

Compliance Audit

of the

Commonwealth of Pennsylvania
Department of Public Welfare
Medicaid Eligibility

*Philadelphia County Assistance Office
Center District*

Audit Period

December 1, 2005 to September 13, 2007



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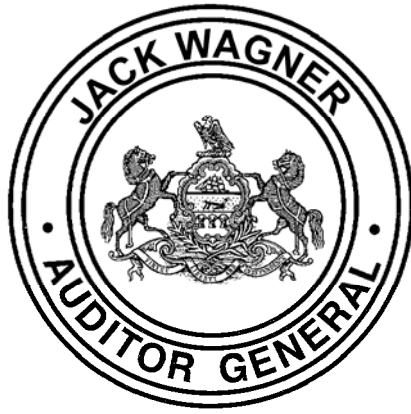
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Report of Independent Auditors on Compliance

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

Dear Governor Rendell:

We have conducted a compliance audit of the Philadelphia County Assistance Office (CAO), Center District, pursuant to the authority of Title 55, Chapter 109 of the Pennsylvania Code. The audit period was December 1, 2005 through September 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.

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

Report of Independent Auditors on Compliance (Continued)

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 finding and observation.

Finding - Failure To Make Proper Medicaid Eligibility Determinations

Observation - MEDA Inquiry Screen Information Does Not Match MEDA Action Screen Information

During the February 11, 2008 exit conference, we reviewed this finding, observation and recommendations with the Philadelphia CAO, Center District, representatives. We have included the CAO and DPW comments, where applicable, in this report.

Sincerely,

JACK WAGNER
Auditor General

May 7, 2008

**Commonwealth of Pennsylvania
Department of Public Welfare
Philadelphia County Assistance Office
Center District**

BACKGROUND INFORMATION

Background Information

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.

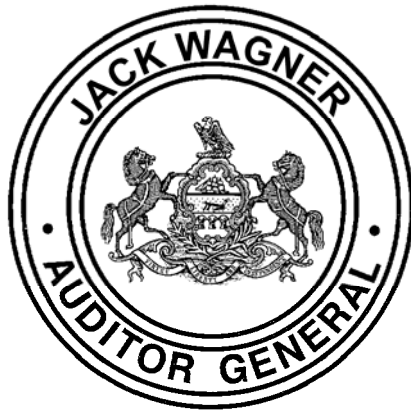
Once an applicant is determined eligible for benefits, relevant information about the recipient is recorded and maintained in DPW's Client Information System (CIS), where benefit information is maintained based on eligibility status and category of aid. The CAO performs a "renewal" or annual review,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

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.



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OBJECTIVES, SCOPE AND METHODOLOGY

Objectives, Scope And Methodology

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 March 31, 2007. We selected a random sample of 143 cases from the 4,955 cases related to the Philadelphia CAO, Center District, represented in the data file. Our audit period was December 1, 2005 to September 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
Philadelphia County Assistance Office
Center District**

FINDING AND RECOMMENDATIONS

Finding and Recommendations

Our audit testing included 143 out of 4,955 Medicaid cases. Cases where a significant number of deficiencies occurred are discussed in the following finding:

Finding - Failure To Make Proper Medicaid Eligibility Determinations

During our audit we found that CAO personnel improperly determined recipient eligibility in 31 of the 143, or 22% 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 26 of these 27 cases, benefits were paid for recipients while they were ineligible. As a result, improper payments of \$49,099 were issued to both managed care organizations and individual providers on behalf of recipients,¹ as shown in Table 1, beginning on page 11 of this report. Specifically, \$48,137 was issued to managed care organizations in the form of capitation payments and \$962 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 4 of the 31 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.

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

¹ 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.

Finding and Recommendations

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 alerts was properly reconciled with reported income.
- 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 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.
- The CAO management did not monitor to ensure that citizenship and identity of recipients were verified during the application and renewal process.
- 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-10 | 05/01/06 | 06/30/06 | \$ 59.07 |
| 2. | MA-15 | 10/01/06 | 12/31/06 | 575.74 |
| 3. | MA-23 | 12/01/05 | 04/06/06 | 3,902.49 |
| | | 04/08/07 | 06/18/07 | 515.85 |

