and allowable deductions shown on the Client Information System. This information was provided to the CAO at the time of our audit and the CAO was given the opportunity to challenge our calculations and ineligibility determinations. Per Supplemental Handbook, Chapter 805, amounts of claims paid for ineligible recipients cannot be calculated at the CAO level. We obtained these amounts from DPW's Office of Medical Assistance Programs, which is responsible for making payments to managed care organizations and individual providers, based on the eligibility determinations made by the CAO.

## ***Findings and Recommendations***

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### **Finding No. 2 - Failure To Obtain And/Or Properly Record All Third Party Liability On The Client Information System**

During our audit we determined that in 18 of the cases we tested, or 12% of our sample, the CAO failed to obtain and/or properly record all third party liability into the Client Information System. Specifically, in 14 of these cases, the recipient's case record included documentation of auto insurance which was not recorded in the Client Information System. In 3 of these cases, an auto was listed as a resource; however documentation of auto insurance was neither contained in the case record, nor listed on the Client Information System. We also determined that in 1 of the cases, the CAO failed to obtain documentation of health insurance from recipients who had health coverage under another plan.

DPW's claims processing system makes payments to providers based on information found on the Client Information System. If no other insurance information is recorded, it is possible that medical claims will be paid with Medicaid funds, including medical claims and the cost of hospitalization resulting from auto accidents.

The Medicaid Eligibility Handbook, Chapter 338.2, and CFR 433.138 and 433.139 provide criteria to assist the CAO in properly identifying and recording all third party resources.

These deficiencies occurred because:

- The CAO management did not monitor to ensure that third party insurance information was entered into the Client Information System even though this information was contained in the case record.
- The CAO management did not monitor to ensure that third party insurance information was obtained during the application and renewal process.
- The CAO management did not monitor to ensure that auto insurance information was obtained and entered into the Client Information System, even though an auto was listed as a resource.

Failure to obtain and/or enter all third party liability resources into the Client Information System increases the likelihood that medical claims will be paid by Medicaid, which should be the payor of last resort.

## ***Findings and Recommendations***

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### Recommendations

We recommend that CAO Management ensure that caseworkers request all third party resources during the application and renewal processes and enter this information into the Client Information System. Also, DPW should revise current policy to require recipients to show evidence of auto insurance when an auto is listed as a resource.

### Management Response

In a January 25, 2008 letter to this Department, the CAO Management provided the following response:

In 14 of the 18 cases with deficiencies, the auditors determined that the CAO failed to record recipients' auto insurance in CIS. Policy Clarification (PMA 13745340 dated June 1, 2007), which is attached, specifically indicates that auto insurance is not to be entered into CIS as it is no longer beneficial as a Third Party Liability Resource. This policy clarification was provided to the auditors during the Closing Conference on October 19, 2007. Allegheny CAO, Three Rivers District management, disagrees with the inclusion of these cases as deficiencies. In addition, with the removal of the 14 deficiencies related to auto insurance, the error rate for Allegheny CAO, Three Rivers District, drops to 2.6 percent of the audit sample.

### Auditors Conclusion

The Medicaid Eligibility Handbook, which is part of our audit criteria, was revised to reflect DPW's change in policy after our audit period. In addition, even though the criteria no longer requires CAO caseworkers to enter available auto TPL on the Client Information System, doing so decreases the likelihood that medical claims resulting from auto accidents would automatically be paid with Medicaid funds, which should be the payor of last resort. Therefore, our finding remains as written and we continue to recommend that CAO caseworkers request and enter all third party resources, including auto insurance, into the Client Information System.



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