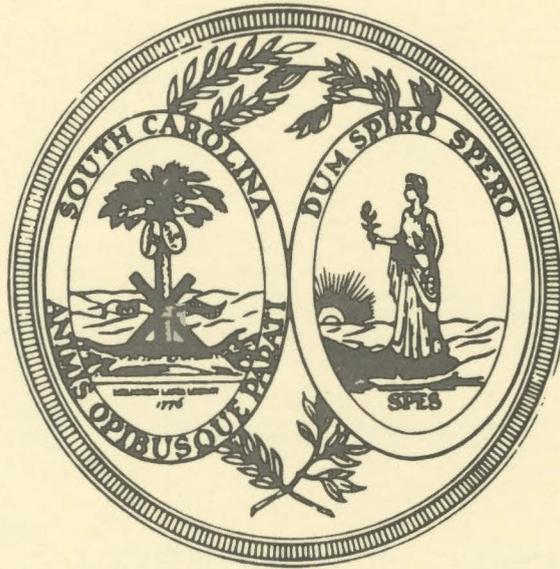


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South Carolina General Assembly



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The State of South Carolina
General Assembly
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A Review of the
Human Demonstration Project
August 7, 1984

THE STATE OF SOUTH CAROLINA

GENERAL ASSEMBLY

LEGISLATIVE AUDIT COUNCIL

A REVIEW OF THE HUMAN DEMONSTRATION PROJECT

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INTRODUCTION

In Section 30 of the 1978 Appropriation Act the General Assembly created the South Carolina Human Services Demonstration Project (HSDP). Under the direction of the State Reorganization Commission (SRC), HSDP was to research the delivery of human services programs in the State. As part of this experimental project, the South Carolina Legislative Audit Council was directed to conduct an audit of the program's activities and report its findings to the Governor and the General Assembly.

This report is divided into two parts. Chapter I provides a narrative summary of the project's accomplishments. Chapter II presents findings which may be useful should this project be implemented in another jurisdiction. The Audit Council wishes to thank the State Reorganization Commission, the HSDP staff and the state agency officials and private citizens who worked with the project for their cooperation in preparing this report.

BACKGROUND AND HISTORY

The General Assembly's purpose in creating the Human Services Demonstration Project (HSDP) was that the research project would lead the State to developing a more efficient, economical and integrated method of delivering human services programs. For clarity, the HSDP legislation included but did not limit, human services to programs of: income maintenance, employment, primary health care, shelter, transportation, food, knowledge and skills, individual and collective safety, social functioning and access to institutional care. In other words, the services required to sustain a family's or individual's ability to provide food, shelter, employment, safe environment, healthy mind and body and developmental skills.

The legislation placed the State Reorganization Commission in charge of funding and evaluating the project. It created a 20-member State Interagency Planning and Evaluation Advisory Committee located in Columbia to hire the project's site manager and lend support. It also established an 18-member local Project Managing Agency (PMA) located in the participating county. Each committee had voting representatives from the following eight state agencies: Department of Social Services (DSS), Department of Health and Environmental Control (DHEC), Department of Mental Health (DMH), Alcohol and Drug Abuse Commission, Vocational Rehabilitation, Commission for the Blind, Department of Mental Retardation and the Commission on Aging. The remaining members of these committees were representatives of the legislature, local government, private nonprofit agencies and private citizens.

A legislative mandated time limit of three years was imposed upon the project, beginning with the convening of the local Project Managing Agency (PMA) in the county where the experiment was to be conducted. York County was selected as the site for the project and its PMA Board convened in October 1980. It operated until October 1983 when the experiment was officially finished, its staff released and the site office closed.

CHAPTER I

ACCOMPLISHMENTS OF THE HUMAN SERVICES DEMONSTRATION PROJECT

Introduction

By the end of its three-year experiment, the HSDP had developed systems which are available for local governmental implementation. These were developed in order to establish a countywide planning, budgeting and delivery system for human services. Prior to this, each agency planned, budgeted and delivered services separate from other agencies and without regard for those clients whose services were delivered by more than one agency. The project produced model procedures for a taxonomy, budgeting procedures, common chart of accounts, planning process, auditing methodology, case coordination, resource directory, grant management, collocation and transportation programs. These systems are discussed in the following pages.

Taxonomy

Taxonomy is a common or generic set of service definitions provided by public or private human services agencies. For York County, this meant developing a common language for the 19 state and public agencies participating in the demonstration (see Appendix B). The taxonomy has three general purposes:

1. Interpret the human service delivery system for the public in a clear and concise fashion.
2. Enable state and local authorities to identify and understand which agencies deliver what services to whom and at what cost.

3. Aid all participants in the project to operate from a common base of understanding.

HSDP developed a taxonomy of 123 commonly defined terms that can be used by all human service agencies, allowing agencies to speak a common language. It replaces nearly 200 agency service definitions and objectives which are based largely on designations by Federal programs or funding sources.

Without a common language each agency uses its own terms and definitions and is, therefore, limited in its ability to compare data, services or costs across agency lines. Under this system, terms such as "counseling" or "food service" take on different meanings for different agencies.

The taxonomy can form the basis for all systems which operate across agency lines. Services can be recorded in one information system and it will support a unified budgeting and accounting system. Decision makers can understand the entire human service system through a common language in order to allocate resources more effectively.

Budgeting

The HSDP developed a budgeting system which encompasses the entire allocation of human services resources across agency lines. Using the taxonomy to identify services, this budgeting system identifies a target population, states an objective to be achieved and then presents a mix of services required to achieve a stated objective.

Currently, human service agencies do not emphasize service provision in their budgeting. Instead, to prepare a budget the agencies simply take the past year's budget and adjust its figures to reflect expected

revenues. This method of budgeting only takes into account line-item expenditures, such as personnel or equipment, not programs. All that decision makers can see at the end of the year is utilization of budgeted funds and variances between budgeted funds and their use.

However, with the budget system developed during the project, priorities can be determined at three points in the process. One, a policy making body can determine if it wishes to address all human service problems. Cuts can then be made by eliminating an entire program or parts of a program. Two, the number of clients in a targeted service can be adjusted up or down depending upon priorities established by a governing body. Three, the types and amounts of services necessary to meet client needs during a specific period of time can be targeted. An example of this budgeting system can be found in Appendix C.