Finding and Recommendations

Table 1 (Continued)

| | Case Number | Ineligibility Period | | Benefits Paid |
|-----|--------------|----------------------|----------|---------------|
| | | From | To | |
| 4. | MA-28 | 11/01/06 | 02/07/07 | \$ 978.98 |
| 5. | MA-30 | 02/28/07 | 09/09/07 | 844.75 |
| 6. | MA-31 | 06/01/06 | 05/06/07 | 2,983.50 |
| 7. | MA-33 | 04/27/07 | 05/24/07 | 246.88 |
| 8. | MA-73 | 08/10/06 | 09/19/07 | 8,124.57 |
| 9. | MA-77 | 01/01/06 | 03/01/06 | 661.67 |
| 10. | MA-79 | 08/24/06 | 10/02/06 | 490.95 |
| 11. | MA-82 | 10/04/06 | 09/19/07 | 2,816.37 |
| 12. | MA-92 | 04/01/06 | 03/31/07 | 2,694.37 |
| 13. | MA-94 | 12/01/05 | 12/31/06 | 1,491.08 |
| 14. | MA-95 | 01/01/07 | 03/31/07 | 682.97 |
| 15. | MA-98 | 07/01/06 | 12/21/06 | 1,486.00 |
| 16. | MA-99 | 07/01/06 | 12/31/06 | 1,480.48 |
| 17. | MA-102 | 08/01/06 | 10/14/07 | 3,493.66 |
| 18. | MA-117 | 11/16/06 | 03/31/07 | 1,073.78 |
| 19. | MA-120 | 08/29/07 | 09/30/07 | 131.97 |
| 20. | MA-123 | 07/01/06 | 09/30/06 | 963.60 |
| 21. | MA-124 | 01/01/07 | 03/31/07 | 999.27 |
| 22. | MA-126 | 05/07/07 | 10/03/07 | 7,444.23 |
| 23. | MA-127 | 02/08/07 | 09/03/07 | 2,275.20 |
| 24. | MA-132 | 07/16/07 | 08/15/07 | 260.06 |
| 25. | MA-135 | 05/04/06 | 02/08/07 | 1,699.15 |
| 26. | MA-136 | 01/01/07 | 03/31/07 | 722.08 |
| | Total | | | \$49,098.72 |

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.

Finding and Recommendations

- Improve monitoring to ensure that caseworkers properly reconcile reported income with IEVS alerts.
- Improve monitoring to ensure that caseworkers properly reconcile reported income with IEVS history at application and renewals.
- Improve monitoring to ensure caseworkers perform annual renewals and/or semi-annual reviews in a timely manner.
- Ensure that personnel are trained to accurately enter income and information into the Client Information System.
- Ensure that personnel are adequately trained to verify citizenship and identity during the application and renewal process.

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 March 19, 2008 electronic memorandum to this Department, the CAO management disagreed in part with our finding. Specifically, the CAO stated that in certain cases, recipients were eligible for Medicaid benefits based on information they received after field work was completed, or on information that could not be verified.

Auditor's Conclusion

In four cases, because the CAO failed to perform annual renewals on time, they did not attempt to verify the recipients' income for up to six months after the renewals were due and up to three months after our fieldwork was completed. In one additional case, the CAO failed to take action when a recipient failed to submit the semi-annual renewal (SAR) on time. The CAO stated that, since the recipient had no earnings, he/she would

Finding and Recommendations

still be eligible for benefits. However, the purpose of the SAR is to verify not only income, but other eligibility factors including residence, resources, and household composition, which the CAO did not do. Since the CAO could not provide proper documentation for any of these cases, our finding remains as written and we continue to recommend that the CAO management ensure that personnel are adequately trained and closely monitored to make proper eligibility determinations.

**Commonwealth of Pennsylvania
Department of Public Welfare
Philadelphia County Assistance Office
Center District**

OBSERVATION

Observation

Observation - MEDA Inquiry Screen Information Does Not Match MEDA Action Screen Information

We noted that in 12 of the 143 cases we tested, or 8% of our sample, information on the Client Information System screens should match and does not. Specifically, family relationship information on the inquiry screen does not match family relationship information on the action screen. Action screens are used to input information into the Client Information System, while inquiry screens are used only to reference information. No changes can be made in the system while in inquiry mode. If CAO personnel were to utilize the inquiry screen to gather family relationship information, improper eligibility determinations could result.

Recommendations

We recommend that DPW examine existing software for system logic problems. Furthermore, the CAO management should establish additional procedures to help identify the inconsistencies between action screens and inquiry screens in MEDA.

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