

Office of the Inspector General

Annual Report

For the period

July 1, 2000 - June 30, 2001

Jeb Bush, Governor John O. Agwunobi, M.D., M.B.A., Secretary Linda A. Keen, R.N., M.S., J.D., Inspector General

Message from the Inspector General

The Department of Health's Office of the Inspector General (HIG) is pleased to present a capsulated view of this past fiscal year's office activities. A written report, however, never provides a full picture. Behind this report is a mature, professional, highly independent and objective team. As you read the report, I hope their dedication and commitment becomes apparent.

HIG is energized by the continued development and formalization of our Management Review program. We see it as an integral part of the services we can offer Department of Health (DOH) upper management, and an avenue to obtain valuable feedback and address the needs of those who daily serve the public in promoting health throughout our state. Requests for additional Management Reviews are under review, and the office plans a full agenda this upcoming year as well. Further development of that program component will continue as we improve our process and product.

As our work arena becomes more complex, new opportunities develop to assist management in assuring integrity and accountability and promoting efficiency. The Department of Health's Bureau of Human Resources, Office of General Counsel, and the Division of Information Technology have assisted this office in implementing a computer malfeasance investigations program that proactively addresses potential abuse of the DOH computer network. Thorough investigations on a complex, highly technical topic have resulted in a sophisticated deliverable for management to justify business decisions. HIG is proud of the product resulting from this cooperative effort.

The audit section has developed an aggressive audit plan that spans multiple programs and includes several complex computer systems audits. They are currently coordinating the Office of the Auditor General's audits of 10 of our county health departments. In conjunction with the Office of Contract Administration, they continue to provide the audit-training module of DOH's Certified Contract Manager training. Additionally, audit staff is serving on the task force for the implementation for the new Florida Single Audit Act. The investigative section continues to develop professional rapport with our customers, and remains poised to efficiently address complaints or issues HIG and management identify.

HIG staff remains committed to seeking professional excellence through training and development to improve and expand the products we can offer. Additionally, staff is currently pursuing Certified Fraud Examiner and Certified Information Systems Auditor status. We plan continued participation with the local and national IG community, knowing that through our affiliations, our organization will grow stronger, more mature, and more capable. And, all of us will remain committed to deepening the bonds within our office, knowing that mutual support and respect will strengthen us organizationally.

Seeing ourselves as "the voice of reason," HIG looks forward to serving all of our customers in the time ahead.

Table of Contents

Executive Summary	
Introduction	1
Mission Statement	,
Goals	
Organization/Duties	
Allocation of Resources	
Agency Background	
Purpose of the Annual Report	
HIG's Significant Accomplishments for Fiscal-Year 2000-2001	
HIG Professional Development	
Task Forces, Working Groups, and Committees	
Professional Organizations	
Professional Certifications	
Internal Audit	7
Audit Summaries	
Audits in Progress	10
Into we all leaves of the Court	
Internal Investigations	11
	4.4
Summary of Complaints Received	
Summary of Complaints Closed	
investigation outrimates	
Management Reviews	22
Management Review Summary	
Management Reviews in Progress	25
Other Accountability Activities	26
Appendixes	

Appendix A: Summary of Closed Complaints Fiscal Year 2000-2001

Appendix B: County Health Department Complaint Data

Fiscal Year 2000-2001

Executive Summary

This report summarizes the activities and accomplishments for the Department of Health's Office of the Inspector General (HIG) for the period July 1, 2000 through June 30, 2001.

The HIG in association with DOH's Office of Information Technology established a computer malfeasance investigative program to identify, investigate and document workplace misuse of DOH's computer system. Over 29 such investigations were received and disposed of during the reporting period.

In the area of consultative services, HIG staff developed and pilot tested instruments designed to measure management effectiveness. Two management reviews were conducted during the reporting period using the instruments; one is reviewed in this report.

HIG staff also created a shared database to track and monitor corrective action implemented in response to HIG investigations. This system compliments HIG's audit activities that include monitoring corrective action implemented in response to internal and external audits.

Internal audit staff conducted five internal audits; facilitated five external audits and monitored 73 corrective action plans in response to internal and external audits. Additionally, audit staff presented the audit-training module of DOH's Certified Contract Managers training program at several locations statewide. Audit staff also coordinated Auditor General audits of 10 county health departments and coordinated and attended exit conferences at the county health department and programmatic levels. Preliminary reviews of seven databases were conducted that support Performance-Based Budget measures to evaluate data reliability and validity. HIG also certified the annual costs of the Infant Screening Program.

HIG's Child Care Food Program (CCFP) auditors performed audit confirmations and reviewed audits performed by Certified Public Accountants for 80 Child Care Food Program contractors and issued 249 limited scope audit reports during the reporting period.

Internal Investigative staff handled 150 complaints that resulted in 40 investigations, 26 preliminary investigations, and 26 management advisories. At the request of the Chief Inspector General (CIG), HIG provided 115 workdays performing CIG investigations.

Additionally, investigative staff provided two-thirds of the personnel who developed management review survey instruments and questionnaires and conducted the two management reviews during this reporting period.

Introduction

Mission Statement

The HIG serves to promote accountability, integrity, and efficiency in DOH by conducting audits, investigations, management reviews, and other accountability activities.

Goals

HIG's goals are:

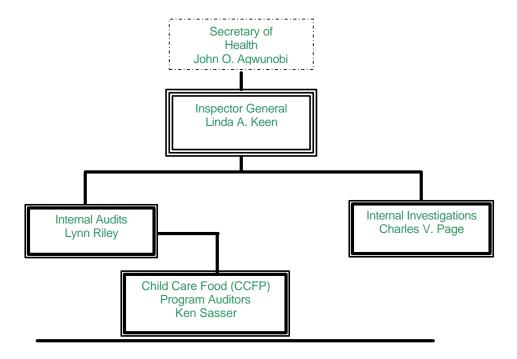
- To provide timely, accurate, and useful information to our stakeholders
- To achieve organizational excellence

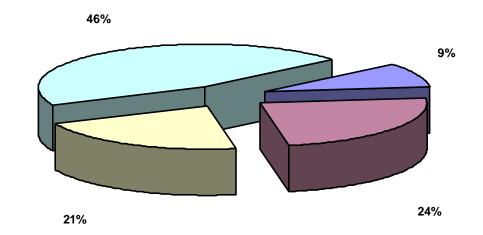
Organization/Duties

HIG assumes the following duties and responsibilities.

- Advise in the development of performance measures, standards, and procedures for the evaluation of DOH programs.
- Assess the reliability and validity of performance measures and standards, and make recommendations for improvement.
- Review DOH actions to improve program performance and meet program standards.
- Direct, supervise and coordinate audits, investigations, and management reviews of DOH programs and operations.
- Conduct, supervise, or coordinate other activities that promote economy and efficiency, or prevent and detect fraud and abuse, in DOH.
- Recommend corrective action as indicated and monitor progress in implementing corrective action.
- Ensure effective coordination and cooperation and avoid duplication among the Auditor General, federal auditors, and other governmental bodies.
- Maintain balance among audit, investigative, and other accountability activities.

