# UNIVERSITY OF CALIFORNIA, SAN FRANCISCO AUDIT AND ADVISORY SERVICES

Clinical Funds Flow Project #16-015

March 2016

University of California San Francisco

# UCSF

Audit and Advisory Services

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## **SUBJECT: Clinical Funds Flow**

As a planned internal audit for Fiscal Year 2016, Audit and Advisory Services ("AAS") conducted a review of the clinical funds flow process at UCSF. Our services were performed in accordance with the applicable International Standards for the Professional Practice of Internal Auditing as prescribed by the Institute of Internal Auditors (the "IIA Standards").

Our review was completed and the preliminary draft report was provided to department management in October 2015. Management provided us with their final comments and responses to our observations in March 2016. The observations and corrective actions have been discussed and agreed upon with department management and it is management's responsibility to implement the corrective actions stated in the report. In accordance with the University of California audit policy, AAS will periodically follow up to confirm that the agreed upon management corrective actions are completed within the dates specified in the final report.

This report is intended solely for the information and internal use of UCSF management and the Ethics, Compliance and Audit Board, and is not intended to be and should not be used by any other person or entity.

Sincerely,

Jere Mc fym

Irene McGlynn Director UCSF Audit and Advisory Services

# EXECUTIVE SUMMARY

#### I. <u>BACKGROUND</u>

As a planned audit for Fiscal Year 2016, Audit and Advisory Services (AAS) conducted a Clinical Funds Flow review to assess the clinical funds flow processes and validate the accuracy of the Relative Value Unit (RVU) payments.

In order to promote increased alignment and continued growth for UCSF as well as reduce complexity, a new Clinical Funds Flow Model (the "Model") covering 24 Departments was developed and put into place as of July 1, 2014. The general process of the Model is that UCSF Health collects revenue for clinical services at UCSF and covers patient care expenses. Payments to UCSF School of Medicine Departments are made based on Tier classification. The four Tiers are:

- Tier 1: productivity based payment as measured in work RVUs (wRVUs) with the Department covering faculty salaries and clinical departmental expenses.
- Tier 2: payment based on operating income above budget shared between Health System, Academic Grants, and School of Medicine Departments.
- Tier 3: incentive payment based on achievement of Health System goals.
- Tier 4: payment based on staffing for a few areas that are needed to be staffed for patient safety, regulatory mandates, or good patient care that do not generate enough wRVUs to support the necessary services.

There are also adjustments to the Model based on individual agreements between UCSF Health and Departments or special Department characteristics.

A Memorandum of Understanding (MOU) between UCSF Health and UCSF School of Medicine has been drafted, which includes a listing of the individual agreements as well as the UCSF Funds Flow Model Guide, describing the Funds Flow methodology, key data components, and adjustments to the Model. The funds flow payment model is set up in the Decision Analytics Reporting Tool (DART), which automates most of the calculations needed for payments and creates journal entries. Some adjustments cannot be done within the DART automated system, and are entered as manual journal entries or reconciliations with documentation supporting the calculations.

For Fiscal Year 2015 Tier 1 payments to departments totaled \$188.9 Million and Tier 4 payments totaled \$53.8 Million. Tier 2 and 3 models are not currently operational.

Miscalculations or errors in Model set-up can cause significant impact to both UCSF Health and Departments in budgeting and operations.

### II. AUDIT PURPOSE AND SCOPE

The purpose of this review was to assess the effectiveness and efficiency of the clinical funds flow governance and oversight processes; validate the adequacy of controls in place to implement model rules and to ensure accurate payments; assess the adequacy of change management and exception management processes; and identify opportunities for improvements of the funds flow activities.

The scope of the review covered Tier 1 transactions and activities for the period July 1, 2014 through June 30, 2015.

Procedures performed as part of the review included determining clinical funds flow activities and processes through interviews with relevant personnel and walkthroughs, and reviewing relevant policies and procedures. Additionally, the governance of data warehouse management, change management processes, and error handling processes were assessed, and testing of key controls for selected sample of departments was done to validate data integrity and mapping as well as accuracy and completeness of the transactions and compliance with the Funds Flow Model, and support documentation for exceptions and adjustments was reviewed. For more detailed steps, please refer to Appendix A.

