# **Department of Health and Human Services**

# OFFICE OF INSPECTOR GENERAL

# FOLLOW-UP REVIEW OF STATE AGENCY COMMENTS ON AUDIT OF TITLE IV-E PAYMENTS TO CHILD PLACING AGENCIES

# INDIANA FAMILY AND SOCIAL SERVICES ADMINISTRATION



JUNE GIBBS BROWN Inspector General

SEPTEMBER 1997 A-05-97-00056



#### Memorandum

Date: September 24, 1997

From: Regional Inspector General for Audit Services

Region V

Subject: Follow-up Review of State Agency's Comments on our Audit of

Payments to Child Placing Agencies Under the Title IV-E Foster

Care Program in Indiana - CIN: A-05-97-00056

To:

Linda J. Carson

Regional Hub Director

Administration for Children and Families

This report provides you with our analysis of additional comments, dated August 7, 1997, we received from the Indiana Family and Social Services Administration (State agency) in reference to the above audit of Title IV-E payments made to child placing agencies in Indiana. The State agency's additional comments followed their interim response which was appended to our final report (CIN: A-05-96-00055), issued on June 27, 1997. The State agency has not provided any additional information that would cause us to change our recommendations.

#### INTRODUCTION

#### BACKGROUND

In the prior audit report, we disclosed that four child placing agencies retained a portion of the foster care maintenance payments received from the State agency to meet their operating costs. As a result, the Title IV-E program was overcharged \$2,341,298 (Federal share) for services not eligible for reimbursement as maintenance costs. In addition, we questioned \$442,161 paid to a for-profit child placing agency which is not eligible for Title IV-E reimbursement.

Although the State agency concurred that the costs claimed under Title IV-E included amounts that were not allowable as maintenance costs, it noted that:

...ACYF-PIQ-82-07 does allow federal administrative cost reimbursement for foster care-related functions provided by private non-profit child placing agencies, specifically the cost of providing allowable maintenance costs and the functions of foster home licensing, recruitment and supervision of foster parents.

The ACYF-PIQ-82-07 (attached) is a policy interpretation statement issued by the Commissioner for the Administration on Children, Youth and Families which identifies certain costs that can be claimed as administrative costs by non-profit child placing agencies. Any costs that the State agency is able to identify which pertain to these specific activities can be claimed for Federal reimbursement at 50 percent FFP.

Accordingly, the State agency, in its interim response, stated that it would identify and claim these allowable administrative costs for the child placing agencies that had been incorrectly claimed as maintenance and reduce its claim for the remaining ineligible Title IV-E maintenance costs.

#### SCOPE

Our review was performed in accordance with generally accepted governmental auditing standards. The audit objective was to determine whether the additional information provided by the State agency provided a basis for revising the amount recommended for financial adjustment in the final audit report. We also reviewed their comments related to reimbursements to child placing agencies. During August 1997, we conducted additional field work at the State agency to determine whether the amounts identified as allowable administrative costs of the child placing agencies are supported and eligible for reimbursement under Title IV-E. The work was performed to assist the Administration for Children and Families in evaluating the State agency's basis and support for their additional comments related to the audit findings and recommendations.

#### RESULTS OF AUDIT

The State agency's additional comments addressed two areas covered in our final audit report, dated June 27, 1997: (i) accountability and (ii) the amount recommended for financial adjustment. We have summarized the State agency's comments in the paragraphs that follow and have provided our comments, where appropriate. The State agency's final response to the audit is included as an attachment to this memorandum.

#### STATE AGENCY RESPONSE

In regard to accountability, the State agency contends that adequate procedures are in place to correctly reimburse counties for IV-E maintenance payments. They state that an automated County Accounting System should be in place by January 1998, which will interface with the Indiana Child Welfare Information System (ICWIS) and ensure accurate computation of payments.