Allocation of Resources







Total Staff = 32 FTEs

*Note: Two of 3 management review team members perform dual roles in management review and investigations.

Agency Background

The Department of Health, a state governmental agency, was under the leadership of former Secretary Robert Brooks, M.D., and is now led by Secretary John O. Agwunobi, M.D., M.B.A. Appointed by Florida's Governor, the secretary of Health serves as Florida's State Health Officer. As Florida's public health agency, the department promotes and protects the health status of Floridians; diagnoses and investigates public health problems; and mobilizes local communities to address health-related issues.

Created February 20, 1889, as a result of multiple epidemics in its seaport cities of Jacksonville, Key West, Tampa and Pensacola, the DOH originated as Florida's State Board of Health. In 1996, the Florida legislature created the DOH and other agencies as separate entities, thereby abolishing the Department of Health and Rehabilitative Services.

Employing 14,072 employees, DOH's organizational structure operates from a Central Office located in Tallahassee, Florida. The DOH houses Children's Medical Services (18 field offices), Medical Quality Assurance, Emergency Medical Services and Community Health Resources, Administration, Information Resource Management, Family Health Services, Disease Control, Environmental Health Services, Disability Determinations, 67 county health departments, A. G. Holley Hospital, the Division of Laboratories, and Vital Statistics. Statewide services are provided by these entities.

Purpose of the Annual Report

This report is submitted in compliance with section 20.055, Florida Statutes (F.S.) that requires each inspector general prepare an annual report summarizing the preceding year's activities. This report summarizes the activities and accomplishments of the DOH's (HIG) for the twelve-month period ending June 30, 2001.

HIG's Significant Accomplishments for Fiscal-Year 2000-2001

- In response to an increase in the number of reported instances of computer malfeasance, HIG's Investigations established a computer malfeasance investigation program in cooperation with DOH's Information Technology Office and supported by the Office of Human Resources and Legal Counsel. HIG created a database to record incident type and subject biographic and demographic information. From January through August 2001, twenty-nine complaints were received and entered into the database.
- Using Sterling criteria as a framework, Inspector General staff developed and pilot tested two instruments designed to measure management effectiveness in county health departments and agency work units.
- At the request of the Secretary, HIG staff developed a shared database designed to track and monitor IG recommendations and the implementation of related corrective action.

- On April 24, 2000, at the request of the Chief Inspector General (CIG), HIG provided investigative support to the CIG. A total of seven (7) investigations were completed for the CIG. Public and state employee complaints investigated contained allegations pertaining to:
 - Improper disposal of firearms by a Sheriff's Department
 - Pesticide poisoning of aquaculture bivalve mollusks by a mosquito control program
 - Fraud perpetrated on a state contract by the contractor and a county commissioner
 - Supervisory reprisal against a state employee
 - Sexual harassment by a member of an Inspector General staff
 - Contractor fraud perpetrated on a citizen
 - A department's failure to protect the public interest

Information related to these cases can be obtained by contacting the CIG. Approximately 115 workdays (920 work hours) were expended to investigate the complaints.

- As an adjunct to the Office of Program Policy Analysis and Government Accountability (OPPAGA) justification review of the DOH, HIG audit staff conducted preliminary reviews of databases that support Performance Based Program Budget measures to evaluate data reliability and validity.
- For the first time since its inception, the HIG's office exceeded goals set for all performance indicators measuring timeliness and, as a consequence, raised its performance goals to 95% on all indicators.

HIG Professional Development

During this reporting period, HIG staff participated in the following professional development training:

- Certified Inspector General
- Florida Single Audit Act
- Certified Fraud Examiner
- Basic Data Recovery and Analysis
- Southeastern Evaluation Association Qualitative Evaluation Workshop
- Prevention and Detection of Fraud
- Basic Data Recovery and Analysis
- Process Mapping
- Diversity Training
- Techniques of Interviewing and Interrogation
- Facilitative Leadership

HIG Presentations

HIG staff also presented the following training for department personnel and other community governmental entities:

- Financial and Audit Compliance portion of DOH's Contract Management Training
- Computer Assisted Audit Techniques (CAATs) presented to the Executive Office of the Governor's Audit Roundtable
- Two videotapes on Risk Management in Public Health, "Understanding and Valuing Risk Management" and "Risk Management Practices, Processes, and Principles" televised in July 2001, and August 2001, respectively.

Task Forces, Working Groups, and Committees

In addition to investigative and audit work the HIG conducts within the department, HIG staff participated in the following additional cooperative endeavors:

- Technology Review Workgroups (TRW) Special Project Monitor (SPM) Selection Committee to choose a Special Project Monitor for DOH's Integrated Health Information System (HIS) project.
- CAATs Training Committee charged with choosing appropriate CAATs training for state agency auditors
- DOH's Central Office Sterling Challenge Assessment Team
- DOH Employee Satisfaction Survey Statewide Team
- Multi-Agency Purchasing Card Program audit performed at the request of the Chief Inspector General, Office of the Governor.
- DOH Employee's Awards Committee
- DOH's task force on implementation of the Federal Health Insurance Portability and Accountability Act
- DOH Davis Productivity Awards Committee
- DOH Organizational Performance Excellence Team

Professional Organizations

- The Director of Auditing served as chair of the GCIE Audit Directors' Round Table.
- The Inspector General, Director of Investigations, and Director of Auditing became charter and board members of the Tallahassee Chapter of the Association of Inspectors General. The Inspector General served as Tallahassee Chapter Secretary and the Director of Investigations served as a member of the executive committee.
- HIG was represented at both National Association of Inspectors General (NAIG) meetings and the Director of Investigations served on the NAIG's Board of Directors.

Professional Certifications

Members of the HIG staff held the following professional certifications:

- Certified Inspector General (3)
- Certified Public Accountant (7)
- Certified Internal Auditor (3)
- Certified Information Systems Auditor (2)
- Certified Sterling Examiner (3)
- Certified Internal Investigator (1)
- Registered Nurse (2)
- Juris Doctor (1)

Internal Audit

Auditing is an independent appraisal designed to examine and evaluate the department's activities, functions, and programs as a service to the organization. The duties and responsibilities are:

- Perform financial, compliance, electronic data processing, performance, and security audits.
- Monitor implementation of Auditor General, OPPAGA, and internal audit recommendations.
- Develop long-term and annual audit plans based on periodic risk assessments.
- Certify the annual costs of testing and reporting procedures of the Infant Screening Program.
- Assess integrity of performance-based program budgeting performance measures data.
- Perform agreed upon procedure engagements of subcontractors to the Child Care Food Programs.
- Provide investigative staff assistance on an as needed basis.

Child Care Food Program Audit Activities

The child Care Food Program is a federal entitlement program administered by DOH Bureau of Child Nutrition Programs. Operated at the local level through public-private partnerships with 1,032 contractors providing services at approximately 4,700 sites, the CCFP serves nutritious meals to approximately 127,000 eligible preschool aged children. HIG's CCFP auditors' duties and responsibilities are:

- Monitor contractor performance.
- Perform audit confirmations and review CPA audits of certain contractors.
- Conduct limited scope audits of each contractor once every 3 years.