Common Chart of Accounts

Early in the project the HSDP identified the need for a common chart of accounts in human services agencies. This was so that comparisons could be made across agencies with a minimum of interpretation difficulties.

Working with the State Comptroller General's Office, the project designed a common chart of accounts based on the State Accounting and Reporting System (STARS). Agencies participating in the experiment submitted budgets to the York County Council using the common chart of accounts. For the first time, data was provided to county council in a consistent, comparable format.

Planning

Along with the problems of each agency preparing its own budget separate from other agencies, no countywide planning process or county-focused needs assessment process existed. There was little consideration of, or coordination with, other agencies or their programs in each agency's long-range planning. Each agency conducted its own planning process which adhered to different timetables and required different formats. Each agency often presented similar information but with no linkage or consideration of other agency programs. In addition, each state agency's planning procedure was connected to the state's process and isolated within specific agency programs.

As part of the taxonomy and budget system the HSDP developed a case coordination and a tracking and management information system. These systems are mechanisms for identifying and serving target populations. A problem and the number of people affected, are identified and needed services are then planned across agency lines. This assists agencies in integrating their programs, plans and budgets. More importantly, resources can be allocated based on resolving problems and not by funding agency line-item budgets.

Local Consolidation

HSDP was able to consolidate, at the local level, two private human services providers with the local Mental Retardation (MR) and Developmental Disabilities (DD) Board. The State DMR Board and authorities of the MR/DD coordinating body agreed that all federal, state and local funds would be allocated by the county's MR/DD Board. This effort produced a unified budget and the locating of the local boards' administrative

staff at one site. This single body now coordinates services for the mentally retarded and directly provides services once rendered by the two private agencies and the State Board.

HSDP also conducted a needs assessment for group child care services in York County. This assessment analyzed financial and service delivery data from three group homes. The county is now considering taking steps to bring about implementation of a consolidated organization for group child care.

Case Coordination

Agencies used various methods to track clients. Since agencies had little access to each other's records, they relied on a client to inform them of the services he or she has received from more than one agency.

HSDP set out to establish a case coordination model for tracking the delivery of services to clients in the human services programs. For six months this project was attempted in nine of the participating agencies. The agencies used selected personnel as lead agency case coordinators who tracked 2,600 clients through various programs.

This experiment set standards and formalized procedures for clients entering human services programs. It attempted to use the entire network of agency programs to solve client problems and coordinate service delivery. In addition, this project investigated the possibilities of a common intake and planning program that encompassed all agencies. This system also collected data for the budgeting and planning process and developed a common referral form.

Resource Directory

To assist agency workers in identifying and arranging services for clients the HSDP developed a resource directory. This directory was used as a tool for the case coordination experiment and in the planning process. Along with the resource directory, the HSDP developed an information and referral line and a blue pages publication listing human services programs by agencies in the local telephone directories (see Appendix D).

The resource directory contains information on agencies, problem areas and available services in York County. It is used by the toll-free county information and referral line for assistance in finding services for needy clients. York County citizens can call this referral line to obtain information and referral to human services programs. Along with the toll-free telephone service, a standardized, color-coded, abbreviated listing of services is printed in the local telephone directories free of charge by the telephone companies.

Auditing

As a final step in the planning and budgeting process for human services, the HSDP developed a uniform audit procedure for 15 state and private agencies participating in the project. The HSDP found there was no systematic method of conducting audits in local human service agencies. Audits were not coordinated and on occasion, produced conflicting findings and recommendations.

The project developed an independent annual audit process for the agencies. Only five of the 15 agencies received annual, independent audits. A single audit procedure is now possible using the standard

budget process developed for the agencies in the project. One audit would also reduce the time and costs now involved in the current process.

Grant Management

A major effort of the HSDP was to reduce the amount of time and money spent on administering human services programs. As an example, HSDP found that seven agencies used in excess of 1,000 forms. One experiment to alleviate this type of burden was HSDP's attempt to develop a single Social Services Block Grant (SSBG) program.

This program allows York County Council to plan, budget and administer federal funds directly. HSDP demonstrated this project from October 1, 1982 to September 30, 1983 and found that administrative costs to the county were \$56,749 as opposed to DSS's estimate of \$73,939 for indirect costs if the program were administered by DSS.

Before this experiment, each local agency getting SSBG money negotiated a separate contract with the State. Now, six agencies participating in this program will deal directly with county government. Besides having local control of the funds, the new procedures reduce SSBG reimbursement time, paperwork and improves the cash flow to the providers.

Collocation

As part of its efforts to improve human services delivery, the HSDP attempted to locate agencies in a central facility. Although not successful in finding an adequate building to house all agencies, HSDP did manage to centrally locate some services (see Appendix E).

This experiment maximized client access to services and decreased administrative support costs. As an example, the Commission for the Blind was saved rent of \$2,130 annually when it relocated its offices in the York County DSS building. This type of project particularly aids the multi-service client by providing more than one service in a single facility. It also aids in case coordination and consultation.

Transportation

In York County the HSDP noted several problems with the transportation programs delivered by human service agencies. It found that each agency operated individual transportation systems with its own vehicles and drivers. No one system served multi-agency clients. Route duplication existed and areas of the county were without transportation services. This was a result of the categorical nature of human services which developed separate support systems for each client group. As an example, gasoline, insurance and repair services were purchased on an individual basis. Gasoline was bought from retail distributors, insurance was purchased at varying rates from different brokers and repairs to vehicles were made at various dealers. Also, transportation costs in human services were not accounted for. Agencies tended to consider them a part of overall service and, if they were separated, each agency had a different cost accounting system.

HSDP developed a consolidated transportation system by creating a permanent, centralized system to which the various agency systems could be transferred. HSDP learned that no federal or state statutes prohibit the consolidation of transportation services. The project developed a standard cost measurement to identify transportation expenses

and instituted a joint gasoline and insurance purchase program. The consolidated transportation system titled "Destinations," was established under the Regional Transportation Authority legislation. The State Division of Motor Vehicle Management took title to all vehicles and assisted in establishing the transportation program.