#### OIG COMMENTS

Although developing an interface for the County and State computer systems is a step in the right direction, procedures for correctly reimbursing counties for IV-E maintenance costs was not an audit issue. We reported that the State agency had not implemented adequate procedures to ensure that their maintenance claims exclude unallowable costs. costs of operations, therapy, psychiatric care, respite care, medical needs not covered by Medicaid, etc., were included in the State agency's maintenance claims.

#### STATE AGENCY RESPONSE

With respect to the \$2,783,459 Federal share questioned in the audit, the State agency indicates that they recalculated the amount based on ACYF-PIQ-82-07 and concur in a financial adjustment of \$2,283,873. They did not concur in \$499,586.

#### OIG COMMENTS

In their recalculation of the proposed disallowance, the State agency computed \$499,585 of the amount questioned as allowable based on ACYF-PIQ-82-07. Our follow-up review of the recalculation disclosed that the \$499,585 does not represent costs of any of the reimbursable activities cited in the Commissioner's policy statement. Instead, it represents daily supervision of children and case management costs. The daily supervision costs represent charges for child placing agency Such costs are not allowable under Section 475(4)(A) of the Social Security Act. The provision of daily supervision in family foster care is a function of the foster parents. foster parents provided and were paid for daily supervision of the children. These costs were claimed as maintenance by the State agency and included in the amounts accepted in our audit report.

The State agency's recalculation is further flawed because of unreliable data contained in child placing agency cost reports which were used to recalculate the amount of the offset to the proposed disallowance. As stated in our audit report, the State agency does not audit the cost reports received directly from the child placing agencies. The reports serve as the basis for their reimbursement rates. Our audit found that the rates included costs which do not meet the definition of foster care maintenance under Title IV-E. The rates included ineligible costs of operations and case management, as well as therapy, counseling, respite care, psychiatric care, etc. Moveover, the rates for three of the six facilities reviewed were based on unsupported estimates.

Although the State agency, in its initial response, had conceded to a financial adjustment of \$442,161 for the total maintenance costs claimed for the for-profit child placing agency, it now contends that \$33,332 of this amount represents eligible maintenance costs for the first two quarters of calendar year 1996. In Attachment D to their final response, the State agency indicates that this for-profit child placing agency was a "profitable entity until December 31, 1995" at which time it became a tax-exempt organization. During our follow-up visit, the State agency provided documents which show that an application has been filed for exemption under Section 501(c)(3) of the Internal Revenue Code. However, the IRS had not approved the agency's application. The IRS letter states that the child placing agency has brought a "suit for declaratory judgment under Code section 7428." Further, a copy of the Form 990 tax return reportedly filed with IRS was Since the for-profit child placing agency has not unsigned. received non-profit status from the IRS, the \$33,332 which the State agency claims to be eligible maintenance costs is unallowable for reimbursement under Title IV-E.

We also noted that the State agency did not consider a financial adjustment for the administrative costs that it had claimed for the ineligible for-profit child placing agency. On page 7 of our final audit report, we stated that the State agency also needs to adjust a future claim for these unallowable administrative costs which were not determined during the audit. In response to our inquiry regarding the omission, a State agency official told us that they did not calculate the amount because they believed that the amount would be insignificant.

Since the State agency's recalculations have not identified any eligible administrative costs of the child placing agencies or costs of the for-profit agency, we continue to recommend the entire \$2,783,459 financial adjustment. In addition, the State agency needs to adjust a future claim for the administrative costs claimed for the for-profit agency.

Should you have any questions or need additional information, please contact me or Jim Pervisky, Audit Manager, at (312) 353-2618.

Paul Swanson

Paul Swanson

Attachments

ATTACHMENT

# STATE AGENCY ADDITIONAL COMMENTS ON PRIOR AUDIT OF CHILD PLACING AGENCIES

CIN: A-05-96-00055



#### Indiana Family and Social Services Administration 402 W. WASHINGTON STREET, PO. BOX 7083 INDIANAPOLIS, IN 46207-7083

Katherine L. Davis, Secretary

August 7, 1997

Mr. George H. Porter, Senior Auditor U.S. Department of Health and Human Services Office of the Inspector General Office of Audit Services.
575 N. Pennsylvania Avenue, Room 680 Indianapolis, IN 46204

Dear Mr. Porter:

This letter is in response to your Draft Report of Audit of payments to private Child Care Placing Agencies providing care for IV-E Foster Care (FC) eligible children dated April 25, 1997.