HIG's Child Care Food Program auditors performed audit confirmations and reviewed audits performed by Certified Public Accountants for 80 Child Care Food Program contractors and issued 249 limited scope audit reports during the reporting period.

Audit Summaries

Acquisition of Information Technology Consultants AC-01-002

Coordinated through the Executive Office of the Governor, DOH and 6 other governor's agencies audited their practices and controls for the acquisition and use of information technology consultant agreements of \$25,000 or more.

HIG reviewed four IT consultant contracts:

- IBM Global Services, Inc. procured through Purchase Order (PO) selected from a state term contract.
- Infinity Software Development, Inc. procured through PO selected from state term contract.
- Bay Systems, Inc. procured through PO as a sole source vendor.
- Perkins Elmer Wallace, Inc. procured through an agency contract using an Invitation to Negotiate.

Summary of Findings

- Two of four IT consultant contracts did not contain sufficient language regarding deliverables.
- Contractual services procured through POs were not administered by a Certified Contract Manager.
- IT consultants were not background-screened and qualifications were not verified.

Client Information System/Health Management Component AC-00-003

HIG audited the Client Information System/Health Management Component (CIS/HMC) to obtain an understanding of internal controls related to the CIS/HMC [System].

Summary of Findings

Our review of selected general and application controls disclosed instances of significant deficiencies in internal control design and operation. This precluded us from obtaining reasonable assurance regarding:

- The reliability and integrity of information generated from the System;
- Compliance with applicable laws, rules, policies, and procedures surrounding security and confidentiality; and
- The economical and efficient use of resources.

Statewide Clinical Laboratory/Infant Screening Program AC-00-004

HIG audited the Statewide Clinical Laboratory Infant Screening Program (ISP). The objectives included obtaining an understanding of internal controls surrounding the charging and processing of fees and the calculation and appropriateness of direct costs of ISP.

Summary of Findings

- Controls over pursuing collection and recording of fees were weak, resulting in \$194,945 of uncollected fees.
- Some coding of expenditures did not accurately capture amounts related to ISP.

Implementation of Florida Single Audit Act AC-01-006

HIG audited implementation of the Florida Single Audit Act. The objectives included determining whether funds designated as State Financial Assistance were properly entered and coded into Florida Accounting Information Resource.

Summary of Findings

We noted no material weaknesses in the internal controls that we reviewed.

Computer Surplus and Disposal Procedures AC-01-007

HIG performed a limited scope audit of the internal control environment associated with the computer surplus and disposal policies and procedures of the Facilities Management Property Office within the Bureau of General Services, and the Division of Information Technology.

Summary of Findings

The audit disclosed significant deficiencies in the operation and implementation of internal controls within IT and the Property Office surrounding the surplus and disposal procedures of computers. Additionally, our audit disclosed inadequate determination and approval of classification as surplus and the assurance that all surplus computers at headquarters had been uniformly and adequately sanitized.

Audits in Progress

During the reporting period, HIG staff, performed work on the following audits:

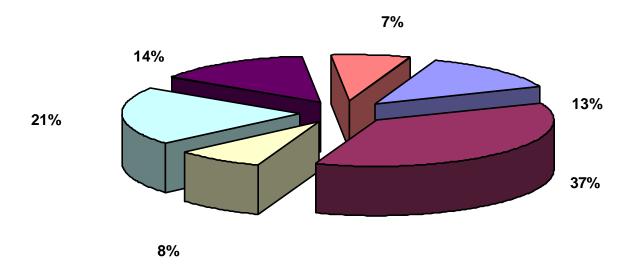
- AC-01-003 Bureau of Emergency Medical Services County Matching Grant Program
- AC-01-004 Bureau of Tuberculosis and Refugee Health, Refugee Health Program
- AC-01-005 Swimming Pool and Bathing Places Program Field Inspectors
- AC-01-008 Purchasing Card Program

Internal Investigations

Investigations of department activities, functions, and programs are designed to detect, deter, prevent and eradicate fraud, waste, mismanagement, misconduct, and other abuses in state government. Investigative duties and responsibilities include:

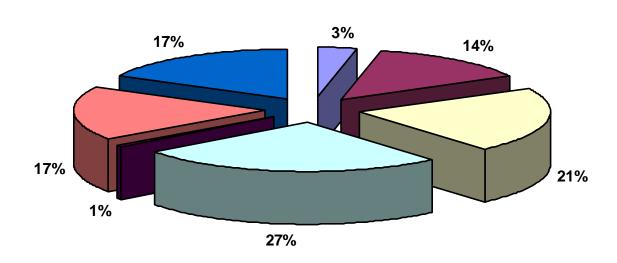
- Receive and track complaints.
- Perform and report investigations.
- Receive complaints and coordinate all DOH activities as required by the Whistleblower's Act.
- Report suspected criminal violations to law enforcement agencies.
- Provide investigative support to the Chief Inspector General.

Summary of Complaints Received July 1, 2000 – June 30, 2001





Summary of Complaints Closed July 1, 2000 – June 30, 2001





For information on the subjects and dispositions of these complaints, see Appendix A.

Investigation Summaries

Alleged Misuse of P-Cards - 00-056

This complaint alleged that purchasing cards assigned to two DOH employees had been misused to purchase access to Internet pornography sites.

The allegation was not substantiated. Following a forensic evaluation of the employee's computers, HIG concluded the purchasing cardholders were not responsible for the charges made to their purchasing cards. As the Department of Banking and Finance administers the Purchasing Card Program, and were therefore, notified of the recommendation to evaluate security issues associated with purchasing card usage.

Alleged Falsification of Records - 00-061

This investigation was predicated on an anonymous written complaint alleging a county health department employee falsely claimed a bachelor's degree from a major university.

This allegation was closed as substantiated. However, this investigation also revealed that before the subject was hired to a permanent position in 1995, the subject admitted the wrongdoing and was verbally reprimanded. As the subject had already been reprimanded for the misconduct, no further disciplinary action was recommended.

Alleged Superbill Misplacement - 00-065

An Information Security Incident Report submitted by a county health department (CHD) triggered this investigation. The report alleged "superbills" documenting CHD super confidential client services were lost.

The allegation was substantiated. HIG could not definitively determine whether the superbills were lost or destroyed. The missing superbills were reconstructed from patient records and sent to the area planning council for payment.

RECOMMENDATIONS

- HIG recommended the CHD construct a secured mail intake site within the CHD storeroom/mailroom.
- HIG recommended discipline as appropriate based on the findings presented in the report.

Alleged False Certification of Physicians - 00-070

This investigation was predicated on three allegations: (1) an employee improperly performed background checks on physicians, resulting in submission of false certifications to outside agencies; (2) the same employee improperly used a Department of Health (DOH) computer for unauthorized activities; and, (3) the same employee improperly handled information containing sensitive and/or confidential information.

The investigation substantiated two of the three allegations. The false certification allegation was not substantiated. Inspection of the employee's computer revealed extensive Internet usage for personal business and access to some inappropriate material. Inspection of the employee's office revealed records containing sensitive information left unsecured after normal duty hours. Subsequent to the inspection, the employee failed to return to work, and thereafter verbally resigned.