When the complete system is in place, Destinations is expected to cut the number of vehicles used by individual agencies from 27 to 16, resulting in a capital savings of \$129,938 over ten years and annual savings totalling \$82,315. In the first 18 months of joint gasoline and insurance purchasing a \$45,000 reduction was realized.

Under the new system, transportation service levels were increased without increasing costs. All areas of the county are now served, routes are consolidated and the administrative burden of managing a transportation system is placed in the hands of a staff trained to operate such a program.

Conclusion

The HSDP was conceived as a research development effort and all projects received the approval of the local Project Managing Agency. HSDP received approval and support of the county government and local legislative delegation. Efforts were made to create permanent structures that could be maintained by local governments or private groups. In the areas of transportation, budgeting, auditing, grant management, resource and information and referral programs, the HSDP did effect changes.

A part of the HSDP's work has been to disseminate information on the project to other counties. Its research and development initiatives

are such that Anderson, Greenville, Orangeburg and Cherokee Counties and Mecklenburg County, North Carolina have shown interest in learning about the York County experience. Legislation is pending in Congress which would provide federal funding for projects based on the York model in other parts of the country. In addition, York County will continue using the services developed through the HSDP.

CHAPTER II
DISCUSSION OF PROBLEMS

Introduction

The Human Service Demonstration Project (HSDP) was conceived as an experiment to determine if the State could develop a more effective, integrated human services delivery system. In its five years of planning and operation, the HSDP cost \$2.3 million (see Appendix F). Essentially, the project failed to demonstrate a working model of a single integrated human service agency. However, during the three years the Project Managing Agency (PMA) operated, a number of individual tasks were researched and attempted (see Chapter I).

This chapter will discuss some of the problems encountered by HSDP during its existence. These problems should be noted because of the State Reorganization Commission's plans to continue all or some of HSDP's programs in various counties. In addition, proposed legislation provides for the optional continued operation of the experiments undertaken in York County, or implementation in other counties. When these programs are attempted in other counties, a critique of the York experiment will be helpful. It will aid in assuaging the fears of those who feel threatened by such an undertaking, or prevent expectations from becoming greater than the actual benefits the project can realistically deliver. Also, it will aid the legislature in planning for any future experiments such as the HSDP.

One Integrated Human Service Agency

Perhaps the greatest impediment to HSDP's attempts to develop a demonstration of a model agency was the overall goal of its legislation.

Part VII of Section 30 of the 1978 Appropriation Act empowered the Project Managing Agency to contract with any public or private agency, firm or person, to develop an integrated human service system using all agencies which deliver such programs. The site manager of the PMA was also given total access to records, total control over spending and personnel employed in human services agencies. In effect, the PMA was designed as a super structure with one director over the various human service agencies.

However, due to the structure and nature of State Government, a single agency director concept presents some problems. Since South Carolina does not have a cabinet form of government there is no hierarchical chain of command which binds all human services into one agency, led by one director who is appointed by and responsible to a governor. Instead, South Carolina Government operates as individual, independent agencies which are governed by boards or commissions. Each agency is a separate unit with a specific statutory mission and is allocated the funds to accomplish it. As such, a high degree of governmental decentralization exists which further diffuses executive control.

Similarly, state agencies at the county level are tied to their parent agency in Columbia and many have their own local governing boards. As an example, five of the eight state agencies participating in the York County HSDP (Mental Health, Mental Retardation, Social Services, Aging and Alcohol and Drug Abuse) have local boards.

To consolidate human service agencies under one director at the local level requires a fundamental restructuring of the operation of State Government. Lines of authority from the state to the local area

must be changed and the relationship of local boards to their agencies must be altered. More importantly, with consolidation questions concerning who is responsible for the new unified agency must be answered. In the case of York County, eight state agencies participated in the project. The directors of these agencies received funds and took orders from state-level directors. Under consolidation these ties would have to be changed. Also, the question of who is ultimately responsible for the operation of a unified agency must be clarified. Questions concerning who appoints the director of a consolidated agency, who is responsible for its funding, and who establishes its policies and procedures must also be answered.

In the case of the HSDP, these questions continually hampered the progress of the project. They also created an atmosphere of suspicion and distrust among the participants towards those who ran the project. Agency directors felt threatened by its goals and they were unsure of how they were to respond while at the same time complying with the instructions from their local boards and/or directors at the state level. Imposing a single agency structure over all human services in a local area did not further the progress of service integration. Instead, this approach tended to delay progress and ultimately led to the HSDP's inability to demonstrate a working model of an integrated human service agency.

Composition of the Project Managing Agency's Board

Another handicap to the implementation of a demonstration model was the composition of the local Project Managing Agency. This local 18-member governing board had eight members who were directors of the local state agencies involved in the project.

A site manager for the project was hired by the State Interagency Planning and Evaluation Advisory Commission and according to HSDP's legislation, the director was to take control of the project agencies' spending and personnel. With the PMA deciding policy, the site manager and the project staff were to develop an integrated human service delivery system.

Trying to enact and implement policy was difficult in this type of system. Legislation mandated the director to take charge of all human service agencies in the project but in order to effect changes the site manager needed the vote of the PMA. However, eight members were directors of local state agencies under the supervision of the HSDP executive director. So, the site manager had to have the votes of those he was to direct before he could make any changes. In turn, while serving as policy makers, the agency directors were also subservient to the HSDP site manager. At the same time these agency directors had to answer to their local boards or directors in Columbia.

These dual roles for the HSDP participants caused conflicts and confused the lines of authority for the project's staff and organization. The project's site manager could not order changes because his orders could be overruled at any time by the agency directors through the PMA board. In addition, the agency directors had to constantly switch their relationships with the PMA director. In this type of situation, policy making became a long-term process of negotiation with struggles over who was really in charge of the programs. Since the decision making process is slowed, the ability to effect significant change within a certain time limit is reduced.

Lack of Adequate Planning

A large portion of the project's time was consumed by the planning necessary to accomplish the goals of the HSDP legislation. As a result, the project's accomplishments are its planning documents and short-term experiments in human service programs. HSDP did not demonstrate a model unified human service agency as mandated. Instead, it finished the research and ground work necessary to effect improvements in the human service delivery programs.