The foregoing comments address the areas of accountability and the calculated disallowance amount for the facilities you audited. These issues were not fully covered in our interim response of June 6, 1997.

First, the State has adequate procedures in place to correctly reimburse counties for IV-E FC maintenance payments. In addition, we are implementing an automated County Accounting System that should be in place by January 1998. This system will interface with ICWIS and ensure accurate computation of payments.

Secondly, we do not agree with the disallowed federal share of \$2,783,459.00 and have recalculated the amount based on ACYF-PIQ-82-07 dated April 21,1994. We believe the correct amount of disallowed FFP should be \$2,283,873.50 (See Attachment F).

Attached is a detailed calculation by Placement Agency of the revised FFP amount. We appreciate you providing us with your audit work papers. If you have any further questions, please contact Richard Hunter at (317) 232-4371.

Sincerely

James E. Mooney, Jr., Directo Financial Mangement, FSSA

cc: Jim Hmurovich
Karen Kinder
Cathy Graham
Ann Fuller
Debra Faut



#### **ATTACHMENT** A

#### Village's

1. The listings of approved rates for Child Placing agencies that was developed for 1995 and 1996 for villages included cost reports for 1993, 1994, 1995 and 1996. The cost reports were desk reviewed and are eligible for funds for FFP.

CI AIMED RATE	<b>ELIGIBLE RATE</b>	YEAR
\$63.50	\$36.16	1993
\$63.50	\$36.16	1994
\$63.00	\$34.66	1995
\$66.00	\$37.19	1996

2. Adjustments calculated on disallowed claims are based on Eligible Rate and allowable Administrative Percentage.

		ū			ū
a) 3rd Quarter 4th Quarter TOTAL ADJUSTMENT	<u>State Adjusted Claim</u> \$83,244.00 \$105,645.00 1993	Approved Federal \$61,200.00 \$80,147.00	Difference \$22,044.00 \$25,498.00	Allowable Rate 50% 50%	Administrative Recovery \$11.022.00 \$12,749.00 \$23,771 .00
1994	State Adjusted Claim	Approved Federal	Difference	Allowable <b>Rate</b>	Administrative Recovery
b) 1st Quarter 2nd Quarter 3rd Quarter 4th Quarter TOTAL ADJUSTMENT	\$121,786.00 \$114,811 .OO \$109,521 .00 \$104,531 .oo	\$92.230.00 \$89,678.00 \$81,411 .OO \$78,876.00	\$29,556.00 \$25,133.00 \$28,110.00 \$25,655.00	50% 50% 50% 50%	\$14.778.00 \$12,566.50 \$14,055.00 \$12,827.50 \$54,227.00
1995 c) 1st Quarter 2nd Quarter 3rd Quarter 4th Quarter TOTAL ADJUSTMENT	State Adjusted Claim \$229,376.00 \$259,227.00 \$243,780.00 \$356,119.00	Approved Federal \$181,159.00 \$190,069.00 \$193,181.00 \$279,742.00	<u>Differenc</u> \$48,217.00 \$69,158.00 \$50,599.00 \$76,377.00	Allowable ce Rate 50% 50% 50% 50%	Administrative Recovery \$24,108.50 \$34,579.00 \$25,299.50 \$38,188.50 \$122.175.50
1996 d) 1st Quarter 2nd Quarter TOTAL ADJUSTMENT	State Adjusted Claim \$484,821 .OO \$434,901 .oo 1996	Approved Federal \$357,288.00 \$322,130.00	Difference \$127,533.00 \$112,771 .00	Allowable Rate 50% 50%	Administrative Recovery \$63,766.50 \$56.385.50 \$120,152.00
TOTAL FEDERAL AD	JUSTMENT-VILLAGES			-	\$320,325.50

#### **ATTACHMENT B**

#### WHITE'S FAMILY SERVICE

 The listings of approved rates for Child Placing agencies that was developed for 1995 and 1996 for White 's Family Services included cost reports for, 1994, 1995 and 1996. The cost reports were desk reviewed and are eligible for for funds for FFP.