Work performed was limited to the specific activities and procedures described above. As such, this report is not intended to, nor can it be relied upon to provide an assessment of compliance beyond those areas specifically reviewed. Fieldwork was completed in October 2015.

#### III. <u>SUMMARY</u>

Based on work performed, departments are provided with sufficient information and aid to monitor their productivity and clinical payments. Model structure is widely understood by departments, and a website is maintained with information on the Model. Updates to Medical Group Management Association (MGMA) and Centers for Medicare and Medicaid Services (CMS) data are implemented correctly, and RVUs are calculated accurately.

Opportunities for improvement exist in the areas of governance and oversight, change management, and Model documentation.

The specific observations from this review are listed below.

- The process for maintaining and updating the Model needs to be further refined and enhanced.
- Model adjustments in DART were not always consistent with the Model Guide.
- Provider mapping in DART does not always match the information retained by the Medical Staff Services Office (MSSO) or detailed in the Model Guide.
- Clinical funds flow related manual journal entries are not restricted to a minimal number of preparers and transactions.
- Impact analyses were not consistently performed prior to Model adjustments being implemented.

Additionally, during the course of this review, potential opportunities for improvement were noted for enhanced process efficiency. We noted that maintaining specific exclusions, rates, and assignments in the Model Guide may require it to be frequently updated. It may be more efficient and easier to review if specific providers, cost centers, rates, and other information subject to change are maintained in appendices. This information should also be reviewed on a regular basis to monitor and minimize complexity of the Model.

Details of the specific observations and management corrective actions are outlined in the observation table.

## Clinical Funds Flow IV. OBSERVATIONS AND MANAGEMENT CORRECTIVE ACTIONS

<u>No.</u>	Observation	Risk/Effect	<b>Recommendation</b>	MCA
1.	The process for maintaining and updating the Model needs to be	Lack of structure	With the below	Responsible Party: EVP
	further refined and enhanced.	may lead to	specific	Physician Services
		unclear	recommendations,	Target Completion: July 1,
	The Model methodology was approved in FY14 and put into place in	directives,	a more structured	2016
	FY15. During the year that the Model has been in place, operational needs have required adjustments to Model components; however, a	substantial	operating environment for the	1. a)
	process for ongoing updates of the Model had not been developed.	manual efforts, errors in	Funds Flow	1. a)
		implementation,	process should be	Centralize the
		and delay of	established.	management of the UCSF
		needed		Funds Flow MOU via
		implementations.		appointment of a point
				person and incorporate
a)	Adjustments to Model components did not follow the process	Changes may	UCSF Health and	language into the MOU
	outlined in the MOU.	not be made	School Medicine	that allows flexibility for
		timely or may be	should consider	changes between budget
	The draft MOU states that the UCSF Medical Center (UCSF Health)	made incorrectly	updating the MOU	cycles to accommodate
	and the UCSF School of Medicine shall review and, if necessary,	without	language to allow	for operational
	adjust the individual components of the Funds Flow Model as part of	consistent	flexibility for	needs/requirements
	the UCSF annual budgeting process.	management, prioritization,	changes between budget cycles due	1. b) and c)
	In practice, changes were requested by departments and adjustments	and	to operational	1. b) and c)
	made during the course of the fiscal year, some of which had input	documentation.	concerns.	Designate point of contact
	from the Transition Operating Committee (TOC). It is generally	doodmontation.		for modification requests
	understood that broad changes will be discussed by the TOC and			that are related to the
	documented in the Model Guide. However, some decisions made			Model or are Department-
	may not be feasible for implementation based on data availability or			specific
	may be overturned by the Health System Leadership Committee.			
				All requests for
b)	The mandate to authorize adjustments to Model components is	Without clearly	Roles,	modification will be
	not clearly defined.	defined	responsibilities, and	reviewed by a
	There are no unitten delegations of outhouthy for entaring into	assignment of	authority for the	subcommittee of the
	There are no written delegations of authority for entering into	authority,	various operational and oversight	faculty practice leadership and be analyzed to
	agreements on funds flow arrangements or to make modifications to Model rules. Also, which decisions should be made by or reported to	agreements may be made	groups involved in	determine the financial
	the Transition Oversight Committee (TOC) or Health System	inappropriately,	the Funds Flow	impact and its accordance
		mappiopnalely,		impact and its accordance