Legislation creating the HSDP was enacted in July 1978 and the PMA began work in October 1980. According to the project's legislation, once the PMA convened the HSDP would have three years to complete the experiment. During the 1978 to 1980 period the State Reorganization Commission encountered a number of problems with getting the project started. SRC experienced turnover in staff involved with the project and this, along with the departure of the first HSDP site manager and the choosing of a site, consumed time.

By the time the PMA convened, over two years had elapsed without completion of any significant research. It was after the PMA convened that HSDP began hiring the staff and conducting the research necessary to plan for an experiment of this size.

Along with the problems discussed in previous pages, the lack of planning also slowed the progress of the HSDP. The HSDP legislation intended that when the PMA convened, it would preside over a functioning demonstration agency. However, the first two years of the PMA's existence were spent conducting the research necessary for the establishment of a demonstration model. Research was needed to understand the nature and extent of human service programs and clients in York County.

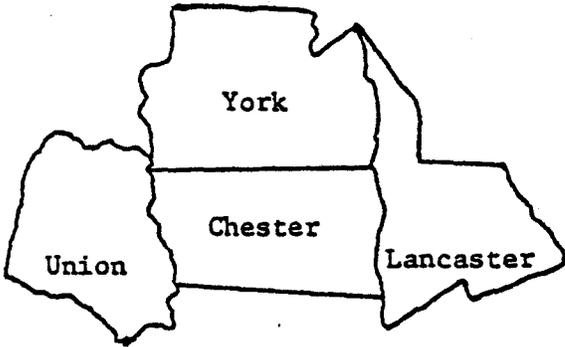
Planning was also needed to clarify the goals and objectives and to develop an evaluation mechanism for the HSDP. It would also have aided in preventing misunderstandings and incorrect assumptions on the part of the project's participants about the goals and objectives of the HSDP.

A Single County as a Demonstration Site

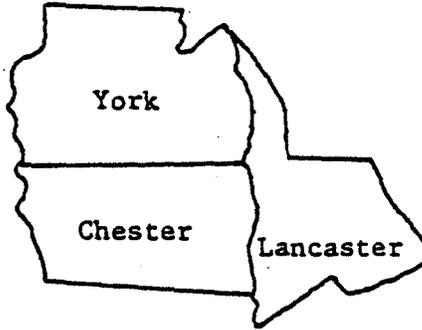
Another problem affecting the HSDP was the geographical jurisdiction of the participating agencies. The HSDP legislation stipulated that the experiment to integrate services could be located in a single county. Unfortunately, most agencies involved in the project plan, budget and deliver services for clients in more than one county. Five of the eight state agencies in the experiment are organized on a regional basis and serve clients in at least three counties.

Illustration 1

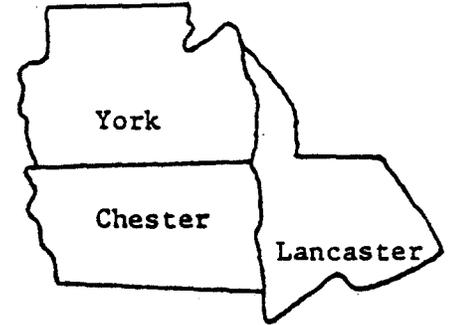
COUNTIES SERVED BY PMA AGENCIES



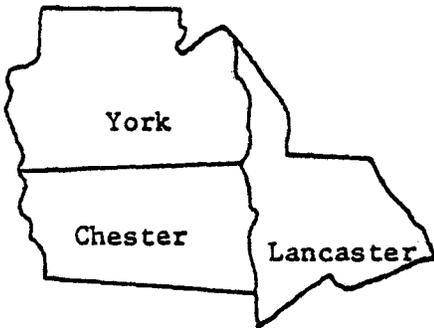
Commission for
the Blind



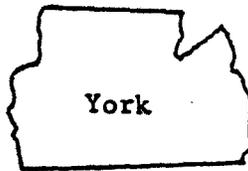
Department of
Vocational Rehabilitation



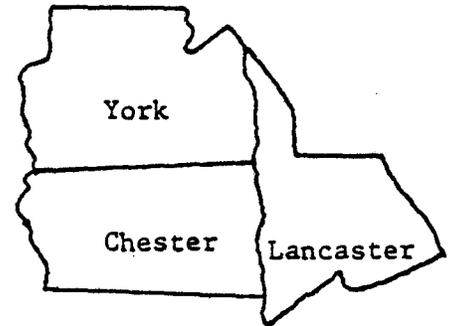
Department of
Mental Health



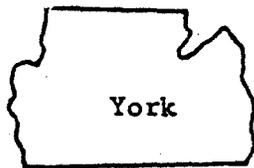
Department of Health and
Environmental Control



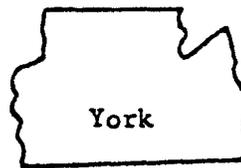
Department of
Social Services



Commission on Alcohol
and Drug Abuse



Department of
Mental Retardation



Commission
on Aging

SOURCE: State Reorganization Commission

This made it difficult to isolate services, costs, data and resources for a single county. It also hampered the efforts of the HSDP to develop a model, unified agency within one county. Human service organizations received funds and other resources from various county and city governments. They also served clients from all of these areas thus making it difficult to account for services on a strict county-by-county basis.

A multi-county delivery system affects the policy making process of a project such as the HSDP. Decisions made to change or consolidate services in one county affects those services and clients within agencies who cross county lines. Decisions made to change one county's method of operation affects other counties. This impacts on how many services can be modified, as well as increasing the number of outside participants who will become involved in the process of change.

Direct Client Service versus Program Support Services

Another factor which impeded the progress of developing a unified human service agency was HSDP's approach to the problem. HSDP concentrated its efforts on the programmatic side of the human service delivery system. This caused resistance among agencies which felt threatened by the altering of their programs.

However, in the area of program support, HSDP was able to effect changes without experiencing the large, drawn-out problems encountered with changing program services. HSDP developed a consolidated transportation system, a consolidated gasoline, repair, and insurance purchase program, and managed to collocate some agencies (see p. 10). These changes did not require the changing or waivering of federal or state

laws, rules or regulations. HSDP did not have to overcome the restrictions involved in categorical grant funding, jurisdictions of agencies or client privacy.