CI AIMED RATE	<b>ELIGIBLE</b> RATE	<u>YEAR</u>
\$48.00	\$32.61	1994
\$48.00	\$31.80	1995
\$48.00	\$31.80	1996

2. Adjustments were calculated on disallowed claims are based on Eligible Rate and allowable Administrative Percentage.

a)	1994  1st Quarter 2nd Quarter 3rd Quarter 4th Quarter TOTAL ADJUSTMENT	State Adjusted Claim \$3,787.00 \$6,216.00 \$3.239.00 \$6,781 .00	Approved Federal \$3948.00 \$4,055.00 \$2,200.00 \$5.565.00	Allowable  Difference Rate  \$739.00 50%  \$2,161.00 50%  \$1,039.00 50%  \$1,216.00 50%	Administrative Recovery \$369.00 \$1,081 .00 \$520.00 \$608.00 \$2,578.00
b)	1995  1 st Quarter 2nd Quarter 3rd Quarter 4th Quarter TOTAL ADJUSTMENT	State Adjusted Claim \$32,612.00 \$26,312.00 \$58,271 .00 \$73,653.00	Approved Federal \$25.500.00 \$22,193.00 \$49,170.00 \$62,535.00	Allowable  Difference Rate \$7,112.00 50% \$4,119.00 50% \$9,101 .oo 50% \$11,118.00 50%	Administrative  Recovery \$3,556.00 \$2.060.00 \$4,551.00 \$5,559.00 \$15,726.00
c)	1996  1st Quarter 2nd Quarter TOTAL ADJUSTMENT		Approved Federal \$73,205.00 \$78,403.00	Allowable  Difference	Administrative Recovery \$5,449.00 \$6,132.00 \$11,581.00

#### **ATTACHMENT** C

#### CHILDREN'S BI REAU

 The listings of approved rates for Child Placing agencies that was developed for 1995 and 1996 for White 's Family Services included cost reports for, 1994, 1995 and 1996. The cost reports were desk reviewed and are eligible for for funds for FFP.

CLAIMED RATE	<b>ELIGIBLE</b> RATE	<u>YFAR</u>
\$69.00	\$45.59	1994
\$69.00	\$51.43	1995
\$72.00	\$51.43	1996

2. Adjustments were calculated on disallowed claims are based on Eligible Rate and allowable Administrative Percentage.

a)	1994  1st Quarter 2nd Quarter 3rd Quarter 4th Quarter TOTAL ADJUSTMENT	State Adjused Clairm \$54,410.00 \$61,199.00 \$81,464.00 \$86,707.00	Ap <u>prove≥d Federal</u> \$37,546.00 \$45,024.00 \$59,865.00 \$63,717.00	Difference \$16,864.00 \$16,175.00 \$21,599.00 \$22.990.00	Allowable Rate 50% 50% 50% 50%	Administrative Recovery \$8,432.00 \$8.088.00 \$10,800.00 \$11,495.00 \$38,815.00
b)	1995  1 st Quarter 2nd Quarter 3rd Quarter 4th Quarter TOTAL ADJUSTMENT	State Adjusted Claim \$84,174.00 \$88,771 .00 \$103,581 .00 \$119,172.00	Approved Federal \$63,722.00 \$67,275.00 \$78,369.00 \$90,183.00	Difference \$20,452.00 \$21,496.00 \$25,212.00 \$28,989.00	Allowable Rate 50% 50% 50% 50%	Administrative  Recovery  \$10,226.00  \$10,748.00  \$12,606.00  \$14,495.00  \$48,075.00
c)	1996 1 st Quarter 2nd Quarter TOTAL ADJUSTMENT	State Adjusted Claim \$98,281 .00 \$89,228.00 1996	Approved Federal \$69,345.00 \$59,858.00	Difference \$28,936.00 \$29,370.00	Allowable Rate 50% 50%	Administrative <u>Recovery</u> \$14,468.00 \$14,685.00 <b>\$29,153.00</b>