RECOMMENDATIONS

- HIG recommended management review of the evidence contained in the HIG report prior to determining final personnel actions pertaining to the employee.
- HIG recommended management review the facts associated with the unsecured background papers to determine whether reporting to Agency for Health Care Administration (AHCA) or Florida Department of Law Enforcement (FDLE) was required.

Alleged Fraud and Misuse of Funds – People of Color AIDS Coalition (POCAC) 00-072

This investigation was predicated on a complaint from a former employee of People of Color AIDS Coalition, Inc. (POCAC), alleging fraud, mismanagement, the illegal storage and distribution of medications and sexual harassment in the conduct of business. The agency's executive director was specifically implicated. HIG identified additional allegations that POCAC had fraudulently received reimbursements from the DOH. A total of eighteen allegations were investigated.

The HIG substantiated six allegations of fraud and related misconduct. Three allegations of misconduct were not substantiated. In two cases, the alleged misconduct did occur but was exonerated as allowed under the contract. One allegation was determined unfounded. HIG referred five counts of suspected fraud to the Department of Banking and Finance, Criminal Enforcement Division for further investigation. HIG referred one allegation of duplicate funding to the Inspector General of the United States Department of Health and Human Services for further investigation. As the complainant had previously established a sexual harassment complaint against POCAC with the Equal Employment Opportunity Commission (EEOC), investigation of those allegations was deferred to the EEOC. The investigation also revealed flaws in the Bureau of HIV/AIDS' contract administration and monitoring of the contract.

RECOMMENDATIONS

- HIG recommended the DOH Bureau of HIV/AIDS incorporate and document a mandatory financial component into the contract management process.
- HIG recommended the DOH Bureau of HIV/AIDS distribute the financial management monitoring reports to the Bureau's Contract Unit and DOH's Bureau of Finance and Accounting.
- Reevaluation of the practice of accepting incomplete backup documentation required for reimbursement for program expenses and costs reimbursement contracts in DOH was also recommended.

Alleged False Entries on PIR, Travel, and Expense Forms - 00-077

This investigation was predicated on a written complaint alleging a Division of Environmental Health (DEH) employee submitted false pool inspection records. A second DEH employee allegedly received a bribe from a pool company, and both employees were allegedly involved in a conflict of interest, in that the employees made recommendations on the purchase of pool equipment and services to consumers.

The investigation substantiated the allegation that the first DOH employee had submitted false pool inspection records. The allegation of bribery against the second DOH employee was not substantiated. Finally, HIG did not substantiate the allegation that either employee engaged in activities that constitute a conflict of interest.

RECOMMENDATIONS

- HIG recommended disciplinary action, as appropriate.
- In the interest of public health and safety, HIG recommended the re-inspection of swimming pool facilities within the first employee's scope of responsibility.
- Training to those employees responsible for supervising the subject employees was also recommended.

Alleged Employee Providing False References - 00-089

HIG received an anonymous letter that alleged a DOH employee provided employment references for an ex-spouse when, in fact, the ex-spouse had never been employed by DOH.

HIG substantiated the allegation. HIG concluded the employee, representing DOH, used an alias to provide false references for an ex-spouse. HIG determined the subject employee had reported to entities outside DOH that an ex-spouse was an outstanding employee, even though DOH had never employed the individual.

RECOMMENDATION

HIG recommended management consider disciplinary action, as appropriate.

Alleged Improper Influence by a Local Elected Official - 00-094

Two applicants for septic tank permits alleged in writing that CHD employees had conspired with, or otherwise allowed, a local councilperson to use the CHD to delay the applicants' attempts to obtain septic tank permits.

HIG did not substantiate the allegation. No evidence was found of CHD employee misconduct. However, HIG concluded that to provide the best possible services to customers, the CHD should have provided the permit applicants a timely written notification of the deficiencies in their applications and any additional requirements for permitting.

RECOMMENDATION

HIG recommended the CHD establish a procedure to insure that applicants for all types of permits are provided timely, written notification of any deficiencies in their applications as well as any additional permitting requirements.

Alleged Inappropriate Purchasing Procedures - 00-099

The Office of the Governor's Chief Inspector General (CIG) referred this complaint to HIG. The following allegations were made:

During October 1999, a county health department Account Supervisor inappropriately solicited two purchase requisitions that were contracted to the spouse.

A CHD employee performed outside work during normal business hours.

A CHD employee awarded work to a family member without proper approval.

The CHD Director knowingly authorized the submission of an improper purchase requisition.

A CHD employee changed the dollar amount on a purchase requisition without processing the necessary change order.

HIG determined the complaint met the Whistle-blower criteria specified in 112.3187, F.S. The report is confidential and exempt from 119.07(1), F.S. This summary is unclassified.

HIG investigation substantiated a CHD employee awarded work to a family member without proper approval. All other allegations were unsubstantiated.

HIG also made a number of general observations: HIG concluded none of the requisitions investigated met open competition requirements, although the CHD's explanation was the policy was not followed due to an urgent situation. HIG identified no restrictions to CHDs doing business with CHD employee family members where an employee has no decision authority and employee solicitation has not occurred. HIG observed some CHDs in remote areas of the state may have a significant problem in obtaining competitive bids for vendor services. The frustration in obtaining competitive bids may influence contracting decisions to favor the most readily available vendor rather than the most competitively appropriate vendor. This issue requires further inquiry and determination of the root causes for the reported problem.

RECOMMENDATIONS

- HIG recommended the CHD Director coordinate appropriate disciplinary action with the Deputy State Health Officer.
- HIG recommended the CHD Director evaluate the reported lack of local vendor responsiveness to CHD contract announcements and report the findings to the Deputy State Health Officer.
- HIG recommended the CHD Director ensure proper competing for contracts as required in the DOH Purchasing Policies and Procedures Manual.
- HIG recommended the CHD Director inform employees of the pitfalls of crisis management as it affects purchasing.
- HIG recommended the CHD, in conjunction with the DOH Chief of the Bureau of General Services, clarify guidelines pertaining to contracting with employee family members.

Alleged Fraud - 00-100

This investigation was predicated on an anonymous complaint alleging a CHD Business Manager abused the position of Business Manager by escorting water samples via airplane to another CHD as a pretext to attend university classes. The employee also allegedly claimed un-worked hours on time and attendance records. Finally, the employee allegedly submitted a false employment application. Notably, the employee's position in upper management implied the need to uphold high accountability standards.

HIG substantiated two of the three allegations, and identified one additional finding. HIG concluded the employee falsified an employment application by claiming possession of a Ph.D. on the application form. HIG concluded the employee was reimbursed for travel not taken. Finally, HIG determined that delivering water samples to the other CHD lab allowed the employee to claim reimbursement from the State for a portion of costs related to travel to attend classes. HIG could not substantiate the employee fraudulently documented un-worked hours.

RECOMMENDATIONS

- HIG recommended management take disciplinary action, as appropriate.
- HIG recommended that the employee reimburse the state for overpayment of travel expenses.
- HIG recommended management ensure compliance with the policy that requires written approval of any variance from the standard work schedule.