One benefit of working with program support services is the immediate cost savings realized by consolidating these programs. Also, it is easier to justify these types of changes in the name of economy. Changes are not so easy with program services. An agency's identity may be involved with the service it delivers or the regulations governing a program's operation may prohibit consolidating it with other programs. An agency may perceive that its survival depends upon the continuance of a program under its administration.

With program support services these types of arguments are not so persuasive. An agency can contend there are reasons its programs need to be separate, but it is difficult to justify all agencies having individual transportation systems, personnel directors or computer systems. Another factor which assists in this type of consolidation is its simplicity. Everyone - clients, agency personnel and policy makers - can readily see and understand the benefits of consolidating something like transportation. These types of changes also relieve program directors of an administrative burden they may not have the time or expertise to handle.

Perhaps HSDP would have had an easier task had it approached its goals from the support side first. This method would have allowed the project to identify less complicated services which the agencies could combine easily and quickly. Once these objectives were obtained, the agencies would have developed a pattern of cooperation by achieving less complicated goals which accrue immediate benefits. From this

stage, the project could then move toward trying to consolidate some of the more difficult direct client services.

RECOMMENDATIONS

THE GENERAL ASSEMBLY SHOULD CONSIDER RENEWING THE HUMAN SERVICES DEVELOPMENT PROJECT LEGISLATION FOR ANOTHER FIVE-YEAR PERIOD. THIS LEGISLATION SHOULD INCLUDE PROVISIONS TO ALTER OR WAIVE THOSE STRUCTURAL AND ORGANIZATIONAL IMPEDIMENTS WHICH LIMITED THE YORK COUNTY PROJECT.

FURTHERMORE, THIS LEGISLATION SHOULD DELETE LOCAL STATE AGENCY DIRECTORS FROM THE PROJECT MANAGING AUTHORITY GOVERNING BOARD.

IN FUTURE PROJECTS, THE STATE REORGANIZATION COMMISSION SHOULD FORM AN ADVISORY COMMITTEE OF LOCAL STATE AGENCY DIRECTORS TO ADVISE THE COMMISSION REGARDING CHANGES THAT ARE MADE IN LOCAL HUMAN SERVICE DELIVERY SYSTEMS. THE MEMBERS OF THIS ADVISORY COMMITTEE SHOULD COME FROM GEOGRAPHICAL AREAS AND POLITICAL JURISDICTIONS OUTSIDE OF THE GEOGRAPHICAL AREA AND POLITICAL JURISDICTION WHERE THE PROJECT IS BEING UNDERTAKEN.

APPENDICES



APPENDIX A

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(803) 758-8743

STATE REORGANIZATION COMMISSION

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Chairman

June 15, 1984

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Wade R. Crow

Ramona C. Grissom

Kariuki Karei

Ronald H. Romine

James McAden

Mr. George L. Schroeder
Director
Legislative Audit Council
620 Bankers Trust Tower
Columbia, S. C. 29201

Dear Mr. Schroeder:

In its report on the S.C. Human Services Demonstration Project, the Legislative Audit Council has accurately portrayed both the successes and shortcomings of the project. The report correctly identifies the experimental nature of the project, which--in itself--implies the necessity of a trial-and-error process.

We concur that while the Project did not establish a single agency for the administration of human services in York County, it did provide significant experience and innovation in certain areas of program support which are so critical to effective and efficient service delivery. The Audit Council accurately documents the reasons that creation of such a single agency was neither feasible nor practical, and puts in proper perspective the Project's conscientious decision to pursue program support components as its primary objectives.

We further concur that much valuable time was lost in the premature beginning of the project, time which should have been spent in pre-project planning and preparation. Because of the project's commitment to meeting the three-year statutory limitation, several components were terminated prior to conclusive determinations by the Project leadership. It is hoped that such components may be further tested elsewhere. It should also be noted that federal legislation modeled after the York County project provides for an 18-month planning period prior to the beginning of any three-year demonstration.

We are pleased that the Audit Council report recognizes the value of much of what was developed and tested in York County, including such components as (1) unified human services budgeting and planning, (2) consolidated transportation, (3) local block grant administration, (4) single taxonomy for all participating agencies, (5) single resource directory and access assistance through telephone directories, (6) single

APPENDIX A (CONTINUED)

Mr. George Schroeder
June 15, 1984
Page 2

audit, (7) collocation of service delivery offices, and (8) unified system model for providing coordinated case management and service.

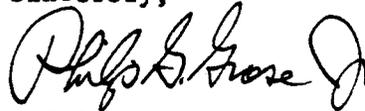
Because it was an experiment, the first of its kind ever attempted in South Carolina, the York County project was not only an important laboratory for testing new ideas, it was an important learning process for all those involved. We agree with the Audit Council recommendations for modifying enabling legislation so that future demonstration projects could benefit more fully from the York County experience.

The Audit Council correctly points out that services integration, at the state or local levels, is impeded by the structural characteristics of South Carolina state government, specifically, its semi-autonomous boards and commissions which function in place of the unified executive branch of most state governments. We are indebted, however, to agencies at both the state and local levels who cooperated with the project within the constraints of their own statutory responsibilities and authority.

The Reorganization Commission appreciates the forthright approach taken by the Audit Council in its review of the Human Services Demonstration Project, and we also appreciate the courteous and professional manner in which the Audit Council staff conducted its review.

Thank you for providing us the opportunity to make these comments.

Sincerely,



Philip G. Grose, Jr.

PG/pr

cc: Senator John Drummond
Senator Robert C. Lake, Jr.
Representative Herbert Kirsh

APPENDIX B
AGENCIES PARTICIPATING IN THE
HUMAN SERVICES DEMONSTRATION PROJECT

<u>PMA Agencies</u>	<u>Non-PMA Agencies</u>
York County Council on Aging	Children's Attention Home
York County Council on Alcohol and Drug Abuse	York County Boys' Home*
Commission for the Blind (York)	Rock Hill Girls Home
Catawba Center for Growth and Development	New Horizons Developmental Center
York County Mental Retardation Board	Human Development Center
York County Department of Social Services	Camp ARC
Catawba Public Health District	Carolina Community Action
York County Department of Vocational Rehabilitation	Speech & Hearing Center
	City of Rock Hill
	Episcopal Church Home for Children
	Rock Hill Comprehensive Day Care Center*

*Direct operations of the York County Department of Social Services.