TOTAL FEDERAL ADJUSTMENT- CHILDREN'S BUREAU

\$116,043.00

## ATTACHMENT D

#### **Debra Corn**

Debra Corn Inc. was a profitable entity until December 31, 1995

Debra **Corn** Inc. **filed** Form 1023, Application for Recognition of Exemption Under Section 501 (c) (3) Of the Internal Revenue Code as of January **1, 1996** based on the IRS letter dated January **13, 1997**.

Debra Corn N.P. Inc. Filled **Form** 990 "Return of Organization Exempt from Income Tax" for calendar year January **1**, 1996 - December **31**, 1996.

The cost reports were desk reviewed and eligible for direct payments to foster parents.

Therefore the state is adjusting the amount recommended for the Federal adjustment as follows:

<u>Quarter</u>	<u>Year</u>	Approved <u>Federal</u> e	• •	State Adjusted <u>Claims</u>
1st 2nd	1996 1996	<b>\$21,884.00</b> \$30,711 .00		\$13,833.00 \$19,499.00
Total		\$52,595.00		\$33,332.00

## **ATTACHMENT** E

#### **SUMMARY OF STATE ADJUSTED CLAIM**

#### VILI AGE'S

QUARTER	/YEAR	Administrative cost	FEDERAL SHARE
3rd	1993	\$22,044.00	\$11,022.00
4th	1993	\$25,498.00	\$12,749.00
1st	1994	\$29,556.00	\$14,778.00
2nd	1994	\$25,133.00	\$12,566.50
3rd	1994	\$28,110.00	\$14,055.00
4th	1994	\$25,655.00	\$12,827.50
1st	1995	\$48,217.00	\$24,108.50
2nd	1995	\$69,158.00	\$34,579.00
3rd	1995	\$50,599.00	\$25,299.50
4th	1995	\$76,377.00	\$38,188.50
1st	1996	\$127533.00	\$63,766.50
2nd	1996	\$112,771.00	\$56,385.50
Totals		\$640,651.00	\$320,325.50

#### WHITE'S FAMILY SERVICES

QUARTER/YE	AR.	ADMINISTRATIVE COST	FEDFRAL SHARE
1st	1994	\$739.00	\$369.00
2nd	1994	\$2,161.00	\$1,081.00
3rd	1994	\$1,039.00	\$520.00
4th	1994	\$1,216.00	\$608.00
1st	1995	\$7,112.00	\$3,556.00
2nd	1995	\$4,119.00	\$2,060.00
3rd	1995	\$9,101 .00	\$4,551.00
4th	1995	\$11,118.00	\$5,559.00
1st	1996	\$10,898.00	\$5,449.00
2nd	1996	\$12,264.00	\$6,132.00
Totals		\$59,767.00	\$29.885.00

#### AII-ACHMENT E

## CHILDREN'S BUREAU

QUARTER/Y	<u>EAR</u>	ADMINISTRATIVE COST	FEDERAL SHARE
1st	1994	\$16,864.00	\$8,432.00
2nd	1994	\$16,176.00	\$8,088.00
3rd	1994	\$21,600.00	\$10,800.00
4th	1994	\$22,990.00	\$11,495.00
1st	1995	\$20,452.00	\$10,226.00
2nd	1995	\$21,496.00	\$10,748.00
3rd	1995	\$25,212.00	\$12,606.00
4th	1995	\$28,990.00	\$14,495.00
1st	1996	\$28,936.00	\$14,468.00
2nd	1996	\$29,370.00	\$14,685.00
Totals		\$232,086.00	\$116,043.00

#### **DEBRA CORN**

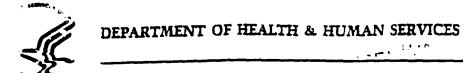
QUARTER/YEAR		DIRECT PAYMENTS	FEDERAL SHARE	
1 st 2nd	1996 1996	\$21,884.00 \$30,711.00	\$13,833.00 \$19,499.00	
Totals		\$52,595.00	\$33,332.00	