WIC Baby Food Program Alleged Conflict of Interest - 00-116

This investigation was predicated on a complaint from the former operator of a Women, Infants and Children (WIC) baby food store. Allegedly, a WIC employee engaged in improper activities to assure closing of the WIC baby food store. The complainant alleged the motive for the activities was because the employee's family member owned a competing WIC baby food store.

HIG substantiated none of the allegations. HIG observed the non-renewal of the complainant's contract occurred because of program rule violation.

Alleged Breach of Confidentiality - 01-003

This investigation involved a complaint of alleged breach of confidentiality by a DOH employee of super confidential information.

The allegation was unsubstantiated. HIG identified no evidence to support the allegation the DOH employee obtained sexually transmitted disease test results of a CHD client outside the course and scope of work responsibilities, although the employee made an effort to do so.

RECOMMENDATIONS

- HIG recommended the CHD Director remind employees of the potential adverse consequences of maintaining personal relationships with CHD clients while on duty or on health department premises.
- HIG recommended information obtained during this investigation be shared with appropriate law enforcement authorities.

Misconduct - County Health Department - 01-030

This investigation was predicated upon a telephone complaint alleging a CHD Dental Clinic employee had used state computers to chat on the Internet.

HIG substantiated the allegation that the employee used CHD computers to chat over the Internet during work hours. A forensic analysis of the computers further revealed the

employee had downloaded unauthorized software to the computers (Yahoo! Messenger); had shopped and made personal purchases on the Internet; had filed Income Tax forms over the Internet; and had played games on the Internet during work hours.

RECOMMENDATION

HIG recommended management take disciplinary action, as appropriate.

Alleged Licensure Fraud - County Health Department - 01-032

An owner of a mobile x-ray service alleged that four general radiographers licensed by DOH were not qualified to have validly obtained their radiology license. The complainant alleged the four individuals had fraudulently obtained their licenses by cheating on the licensure examination.

HIG investigation revealed the subjects had been licensed from 5 to 18 years. DOH records indicated the subjects met licensure requirements and passed the appropriate exam before they were licensed.

HIG identified no evidence to substantiate the allegations. Additional investigation revealed that examination procedures made it unlikely that applicants could have obtained the answers for the exam each time it was given. Each of the licensees passed either the State exam or a national registry exam at a different time.

Alleged Fraud and Conflict of Interest – County Health Department - 01-045

An anonymous complainant alleged that a CHD Chief Financial Officer used a purchase order to buy personal items; appropriated state money for personal use; and supervised a grant sought by a spouse. The allegation implied the CHD Executive Director had knowledge of these offenses and failed to take appropriate disciplinary action.

HIG found no evidence to substantiate the allegations.

Alleged Theft of Supplies – County Health Department - 01-048

This investigation was predicated on a complaint that the complainant's supervisor stole CHD supplies and gave them to a former CHD employee. The complainant also alleged the supervisor took retaliatory discipline against the complainant after learning of the allegation.

HIG identified no evidence to substantiate the allegation the supervisor was stealing CHD supplies. HIG review of personnel actions taken against the complainant appeared justified. The allegation that the CHD supervisor disciplined the complainant without cause after learning of the allegation against the supervisor was closed as unfounded.

Alleged Conflict of Interest (Office of Vital Statistics) - 01-053

In this case, employees of the DOH Office of Vital Statistics allegedly provided, by facsimile, non-public Vital Statistics data to a private sector customer. The employees also allegedly accepted unauthorized gifts of goods and money from a private sector customer.

HIG substantiated one of the three allegations. The allegation that Vital Statistic employees provided non-public Vital Statistics data to a private sector customer was unsubstantiated. HIG substantiated the employees accepted gifts from an Office of Vital Statistics customer. Reportedly, shortly after the gift was accepted, the employees' supervisor verbally reprimanded them for accepting the gifts, but did not document the reprimands. HIG identified no evidence to support the allegation that either employee accepted a payment for medical expenses from a private sector customer.

RECOMMENDATIONS

- HIG recommended whether in fact or perception, Office of Vital Statistics employees should avoid any interactions with clients that may potentially generate conflict of interest complaints.
- HIG also recommended the documentation of verbal or written employee reprimands as required by DOH policy. Documented reprimands protect the DOH by eliminating the appearance of supervisory mismanagement or supervisory approval of misconduct.

Alleged Falsified Documents - 01-070

A DOH employee allegedly submitted a false medical report and a false obituary to support sick and administrative leave questioned by a supervisor that hade been taken. HIG sustained the allegation.

RECOMMENDATION

HIG recommended disciplinary action, as appropriate.

Management Reviews

During the reporting period, HIG formalized its management review program. Management reviews provide assistance in identifying managerial strengths and opportunities for improvement and developing and implementing corrective actions necessary to enhance overall managerial proficiency. HIG now conducts management reviews according to the HIG Two Year Management Review Plan or as requested by management. The HIG's approach to management reviews parallel the Governor's Sterling Award for Quality. Some management reviews may be more issue driven and programmatic in nature. The duties and responsibilities include:

- Develop and implement management review work plans for each management review
- Conduct onsite management reviews
- Communicate review findings to management
- Monitor corrective action plans developed in response to reviews
- Provide technical assistance to DOH and HIG staff
- Prepare an annual report of management review activities of the preceding fiscal year for the HIG Annual Report

Management Review Summary

Calhoun/Liberty County Health Department MR-00-002

HIG conducted a management review of Liberty County Health Department (LCHD) and Calhoun County Health Department (CCHD) to assess employee perceptions of their work environment and to gather baseline data to assist executive management in determining the strengths and opportunities for improvement within the CHDs. The scope of the management review included an organizational climate survey, staff and management interviews, a client survey, an empirical facilities examination of both CHDs, and a review of relevant documents and records.

During the onsite management review, employees were administered the organizational climate survey; personal interviews of employees were conducted; available clients were interviewed to obtain their perception and opinion of the services provided by the CHD; and an empirical facilities examination was conducted at both CHDs. Additional offsite document reviews were also performed.

HIG's management review team found that management at both CHDs was supportive of staff within their units. Additionally, the team found that staff was committed to providing quality customer service.

The team also found opportunities for improvement. Employees were concerned about inadequate communication with management; perceived unfair administration of personnel policies and procedures, a perceived lack of honesty of managers, and an atmosphere that did not promote teamwork. The issues were directly attributed to the previous administrator and supervisors.

RECOMMENDATIONS

- HIG recommended the management facilitate open communication. The Administrator should support efforts toward free and open communication. A reduction of employees' fear of reorganization, or fear of the possible adverse consequences of change should be stressed.
- HIG recommended management take immediate steps to address Team Commitment, Rewards, and Responsibility.
- HIG recommended CHD management address the remaining three organizational dimensions of Flexibility, Standards, and Clarity within the next six months.
- HIG recommended management assess how well improvement is promoted using employee feedback as an indicator.