These 19 human service agencies offer an extensive range of human services to the community. Research indicates that there are more than 150 services offered in York County. These services address needs in such areas as food and clothing, employment, health, education, recreation, homemaking, adoption, family planning, transportation, counseling and protective services.

Source: State Reorganization Commission

APPENDIX C

EXAMPLE OF A TARGET-OBJECTIVE-MIX (TOM) BUDGET

Appendix C presents an example of a Target-Objective-Mix (TOM) Budget. This budget addresses the problem of a particular target population and states an objective to be achieved. The mix or services required to achieve that objective is then presented. The TOM begins by stating the target population and the objective to be achieved.

The heart of TOM is the units of service required to meet the stated objective. In the example on the following pages, of the 800 people expected to be served, 21.25%, or 250 are projected to need home delivered or congregate meals. A person needing congregate meals will, on the average, be provided 156 meals (units of service). This means 39,000 meals are needed for the year. The remaining columns of the TOM Budget show that 38,000 of these meals will be purchased from private contractors at a unit cost of \$2 and 1,000 will be provided by public agencies at a unit cost of \$2.50. The total cost of purchased service for this item is \$26,000 and the total cost of provided service is \$2,500. The total cost to provide this service for this objective is \$78,500. Column 10 totals show that to achieve the objective stated in Section 1 requires \$513,000 of purchased services and \$69,400 of public/provided services at a total cost of \$582,400. At the top of Section 2, the TOM shows that potentially 2,963 people are in the target population and 27% (800) of those people are expected to be served in the budget year.

APPENDIX C (CONTINUED)

SECTION 1

TOM BUDGET - YORK COUNTY DEMONSTRATION PROJECT

Target Population composed of: Adults whose functioning is so limited that they are almost completely dependent on others and/or in danger of institutionalization.

Objective: To protect adults with severely limited functional ability from neglect abuse and/or exploitation and where indicated to facilitate their placement in a substitute living situation.

Mix of Services Needed:		1	2	3	4
SERVICE	Mix Inclusion Probability	People to be Served	Average Units Per Case	Total Units Required	Purchased Units
Home Delivered and Congregate Meals	31.25%	250	156/meals	39000	38000
Counseling/Therapy	25%	200	12/hours	2400	800
Home Health Care - Medical	40.625%	325	42/visits	13650	13000
Rehabilitation Therapy	22.5%	180	12/visits	2160	1500
In Home Care - Non Medical	25%	200	52/visits	10400	10400
Outpatient Medical Care	18.75%	150	3/trips	450	300
Adult Protection	75%	600	24/hours	14400	14400
Substitute Living Arrangement and Management	25%	200	2.5/hours	500	

APPENDIX C (CONTINUED)

SECTION 2

Potential in County	2963
Hit Probability	<u>27%</u>
Expected Service Population	800

5 POS Unit Cost	6 Total Cost Purchased	7 Provided Service Units	8 Provided Service U/C	9 Total Cost Provided Service	10 Total Cost
\$ 2.00	\$ 76000.00	1000	\$ 2.50	\$ 2500.00	\$ 78500.00
30.00	24000.00	1600	20.00	32000.00	56000.00
15.00	195000.00	650	20.00	13000.00	208000.00
25.00	37500.00	660	15.00	9900.00	47400.00
10.00	104000.00	--	--	--	104000.00
15.00	4500.00	300	10.00	3000.00	7500.00
5.00	72000.00	--	--	--	72000.00
	<u>\$513000.00</u>	500	18.00	<u>9000.00</u> \$69400.00	<u>9000.00</u> \$582400.00

APPENDIX D

—Guide To Community And Human Service Numbers—

The list below was compiled by the South Carolina Human Services Demonstration Project and the Rock Hill Junior Welfare League. The list is not complete and it is recommended that a call be made prior to visiting to get more information about services, eligibility, fees, etc.

Rock Hill Telephone Co. and Fort Mill Telephone Co. assume no responsibility for errors or omissions. Errors or omissions should be reported in writing to the Junior Welfare League, Inc., P. O. Box 3211 CRS, Rock Hill, SC 29731.

For further information on social service agencies or resources, call the HUMAN SERVICES INFORMATION AND REFERRAL LINE - 684-3068 or 548-4717

24 HOUR CRISIS NUMBERS

CHILD ABUSE & NEGLECT 327-7821
ALCOHOL AND DRUG ABUSE 327-3118
MENTAL HEALTH 327-2012

TOLL FREE INFORMATION AND REFERRAL NUMBERS

SC COMMISSION FOR THE BLIND 1-800-922-2222
SC HANDICAPPED SERVICES
INFORMATION SYSTEMS (VOICE & TDD) 1-800-922-1107

APPENDIX D (CONTINUED)

ADOPTION

Dept. of Social Services
684-2315 or 327-2661

AGING

See SENIOR CITIZENS

ALCOHOL AND DRUG ABUSE

Alcoholics Anonymous - 327-6360
Serenity Club - 366-8950
York County Council on Alcohol and
Drug Abuse - 327-3118

ALIEN ASSISTANCE

American Red Cross - 327-3104
or 684-2957
Dept. of Social Services
684-2315 or 327-2651

ANIMAL INFORMATION

Animal Shelter
Day - 684-9261 Ext. 255
Emergency - 684-9269
York County Humane Society -
328-6495

BIRTH AND DEATH CERTIFICATES

York Health Department - 684-7004

BLIND SERVICES

American Red Cross - 327-3104
or 684-2957
National Federation for the Blind -
366-6646
SC Commission for the Blind -
684-2664 or
1-800-922-2222
State Library for the Blind -
1-800-922-7818

CAMPS

See also MENTAL RETARDATION
SERVICES

Bethelwoods - 366-3722
Rock Hill YMCA - 327-2063

CHILD ABUSE

Parents Anonymous - 327-1627
Dept. of Social Services -
684-2315 or 327-2651
After hours - 327-7821