#### ATTACHMENT F

#### COSTS RECOMMENDED FOR FINANCIAL ADJUSTMENT

	<u>AMOUNT</u>	FEDERAL SHARE
VILLAGE'S WHITE'S CHILDREN'S DEBRA CORN	\$640,651 .00 \$59,767.00 \$232,086.00 \$52,595.00	\$320,325.50 \$29,885.00 \$116,043.00 \$33,332.00
TOTAL DIFFERENCE	\$985,099.00	\$499,585.50
Orginal Federal Share Adjusted Federal Share		
Difference	\$499,585.50	

ACF POLICY STATEMENT DATED APRIL 21, 1994



ADMINISTRATION FOR CHILDREN AND FAMILIE

370 L'Enfant Promenade. S.W. Washington, D.C. 20447

APR 2 | 1994

TO:

Leon R. McCowan

Regional Administrator

Region VI

FROM:

Commissioner, Administration on

Children, Youth and Families

SUBJECT:

Policy Interpretation Question: Payments to Child

Placing Agencies

Region VI requested clarification of the foster care maintenance payments made to child placing agencies (CPAs). In your memorandum you noted that the State of Texas and possible other states are using foster care maintenance payments to cover the administrative or social services costs of CPAs.

#### Question 1:

Are payments to licensed child placing agencies, made in accordance with the state's level of care payment structure, fully allowable, although the total amounts of such payments may not ultimately be paid to the physical provider of care?

#### Answer:

Foster care maintenance payments to licensed CPAs may only be used to cover two types of costs as identified in ACYF-PA-82-01. Payments may include the items of cost and the costs of providing the items. Payments may not be for social services or for the costs of administration and operation of the child placing agency. As you already identified, ACYF-PA-82-01 states, "Costs borne by child placing agencies are not eligible for FFP."

#### Question 2:

If the answer to question 1 is no, and the hold back is construed to be "administrative costs," may the Stat8 agency revise its claim to claim the "hold back" component at the administrative matching rate?

#### Answer:

Yes. The ACYF-PIQ-82-07 does allow Federal reimbursement to States for foster care-related functions performed by private nonprofit child-placing agencies. A State agency may contract with an institution that performs as part of their overall program the functions of foster home licensing, recruitment, training and supervision of foster parents. Under title IV-E, these costs are defined as necessary for the proper administration of the State plan and may be claimed for purposes of FFP (sec. 474(a)(3)(B)).

#### Question 3:

If a **State computes** its rate **structure using aggregate** cost data from a number **of** providers, and the computation process reasonably excludes **social services** from the title IV-E billable rate, does the State have a responsibility to examine the ultimate disposition of the **foster** care payments made to licensed child **placing agencies?** 

#### Answer:

Yes. The ACYF-PIQ-82-07 identifies that the responsibility for the placement and care of the child is ultimately the responsibility of the State agency. The ACYF-PIQ-82-07 states, 'The State agency must actively supervise the various activities performed by the contractor or other agency. This supervision includes case plan assessment and case review functions and adherence to the requirements of the Act, Federal rules, regulations and policy interpretations in operation of the Yoster care maintenance program, The State is ultimately responsible for proper operation of the foster care program."

#### Ouestion 4:

With respect to a literal reading of PA-82-01, item (3)(a), which would indicate that there is no provision for Federal financial participation in payments to child placing agencies for items not listed in Sec. 475(4)(A), what funding mechanism may be used to provide for ongoing operational and administrative costs necessary to operate child placing agencies? May the state enter into a contract to reimburse the child placing agency and

## Page 3 - Leon R. McCowan

allocate a portion of such administrative cost (not including social services) to title IV-E on a pro rata basis?

#### Answer:

Yes. See the Answer to Question 2,

Olivia A. Golden

ija & Golden

cc: Regional Administrators Region I-X