- HIG recommended CHD develop a strategic planning process in which the plan is: (1) developed by consensus; (2) easy to use; (3) conveyed to all employees of the CHD; and (4) monitored and revised frequently.
- HIG recommended the Administrator, or other management, update staff job descriptions and performance standards, and evaluate staff using the established performance standards.
- HIG recommended the modification of management performance standards to incorporate objective criteria for measurement of management skills. The Administrator should evaluate all management to determine if they are working up to the standards and his expectations.
- HIG recommended the Administrator hold supervisors accountable for ensuring timely administering of staff performance appraisals.
- HIG recommended CHD management recognize and reward employee efforts.
- HIG recommended the Administrator address a conflict of interest pertaining to two spousal employees where one employee had the authority to review work transactions of the other employee.
- HIG recommended the CHDs' Continuous Quality Improvement (CQI) Team focus on planning, processes, and other strategies to effect improvement. CHD transformation requires employee involvement. All CHD employees must share a unified purpose, direction, and improvement commitment.
- HIG recommended re-visitation of the CHD customer satisfaction survey as a performance improvement initiative.
- HIG recommended the Administrator address and correct the problem of inaccurate data reporting to Tallahassee.
- HIG recommended management develop a system to assess CHD data to determine customer needs, evaluate CHD performance, establish goals for improvement, and monitor progress.
- HIG recommended the Administrator employ a primary care physician. Note: Since the Team's onsite visit, a primary care physician is on staff to service both CHDs.
- HIG recommended that management ensure management accesssibility to staff and provide effective feedback on individual performance.
- HIG recommended the Administrator continue to allow employees to constructively express themselves. HIG also recommended the Administrator and supervisors formally address employees harboring resentment or holding grudges.

Management Reviews in Progress

During the reporting period, the management review team performed work on two projects that are in the process of being completed. HIG will have issued the following reports by the next reporting period:

- MR-00-003 Orange County Health Department
 - a. Women, Infants, and Children (WIC) Section
 - b. Environmental Health Section
- MR-00-04 A. G. Holley State Hospital

Other Accountability Activities

Other accountability activities include those activities that fall outside the audit, investigative, or management review functions such as performing consulting services and special studies, reviewing and providing internal analysis of HIG related proposed legations, and monitoring performance measures for performance-based program budgeting. Various members of our staff perform these activities.

Performance-Based Program Budgeting

The development of a performance measurement system is integral to the implementation of performance-based program budgeting. Department programs have been measuring their performance by tracking health status outcomes as an on-going component of the department's quality assurance and improvement process for many years. As a result of the performance-based program budget activities, the department has established its program structure, and continues to finalize its list of performance measures.

The HIG has completed a preliminary assessment of the validity of these measures and the likelihood of data reliability. To ensure that performance data supported by department records, HIG has developed a plan for monitoring and reviewing the department's data collection systems and is proceeding with more in-depth evaluations of those systems.

Information about the HIG and its activities is available on the HIG's website at http://www.doh.state.fl.us/ig/int-audit/AC 00 004 summary.odf

Appendixes

Appendix A: Summary of Closed Complaints *Fiscal Year 2000-2001*

Tracking			
Number	ID	Subject	Disposition
00-002	MA	Waiver of re-examination fee	Referred to management
00-003	INA	Theft by employee	Referred to local law enforcement
00-004	MA	Presence of dogs in county health department	Referred to management
00-005	MA	Misuse of e-mail	Referred to management
00-008	MA	Waste of state time	Referred to management
00-009	IN	That attorney presented inappropriate legal advice	Unsustained
00-010	IN	Mismanagement of vital records, abuse of state	Sustained
		time, and misconduct on state time	
00-013	RF	Unfair termination of job	Referred to the Bureau of Human Resource Management
00-015	PI	Unauthorized copying of client's medical records	Unsustained
00-016	IN	Conspiracy and cover-up by employees	Sustained
00-017	IN	Misconduct and inappropriate behavior of	Sustained
		employee	
00-019	RF	Inappropriate hiring practices	Referred to the Agency for Health Care Administration
00-020	PI	Embezzlement of funds	Closed due to insufficient evidence
00-021	MA	Use of stamp machine for personal mail	Referred to management
00-027	PI	Tampering with Career Service Grievance	Closed due to insufficient evidence
		Process, threatening employee, falsification of	
		personnel records	
00-028	RF	Alleged fraudulently taking CAN exam	Referred to Miami-Date Police Department
00-030	IN	Inappropriate management of staff	Sustained
00-031	RF	Computer security issue	Referred to the Florida Department of Law Enforcement
00-036	PI	Missing birth certificates	Referred to local law enforcement
00-038	IN	Misuse of position	Sustained
00-047	IN	Alleged disappearance of official stamp	Unsustained
00-048	IN	Alleged conflict of interest	Sustained
00-049	IN	Alleged inappropriate use of state equipment	Sustained
00-050	NF	Alleged theft of money	Information recorded for reference purposes only, no action warranted
00-051	NF	Alleged inappropriate use of state mail system	Information recorded for reference purposes only, no action warranted
00-053	NF	Alleged forgery of prescription	Information recorded for reference purposes only, no action warranted
00-054	NF	Alleged theft	Information recorded for reference purposes only, no action warranted
00-055	MA	Alleged inappropriate use of medical property	Referred to management
00-056	PI	Alleged inappropriate use of P-cards	Unsustained
00-057	NF	Alleged theft	Information recorded for reference purposes only, no action
			warranted
00-058	MA	Misuse of state phone	Referred to management
00-059	PI	Problems with Children's Medical Services Clinic	Referred to management
00-060	RF	Inappropriate billing by doctor	Referred to AHCA
00-061	IN	Falsification employee application	Sustained
00-062	RF	Alleged discrimination	Referred to DOH EO
00-063	NF	Fraud by CHDs	Information recorded for reference purposes only, no action warranted
00-064	IN	Improper septic tank	No action taken