Clinic	cal Funds Flow			Project #16-015
<u>No.</u>	Observation	Risk/Effect	<b>Recommendation</b>	<u>MCA</u>
	Leadership are not clearly defined. While no changes to the overall structure of the Model were made, adjustments to Model components	and rework may be needed to	process should be defined and	with existing funds flow principles.
	did occur in FY15. These adjustments to Model components were not	reverse	documented and a	principies.
	prioritized, documented, and managed consistently due to insufficient	adjustments.	process put in	The review process for
	direction and/or coordination, leading to additional efforts needed for		place for	modification requests will
	implementation or rework. For example, new payment rules were		communications,	fall into one of the three
	determined that did not have sufficient data availability for		including the	categories:
	implementation, leading to substantial manual efforts and calculation.		designation of a	<b>–</b> , , ,,,
			point person.	<ul> <li>For requests with &lt;100K annual impact</li> </ul>
C)	Adjustments to Model components were not documented	It may be difficult	Criteria, such as	and in accordance
,	consistently.	to prioritize,	dollar thresholds, or	with existing funds
		review, or undo	core principles	flow principles,
	There is no single repository containing all changes made within the	changes if there	should be	decision will be made
	Model during FY15, and criteria for change assessment and	is not a central	established for	by the EVP for
	documentation has not been established.	list of all	determining how	Physician Services.
	Since the changes were decomported in different leastions, we were	technical	changes are	For requests with 100
	Since the changes were documented in different locations, we were not able to verify the total population of changes that occurred in	adjustments.	analyzed, authorized, and	<ul> <li>For requests with 100- 300K annual impact</li> </ul>
	FY15. Of the 18 changes that we were able to identify for FY15, ten		implemented. An	and in accordance
	were changes to inclusion or exclusion of providers, cost centers, or		official log should	with existing funds
	CPT codes; six were changes in payment rules; and two were rate		be maintained of all	flow principles,
	changes. These changes were either updated in the Model Guide,		changes made to	decisions will be made
	documented in an informal change log maintained by Faculty Practice		Model rules or	by the TOC.
	or discussed by the TOC as documented in TOC meeting minutes.		adjustments, and	
			determination made	- For requests > 300K
			as to where the	in annual impact or
			official log should reside.	any request not in accordance with funds
			Teside.	flow principles,
d)	Implementation specifics for the Model in DART are not	Maintaining a	An implementation	request will be
	thoroughly documented.	complicated	document with the	reviewed by TOC for
		system without	specifics of Model	recommendations to
	The Model Guide does not define how to implement the rules in	thorough	function in DART	the UCSF Health
	DART. A process diagram was created during a previous validation	documentation	should be created	Finance committee
	exercise; however, it is at a relatively high-level, and does not provide	could lead to	and maintained	where the decision will
	the specifics needed for ongoing maintenance and troubleshooting.	errors not being	with regular	be delegated. The

<b>Clinical Funds Flow</b>				Project #16-015
<u>No.</u>	<u>Observation</u>	<u>Risk/Effect</u>	Recommendation	MCA
		identified timely	updates when	finance committee
		or changes	changes occur.	may decide to defer to
		having		the HSLC.
		unanticipated	Additionally,	
		consequences.	procedures should	Document all decisions
			be developed	and update the Model
			outlining actions	Guide in a new section
			needed for the	'Funds Flow
			maintenance and	Administration
			updating of the	Processes'.
			Clinical Funds Flow	
			process.	Designate a point person
				to create processes for
				how Department-specific /
				Model-specific
				modification requests are
				processed within the
				Faculty Practice
				Administration, which will
				identify the point people to
				perform the supporting
				analyses.
				Designate a point person
				to document the process,
				including thresholds.
				Future modifications
				related to the Model/
				specific Department will
				be documented within the
				Model Guide by the point
				person; technical
				adjustments such as
				exclusion of providers or
				CPT codes will be
				documented as an