CHILD SUPPORT ASSISTANCE

Dept. of Social Services -
684-2315 or 327-2651

CHILDREN AND YOUTH SERVICES

See DAY CARE - CHILD; EMPLOYMENT
ASSISTANCE; FOSTER CARE;
RECREATION; RESIDENTIAL
SERVICES;
SOCIAL SERVICES

CHURCHES

See CHURCHES in Yellow Pages

CLUBS AND ORGANIZATIONS

Call Chamber of Commerce for current
officers and addresses
324-7500 (Rock Hill)

COMMUNITY SERVICES

American Red Cross - 327-3104
or 684-2957
Chamber of Commerce
Rock Hill - 324-7500
York - 684-2590
Library, Public
Rock Hill - 324-3055
Fort Mill - 547-4114
York - 684-3751
United Way - 324-2735
York County Literacy Asso. - 327-2003

COUNSELING AND THERAPY

Catawba Mental Health Center - 327-2012
Dept. of Social Services -
684-2315 or 327-2651
Dept. of Youth Services - 327-2046
Human Development Center - 323-2244
Rape Crisis Council - 327-2012
Saluda Psychological Services Center, Inc.
327-6103
SC Commission for the Blind - 684-2664
or 1-800-922-2222
SC Dept. of Vocational Rehabilitation -
327-7106
SC Handicapped Services Information
System - 1-800-922-1107

COURTHOUSE - 684-9261

CRISIS COUNSELING SERVICES

See also COUNSELING AND THERAPY
Bereaved Parents - 327-2012
CanSurMount (Amer. Cancer Society) -
327-1278
Runaway Hotline - 1-800-621-4000

DAY CARE - ADULT

New Horizons (mentally handi-
capped) - 324-5161

DAY CARE - CHILD

See DAY NURSERIES AND CHILD CARE
in Yellow Pages
Carolina Community Actions
Head Start - 327-6151
Dept. of Social Services
(refugees) - 684-2315
or 327-2651
Rock Hill Comprehensive Day Care -
328-2491
YMCA After School Program -
327-2063

DEAF/HEARING IMPAIRED

See SPEECH AND LANGUAGE

DISASTERS

See EMERGENCY RELIEF

DISEASES

See also HEALTH SERVICES
Rock Hill Health Dept. - 324-7521
York Health Dept. - 684-7004
Fort Mill Health Dept. - 547-2256

DOCTORS

See PHYSICIANS AND SURGEONS in
Yellow Pages

DRUG ABUSE - 327-3118

EDUCATION AND INFORMATION

See also SCHOOLS in Yellow Pages
American Cancer Society - 327-1278
American Red Cross - 327-3104 or
684-2957
Carolina Community Actions
(Head Start) - 327-6151
Clemson University Cooperative Extension
Service - 684-9919
Fire Prevention Bureau - 327-4111

EMERGENCY AND FIRST AID

Ambulance Service - 329-1111
American Red Cross - 327-3104 or
684-2957
Fire Report or Rescue Squad
Rock Hill - 327-4111
York - 684-4141
Fort Mill - 547-2022

Poison Control Center - 1-800-922-1117
Police Emergency
Rock Hill - 327-4114
York - 684-4141
Fort Mill - 547-2023
Sheriff - 684-9261; after 5:00 - 684-9451
Rock Hill - 327-2021

EMERGENCY RELIEF

American Red Cross - 327-3104 or
684-2957
Hope, Inc. - 328-8000
People That Love (PTL) - 548-4440
Pilgrim's Inn - 327-3430
Salvation Army (Lodging) - 327-3127
Service Referral Center (Medicine) -
324-2735

EMPLOYMENT ASSISTANCE

Alston Wilkes Society - 328-8208
Carolina Community Actions - 327-6151
SC Commission for the Blind -
684-2664 or
1-800-922-2222
SC Dept. of Vocational
Rehabilitation - 327-7106
SC Employment Security Commission
(CETA; Job Service) - 328-3881
York County Council on Aging -
327-6694

FAMILY PLANNING

Health Screening and Family Planning
Center - 327-1153

FINANCIAL ASSISTANCE

Dept. of Social Services -
327-2651 or 684-2315

FOOD STAMP PROGRAM - 328-0465

FOSTER CARE

See also RESIDENTIAL CARE
Dept. of Social Services -
327-2651 or 684-2315

GOVERNMENT OFFICES - See

GOVERNMENT - CITY; COUNTY;
FEDERAL; STATE in yellow pages

HANDICAPPED

See also MENTAL RETARDATION
SERVICES
Developmental Disabilities Case
Coordination Program - 323-2244
Easter Seal Society - 327-2507
Health Department
Rock Hill - 324-7521
York - 684-7004
Fort Mill - 547-2256
Human Development Center - 323-2244
Pathways - 366-9574
SC Commission for the Blind - 684-2664
or 1-800-922-2222
SC Dept. of Vocational
Rehabilitation - 327-7106
Speech and Hearing Center - 329-1520
York Co. Mental Retardation Board -
328-2004

APPENDIX D (CONTINUED)

HEALTH SERVICES

American Cancer Society - 327-1278
American Heart Association - 328-6989
American Red Cross - 327-3104 or
684-2957
Blind, SC Commission for - 684-2664 or
1-800-922-2222
Carolina Community Actions - 327-6151
Dept. of Social Services - 684-2315
or 327-2651
Easter Seal Society - 327-2507
Health Department (all diseases)
Rock Hill - 324-7521
Fort Mill - 547-2256
York - 684-7004
Health Screening and Family Planning -
327-1153
March of Dimes - 328-0929
Maternal and Child Care - 327-7540
United Way Heart Fund - 324-2735

HEALTH - HOME SERVICES

Dept. of Social Services - 684-2315
or 327-2651
Medical Personnel Pool - 324-4166
Total Care, Inc. - 324-5090

HOSPITAL

Piedmont Medical Center - 329-1234

HOUSING

See also EMERGENCY RELIEF
Rock Hill Housing Authority - 324-3060
Fort Mill Housing Authority - 547-6787
York Housing Authority - 684-7359