Summary of Closed Complaints

Fiscal Year 2000-2001

riscai	rear 2	(000-2001	
00-065	IN	Missing superbills of HIV/AIDS clients	Sustained
00-066	NF	Threatening documents	Information recorded for reference purposes only, no action
			warranted
00-067	INA	Alleged misappropriation of state funds	Unsustained
00-068	IN	Alleged forced resignation of position	Unsustained
00-069	NF	Alleged sexual abuse	Information recorded for reference purposes only, no action
			warranted
00-070	IN	Alleged falsification of records	Unsustained
00-071	MA	Alleged unsatisfactory cleaning services	Referred to management
00-072	IN	Alleged fraudulent billing by contractor and alleged	6 allegations sustained; 5 sustained referred to Banking and
		discrimination	Finance
00-073	RF	Alleged incomplete construction	Acknowledged letter and sent copy to DBPR
00-074	RF	Wrongful termination of employment	Referred to EO
00-075	IN	Alleged inappropriate use of P-cards	Unsustained
00-076	RF	Insurance fraud by mental health facilities	Referred to HCFA and DFMPI
00-077	IN	Alleged conflict of interest, falsification of records	
		and bribe receiving	Sustained
00-078	IN	Alleged threats against person by employee via	
		internet	Sustained
00-079	NF	E-mail religious messages	Information recorded for reference purposes only, no action
			warranted
00-080	RF	Early release by crisis stabilization unit	No jurisdiction letter to complainant, copied DCF
00-081	IN	Alleged theft of laptops	Unsustained
00-082	IN	Alleged forgery	Sustained
00-083	NF	Alleged falsification of timesheet	Information recorded for reference purposes only, no action
			warranted
00-084	MA	Abuse of authority	Referred to management
00-085	PI	Discrimination and violation of clients' rights	Unsustained
00-086	MA	Alleged bad management	Referred to management
00-087	MA	Alleged abuse of authority, hostile work	•
		environment and inappropriate supervision	Referred to management
00-088	PI	Alleged-e-mail threats	Closed due to investigation by law enforcement
00-089	IN	Alleged false references (information)	Sustained
00-090	NF	Alleged improper personnel actions	Information recorded for reference purposes only, no action
			warranted
00-091	RF	Alleged non-working septic systems	Unfounded
00-092	RF	Alleged sexual harassment and discredit of	Referred to EO
		witnesses	
00-093	IN	Alleged threat to deny services	Unsustained
00-094	IN	Alleged inappropriate political influence	Unsustained
00-095	NF	Alleged misuse of e-mail	Information recorded for reference purposes only, no action
			warranted
00-096	NF	Alleged refusal of infertility treatment by	Information recorded for reference purposes only, no action
		physicians	warranted
00-097	IN	Alleged physical harm by physician	Unsustained; referred to AHCA by copy of report
00-098	MA	Alleged mismanagement of client's case	Advised complainant to request a medical peer review
00-099	W	Alleged inappropriate processing of purchases	Unsustained
00-100	IN	Alleged fraud	Sustained
00-101	IN	Alleged misuse of WCI funds	Unsustained
00-102	MA	Alleged inappropriate behavior of state employee	Referred to management
00-104	RF	Alleged health hazard	Referred to Escambia CHD and DEP's IG
00-105	PI	Alleged inadequate application	Sustained
	<u> </u>	1 -0- zent-dent- al-lineage.	1 2=

Summary of Closed Complaints

Fiscal Year 2000-2001

Tracking			
Number	ID	Subject	Disposition
00-106	INA	Alleged mismanagement of Elder Care funds	Sustained
00-107	INA	Alleged irregularities in contract	Unsustained
00-108	IN	Alleged fraud and abuse of power	Unsustained
00-109	RF	Alleged unavailability of remedial nursing courses	Letter to complainant re: remedial courses for persons failing nursing exam
00-110	IN	Alleged ongoing problems	Sustained
00-111	IN	Alleged illegal conduct by employee	Sustained
00-112	MA	Alleged falsification of income	Referred to management
00-113	MA	Alleged interference with investigations & restrictive dress code	Referred to management
00-114	IN	Misuse of county vehicle	Sustained
00-115	NF	Alleged misuse of state equipment	Information recorded for reference purposes only, no action warranted
00-116	IN	WIC baby food program alleged conflict of interest	Unsustained
00-117	NF	Alleged misappropriation of grant funds	Information recorded for reference purposes only, no action warranted
00-118	PI	Alleged untimely process of disability claim	Unfounded
01-001	RF	Alleged discrimination	Referred to Equal Opportunity and Minority Health
01-002	MA	Alleged timesheet fraud	Referred to management
01-004	NF	Alleged theft of state funds	Information recorded for reference purposes only, no action warranted
01-005	MA	Alleged retaliation for making complaint	3 unsustained; 1 sustained
01-006	IN	Problems with tobacco study at UF	Unsustained
01-008	MA	Alleged violation of security policies	Unsustained
01-010	MA	Alleged violation of records management policy	Referred to management for information only
01-011	NF	Alleged hate mail and calls	Information recorded for reference purposes only, no action warranted
01-012	NF	Alleged conflict of interest	Information recorded for reference purposes only, no action warranted
01-013	IN	Wrongful testing practice	Sustained
01-014	NF	Alleged court actions, etc.	Information recorded for reference purposes only, no action warranted
01-016	RF	Alleged mismanagement by programs	Referred to Children and Families
01-017	NF	Alleged stalking by Manpower employee	Information recorded for reference purposes only, no action warranted
01-018	RF	Alleged fraudulent billing statements	Referred to AHCA
01-019	PI	Alleged harassment by e-mail	Management advisory sent to LCHD
01-020	NF	Alleged late notice served	Information recorded for reference purposes only, no action warranted
01-021	RF	HHA education and training requirement	Referred to AHCA
01-022	RF	Alleged fraudulent practices	Referred to AHCA
01-024	NF	Alleged criminal use of MQA database	Information recorded for reference purposes only, no action warranted
01-025	NF	Alleged fraudulent Worker's Compensation claim	Information recorded for reference purposes only, no action warranted
01-026	RF	Alleged nursing home abuse	Referred complainant to AHCA
01-027	NF	Alleged misuse of e-mail	Information recorded for reference purposes only, no action warranted
01-028	INA	Alleged employee criminal record	Sustained
01-029	NF	Alleged termination of dental treatment	Information recorded for reference purposes only, no action warranted
01-030	IN	Misuse of computer	Sustained
01-031	PI	Alleged misuse of computer	Sustained
01-032	IN	Alleged poor performance of radiographers	Unsustained
01-033	RF	Alleged threatening phone message	Referred complainant to Capitol Police
01-034	MA	Alleged mismanagement	Referred to management
01-035	MA	Alleged inappropriate behavior	Referred to management

Summary of Closed Complaints

Fiscal Year 2000-2001

i iscai	Teal 2000-2001		
Tracking			
Number	ID	Subject	Disposition
01-037	PI	Alleged dishonesty and unethical practices	Referred to management
01-038	RF	Alleged fraudulent signatures	Referred to AHCA
01-039	NF	Alleged requested pom pages	Information recorded for reference purposes only, no action warranted
01-040	PI	Misuse of state vehicles	PI report provided to DEP IG
01-041	NF	Alleged misuse of confidential information	Information recorded for reference purposes only, no action warranted
01-042	NF	Alleged misuse of state equipment	Information recorded for reference purposes only, no action warranted
01-043	MA	Alleged theft by employees	Sustained
01-044	RF	Alleged poor conditions and quality of service	Referred to AHCA
01-045	IN	Alleged fraud and conflict of interest – CHD	Unsustained
01-046	IN	Alleged inappropriate billing procedures – CHD	4 allegations – a sustained; 1 exonerated
01-047	IN	Alleged Medicaid fraud	Unsustained
01-048	IN	Alleged theft of supplies – CHD	Unsustained
01-049	IN	Misuse of state computer	Partially sustained
01-050	NF	Alleged loss of cash collections	Information recorded for reference purposes only, no action warranted
01-051	PI	Alleged sexual harassment	Recommended referral to DOH EO
01-052	PI	Falsification of records	Unsustained
01-053	IN	Alleged conflict of interest – Office of Vital Statistics	3 allegations – 1 unfounded; 1 substantiated; 1 unfounded
01-054	PI	Unqualified doctors taking exam	Unsustained
01-056	IN	Alleged conflict of interest	Unsustained
01-059	NF	Alleged misuse of state computer	Information recorded for reference purposes only, no action warranted
01-060	NF	Poor management by supervisor	Information recorded for reference purposes only, no action warranted
01-067	MA	Alleged mismanagement of CHD budget and personnel	Referred to management
01-068	NF	Alleged fraud of sick leave	Information recorded for reference purposes only, no action warranted
01-069	RF	Alleged failure of HIP to pay claim	Referred to Department of Insurance
01-070	IN	Alleged falsified documents	Sustained
01-072	IN	Alleged improper testing for radon gas	Unsustained
01-073	NF	Alleged proposition regarding foreign funds	Information recorded for reference purposes only, no action warranted
01-076	MA	Alleged improper policy	Referred to management
01-106	MA	Alleged misuse of money	Unsustained