	al Funds Flow			Project #16-015
<u>No.</u>	<u>Observation</u>	Risk/Effect	<b>Recommendation</b>	MCA
				addendum to the Model Guide.
				Bi-annual review will be implemented.
				1. d)
				Faculty Practice's Business Analytics team will create an implementation document with the specifics of Model function in DART will be maintained with regular updates when changes occur.
				Faculty Practice's Business Analytics team will implement a bi-annual review.
2.	Model adjustments in DART were not always consistent with the Model Guide.	Inconsistencies in the application of the Model	A detailed review of adjustments in DART should be	Responsible Party: EVP Physician Services Target Completion:
	Excluded cost centers and providers, staff model cost centers, and payment adjustments were not always implemented in DART as described in the Model Guide. These differences may be caused by additional adjustments made after the most recent Model Guide update, unclear language in the Model Guide, or source data availability that leads to a different method of implementation.	may lead to inaccurate payments to departments.	conducted and determination made as to whether adjustments need to be reversed or the Model Guide updated to ensure	October 1, 2016 The appointed point person in 1.A., the Business Analytics team, and faculty practice finance officer will
	The differences in implementation include:		that Model adjustments are	reconcile the inconsistencies of the
	<ul> <li>i) Cost Center exclusions:</li> <li>There are two different methods for payments that do not fit into the Model structure. Exclusions are payments made outside the Model</li> </ul>		being paid as intended.	Model Guide to the actual DART processing.

	nical Funds Flow Project					
) <u>.</u>	Observation	<u>Risk/Effect</u>	<b>Recommendation</b>	MCA		
Ţ	while pass-through payments are payments of revenues minus an expense adjustment that are made within the Model.			Upon reconciling the discrepancies, point		
	<ul> <li>Three offsite locations are categorized in DART and paid as excluded when, according to the MOU, they should be pass-</li> </ul>			people will determine when future technical		
	through			updates should be recorded in the Model		
	<ul> <li>One cost center is categorized in DART and paid as excluded that is not mentioned in the MOU</li> </ul>			guide or addendum.		
	ii) Provider Exclusions:					
	Fifteen providers listed as excluded in the Model Guide received the following Tier 1 payments. The majority were due to services					
	performed by the provider in Tier 1 non-excluded cost centers:					
	<ul> <li>Dermatology: four providers totaling \$122,125.</li> <li>Geriatric Services: one provider totaling \$7,556</li> </ul>					
	<ul> <li>Primary Care: three providers totaling \$131,160</li> </ul>					
	Proctor Foundation: four providers totaling \$590     Dediction One of the second					
	<ul> <li>Radiation Oncology: one provider totaling \$45,584</li> <li>Urology: two providers totaling \$252,420; however, this was</li> </ul>					
	corrected by a reconciliation in August 2015					
	iii) Staff Cost Centers:					
	<ul> <li>Three cost centers in Anesthesia listed as staff models in the Model Guide were not set up in DART. These cost centers</li> </ul>					
	were not listed in the Cost Center Master, and may not be in use.					
	• Two cost centers, Anesthesia OI and Oncology IP, were set up					
	as staff model in DART and were not listed as such in the Model Guide. Anesthesia OI would have received \$93,534 in					
	RVU based payments for FY15, rather than \$1,376,906 in staff					
	model payments. Oncology IP would have received \$219,866 in RVU based payments in FY15, rather than \$526,341 in staff					
	model payments.					
	iv) Payment adjustments:					
	<ul> <li>The Model Guide states that all revenues generated by UCSF Nurse Practitioners/Physician's Assistants (NPs/PAs) will be</li> </ul>					
	retained by UCSF Health, with a separate reconciliation					

No.	al Funds Flow Observation	Risk/Effect	Recommendation	Project #16-015 MCA
	<ul> <li>performed for any clinical NPs/PAs that do not transfer employment to UCSF Health. However, NPs/PAs are set up in DART by employer, and 50 NPs and four PAs not employed by the Health System had their RVUs counted towards the department payments rather than to the Health system.</li> <li>The Model Guide states that Radiology clinical faculty members will be assigned to home sections and MGMA subspecialty categories, and each section will be mapped to either wRVU payments or staff model payments; however, Radiology providers are mapped individually in DART to either wRVU payments or staff model payments, rather than by home section</li> </ul>			
3.	<ul> <li>Provider mapping in DART does not always match the information retained by the Medical Staff Services Office (MSSO) or detailed in the Model Guide.</li> <li>Review of provider mapping identified the following: <ul> <li>Twenty providers who generated wRVUs or pass-through payments were not mapped to a specialty. Of those twenty:</li> <li>Fifteen providers were unable to be mapped, and the RVUs were not applied to any department. Five unmapped providers had pass-through payments were due to charge corrections.</li> <li>Four of the twenty unmapped providers had never been on medical staff or residents according to Echo. Two were previously on medical staff or residents, but inactive at the time of the review. Fourteen were active on medical staff or residents at the time of the review, seven of which had updated specialty assignments prior to the review.</li> </ul> </li> <li>Two billing providers were mapped to different specialties from what the MSSO had listed. One was mapped to a specialty that paid \$8.51 more per wRVU, but was the secondary specialty for that provider and was paid on a staff model basis.</li> </ul>	Departments may not have all their providers included in RVU calculations. Additionally, providers may be paid at different rates depending on their assigned specialty, leading to incorrect payments if the correct specialty is not mapped.	The MSSO updates APeX with specialty certification information for providers. If Faculty Practice identifies unmapped providers, MSSO should be notified so that the data can be updated in APeX. Additionally, management should perform further review to identify the root cause of the discrepancies between Echo and APeX and correct any issues with the interface.	<ul> <li>Responsible Parties: EVP Physician Services, and Medical Staff Target Completion: Completed</li> <li>A monthly report of unmapped providers will be sent to MSSO so that data can be updated in the Echo credentialing system and interfaced with APeX and DART.</li> <li>Periodic (i.e. quarterly) auditing of a random sample of provider specialty mapping from Echo to DART will be performed to validate accuracy.</li> <li>The mapping logic should be tweaked just a little.</li> </ul>

	al Funds Flow					Project #16-015
<u>No.</u>	<u>Observa</u>			Risk/Effect	Recommendation	MCA
<u>NO.</u>	<ul> <li>Faculty Practice pulls provider data from the APeX dictionary. If a provider is not set up in APeX, has not billed, or is in a department not included in the Funds Flow Model (e.g. Psychiatry), the provider will not appear in DART reports. When new providers are identified without a known specialty, Faculty Practice determines the area in which the majority of services were provided, and contacts the department in order to map the provider to a specialty. The specialty determines the payment per wRVU, and providers who split time across multiple specialties will receive credit for their assigned subspecialty. If no department recognizes a billing provider, those RVUs are not included in Tier 1 payments.</li> <li>There are also providers in DART that are not in Echo due to DART retaining historical information on providers who may no longer be at UCSF.</li> <li>As the information from APeX is updated based on Echo, the discrepancy in specialties and providers may indicate issues with the interface that may need correction. The Model Guide states that providers should each be tagged to a specialty based on board certification, listing in health plan directories, and predominance of</li> </ul>			KISK/ETIECL	Kecommendation	The mapping logic should automatically kick out any residents and inactivated staff.
4.	clinical activity.Clinical funds flow related manual jurestricted to a minimal number of parestricted to a minimal n	reparers and t eSoft identified actions) made reparers from	t <b>ransactions.</b> I 357 manual in the SFFPO different	Errors in manual journal entries may not be identified and corrected timely.	As the majority of journal entries for Clinical Funds Flow are automated, GL Verification should focus on the manual journal entries for reconciliation.	Responsible Parties: EVP Physician Services and UCSF Faculty Practice Controller Target Completion: July 1, 2016 The Tier 1 funds flow MGMA payments are automated, but many of the other funds flow transfers are not automated, therefore manual journals are required. In addition,