Identifier Key

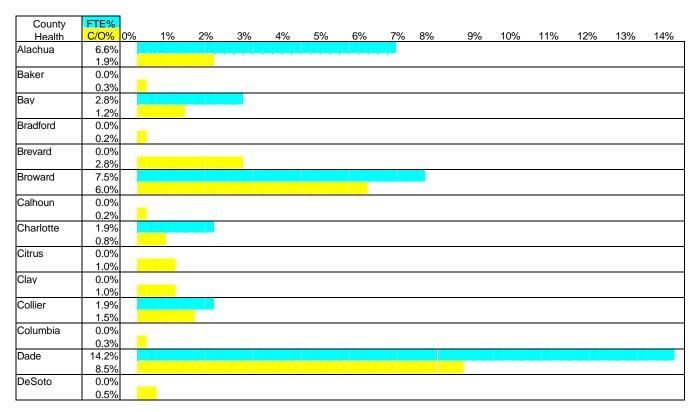
Symbol	Description
IN	Investigation
INA	Investigative Assist
MA	Management Advisory
MR	Management Review
NF	Information Only
PI	Preliminary Inquiry
RF	Referral
WB	Whistle-blower

Appendix B: County Health Department Complaint Data Fiscal Year 2000-2001

For each county, the chart below provides a comparison of the percentage of the total county health department complaints received during the reported fiscal year (C/O%). The percentage of the total full time equivalent employees of all the county health departments for the fiscal year (FTE%) is also shown.

For example, the Broward County Health Department has 5.9% of all the county health department full time equivalents working in its health department. However, this county health department was the recipient of 6.4% of the county health departments' complaints received in our office this fiscal year.

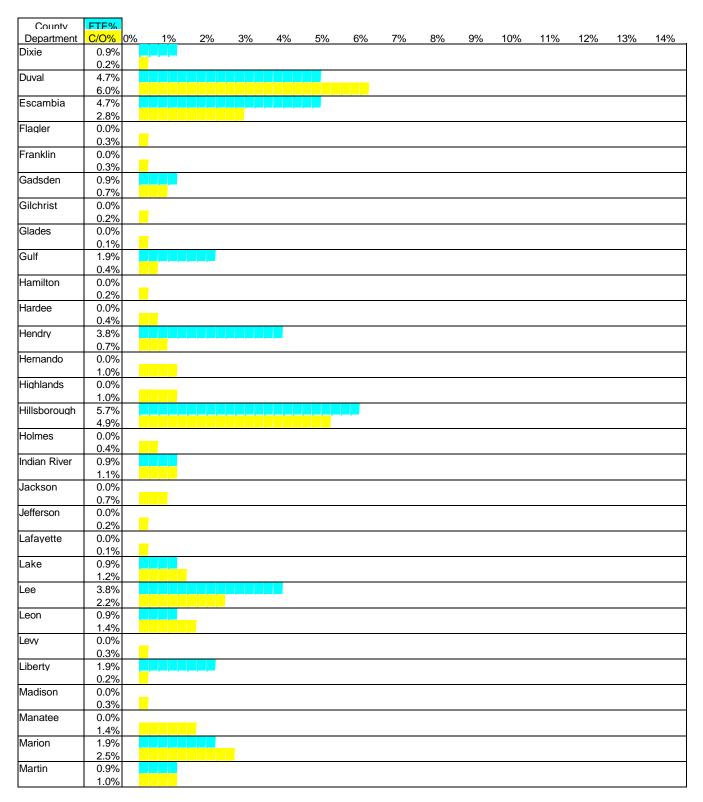
County Health Department Complaint Data Percentage of Complaints Received vs. Percentage of Full Time Equivalents Fiscal Year 2000-2001



FTE% = number of full time equivalents for a particular county health department divided by the total number of full time equivalents at all county health departments as of September 2000.

C/O% = number of complaints received regarding a particular county health department divided by the total number of complaints received by our office regarding all county health departments for fiscal year 2000-2001.

County Health Department Complaint Data (Cont'd) Fiscal Year 2000-2001

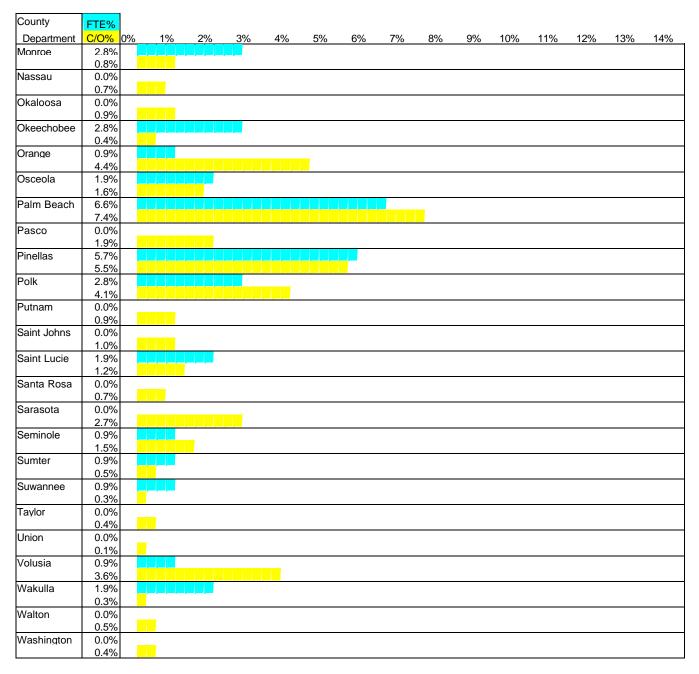


FTE% = number of full time equivalents for a particular county health department divided by the total number of full time equivalents at all county health departments as of September 2000.

HIG Annual Report for Fiscal Year 2000-2001

C/O% = number of complaints received regarding a particular county health department divided by the total number of complaints received by our office regarding all county health departments for fiscal year 2000-2001.

County Health Department Complaint Data Cont'd Fiscal Year 2000-2001



FTE% = number of full time equivalents for a particular county health department divided by the total number of full time equivalents at all county health departments as of September 2000.

C/O% = number of complaints received regarding a particular county health department divided by the total number of complaints received by our office regarding all county health departments for fiscal year 2000-2001.

BE PART OF THE SOLUTION

Report waste, fraud, and abuse

Florida Department of Health

Office of the Inspector General

E-Mail<SMTP:DLALLIGSTAFF@doh.state.fl.us> **Facsimile** 1-850-413-8985