_	Observation			Risk/Effect	<b>Recommendation</b>	MCA
	F_FIN Controllers Office	1	1			adjustments to the
	Finance Service Center	3	23			automated process must
	Finance for FP Organization	1	70			be entered manually.
	HIMS	1	4			Faculty Practice
	Anesthesia	1	10			accounting will review the
	M_DO-CA-OP-Admin-Financial Aff	1	34			types of entries processed
	M_DO-Central-OP-Admin Units	1	64			manually for
	M_MED-ADMIN-CORE-FINANCE	2	12			reasonableness.
	M_MED-GERI-CORE	1	1			Management noted
	M_PEDS-ADMIN-CORE-ADMIN	1	2			mitigating controls are the
	MEDICAL CNTR ACCOUNTING	7	27			a preparer and reviewer
	PERSONNEL CAMPUS SERVICE	1	3			are required for all entrie and that monthly funds
	Unknown	7	72			flow variance review by
tr	o be provided later. Sufficient detaile ransaction was not able to be produce Ambulatory Services Administration.	d information t				
tr A L tr	ransaction was not able to be produce Ambulatory Services Administration. JCSF Campus Policy 300-27: Genera ransactions should be supported by s	d information t ed for one jour Il Ledger (GL)	o support the nal entry from states that all			
tr A tr n <b>1</b> a	ransaction was not able to be produce Ambulatory Services Administration. JCSF Campus Policy 300-27: Genera	d information t ed for one jour Il Ledger (GL) ource docume ntly performed	o support the nal entry from states that all entation that <b>d prior to Model</b>	Decisions made affecting payment may have larger	Analyses should be performed when feasible prior to making decisions	Responsible Party: EVP Physician Services Target Completion: July 2016

#### **Clinical Funds Flow**

# V. OPPORTUNITIES FOR IMPROVEMENTS

<u>No.</u>	<u>Observation</u>	Risk/Effect	<b>Recommendation</b>
1	The UCSF Funds Flow Model Guide could be revised to enable more efficient review and updating.         As details of the Model are subject to periodic change, it may enable ease of review if they are kept in appendices to the Model Guide, rather than in the main section. The Model Guide contains specific details for the following categories.         • Overhead expense rates         • Staff Model cost centers/specialties         • Pass-through cost centers/DEPs         • Excluded providers         • Excluded cost centers         • \$/wRVU rates/adjustments         • Malpractice percentages         • Staffing plans         • Eligible/excluded CPT codes	As the specific details change (e.g. new providers, cost centers, rates, etc.), the entire Model Guide will require review and updating. Additionally, with the details in the text of the Model Guide, it may be more likely that a specific detail is overlooked.	Maintain separate lists of rates, exclusions, or modifications as appendices to the Model Guide, and keep the Model Guide information at a higher level.
2	Reducing the number of exclusions and various adjustments made to the Model would reduce complexity and efforts for on-going maintenance.One of the goals of the Model was to increase transparency and simplicity by reducing the number and complexity of strategic support agreements, which were identified as challenging to maintain and communicate. While the transparency efforts for the Model have been successful, the numerous strategic agreements kept and number of adjustments made to the Model create increased complexity. Fifteen of the 24 departments covered by the Model have adjustments, including exclusions or pass-through payments for cost centers, CPT codes, or providers, modifications of rates or wRVU assignments, hybrid Tier 1 and Tier 4 departments, service provider RVU assignments, and other characteristics that change the payment calculations.Similar funds flow methodology is used on other UC Campuses and academic medical institutions; however, the number of Tiers and adjustments appear to be unique to UCSF. The complexity of the Model is also affected by the difference in APeX Hospital and Physician Billing structures and nuances in transactions, transaction sources, and transaction categorization.	Increased complexity may lead to difficulty in maintenance and not meeting Model goals.	Adjustments to the Model should be reviewed on a regular basis to ensure that they are necessary and do not overly increase complexity.

# <u>APPENDIX A</u>

To conduct our review the following procedures were performed for the areas in scope:

- Reviewed relevant Model documents, including the draft MOU and Model Guide
- Reviewed Model set-up in DART
- Reviewed prior studies conducted on the Model and implementation
- Benchmarked Model methodology against UC campuses and other academic medical institutions
- Reviewed governance structure of the funds flow process
- Reviewed change management processes
- Interviewed key department personnel from Faculty Practice, SOM, Finance,
- Assessed the effectiveness of the monitoring and reconciliation reports and procedures for assuring accuracy of payments
- Assessed process controls for adjustments to the Model
- Validated that payments were made according to Model Rules for a selection of departments
- Reviewed a sample of manual journal entries to validate the accuracy of the transactions