IMMIGRATION AND NATURALIZATION

US Dept of Justice (Charlotte)
Long Distance - 1-704-371-6691

JAILS

See PAROLE/COMMUNITY
CORRECTIONS

LEARNING DISABILITIES

Human Development Center - 323-2244

LEGAL ASSISTANCE

Council on Aging - 327-6694
Family Court - 327-9889
Piedmont Legal Services, Inc. -
327-9001 or 1-800-922-8176
SC Lawyer Referral Service -
1-800-922-1583

LIBRARIES

Rock Hill - 324-3055
Fort Mill - 547-4114
York - 684-3751

MARRIAGE LICENSES - 684-9261

MEDICAID INFORMATION

Dept. of Social Services -
684-2315 or 327-2651

MEDICARE INFORMATION -

1-800-922-2340

MENTAL HEALTH

See COUNSELING AND THERAPY

MENTAL RETARDATION SERVICES

Camp ARC - 328-6104
Human Development Center - 323-2244
New Horizons - 324-5161
York Co. Association of Retarded
Citizens - 328-2004
York Co. Mental Retardation Board -
328-2004

MISSING PERSON National Inc.

(Long Distance) 1-813-856-5144

PAROLE/COMMUNITY CORRECTIONS

Dept. of Youth Services - 327-2046
Law Enforcement Center - 327-4114
Probation and Parole Office - 327-2923
York Co. Courthouse - 684-9261
Youth Offender Division - 328-9049

PASSPORTS

Clerk of Court - 684-9261

PREGNANCY

Dept. of Social Services - 684-2315
or 327-2651
Maternal and Child Health - 324-3031

PROTECTIVE SERVICE - Child and Adult

Dept. of Social Services - 684-2315
or 327-2651; after 5 PM 684-2392 or
327-7821

RECREATION

Bethelwoods - 366-3722
Boy Scouts of America - 327-2826
Girl Scouts of America - 324-1887
Neighborhood Centers, Recreation Dept.
See ROCK HILL, CITY OF in white
pages
YMCA - 327-2063

RESIDENTIAL CARE

See also EMERGENCY RELIEF
Boys' Home - 324-0912
Catawba Community Care Home -
324-0855
Children's Attention Home - 328-8871
Dept. of Social Services - 684-2315
or 327-2651
Episcopal Church Home for Children -
684-4011
Fallaw Residential Care - 328-1185
or 328-0571
Lucas Street Home - 328-9878
Meadow Haven Nursing Center -
366-7133
Rabun Circle Community Residence -
366-8042
Rock Hill Convalescent Center - 366-8155
or 366-8156
Rock Hill Girls' Home - 328-9921
York Co. Dept. of Youth Services -
327-2046
York Co. Mental Retardation Board -
328-2004

RUNAWAY HOTLINE - 1-800-621-4000

SCHOOLS/EDUCATION

See Yellow Pages

SENIOR CITIZENS

Area Agency on Aging (Catawba
Regional Planning Center) -
327-9041
Council on Aging - 327-6694
Meals on Wheels - 327-6694
RSVP - 327-6694
Senior Citizens Center - 328-0197

SHELTERS

See EMERGENCY RELIEF; HOUSING;
RESIDENTIAL CARE

SOCIAL SERVICES

Carolina Community Actions -
327-6151
Dept. of Social Services - 684-2315
or 327-2651
Salvation Army - 327-3127
Social Security Administration -
328-6271

SOUTH CAROLINA STATE GOVERNMENT

(The following are toll free numbers.)
Consumer Affairs - 1-800-922-1594
Governor's Energy Office (information)
1-800-922-5310
Program Assistance Line (PAL) -
1-800-922-2221
For complete listings see
GOVERNMENT OFFICES - STATE
in Yellow Pages

SPEECH AND LANGUAGE

Dept. of Vocational Rehabilitation -
327-7106
Health Department
Rock Hill - 324-7521
Fort Mill - 547-2256
York - 684-7004
Human Development Center - 323-2244
Speech and Hearing Center - 329-1520
Total Care, Inc. - 324-5090

TRANSPORTATION

Destinations - Consolidated Area Trans-
portation Authority (Human Services) -
324-5333

UNWED MOTHERS

Dept. of Social Services -
684-2315 or 327-2651
Florence Crittendon Home, Charlotte
(Long Distance) 1-704-372-1851 or
1-704-372-4663

VENEREAL DISEASE

American Social Health Association -
1-800-227-8922
Health Department:
Rock Hill - 324-7521
Fort Mill - 547-2256
York - 684-7004

VETERANS

York County Veterans Affairs Office -
327-2956

VOLUNTEER OPPORTUNITIES

Call Rock Hill Chamber of Commerce and
request JWL list - 324-7500

VOTER REGISTRATION - 328-8801

YOUTH ACTIVITIES

See RECREATION

APPENDIX E
LISTING OF AGENCIES COLLOCATED BY THE
HUMAN SERVICES DEMONSTRATION PROJECT

Prior to HSDP

<u>Building</u>	<u>Agency</u>
York County DSS Building	DSS Vocational Rehabilitation* Carolina Community Actions*

HSDP Collocation

<u>Building</u>	<u>Agency</u>
York County DSS Building	DSS Commission for the Blind Vocational Rehabilitation* Carolina Community Actions* Council on Alcohol & Drug Abuse* Employment Security Commission* Social Security Administration*
York County Health Department	DHEC* Mental Health*

 *Indicates satellite offices.

APPENDIX F

ESTIMATED EXPENDITURE SUMMARY OF THE HSDP SITE

OFFICE AND SRC'S OFFICE COST

FY 78-79 TO FY 83-84

<u>Site Office¹</u>	<u>FY 78-79</u>	<u>FY 79-80</u>	<u>FY 80-81</u>	<u>FY 81-82</u>	<u>FY 82-83</u>
Personal Services	\$ 885	\$16,089	\$ 73,388	\$131,430	\$251,311 ²
Consultants	3,500	44,056	4,322	32,549	185,814
Travel	791	4,804	3,753	9,437	9,100
Supplies	537	395	3,199	2,228	9,212
Equipment	6,291	5,045	9,066	-	13,885
Equipment Service	-	254	877	3,998	18,282
Office Rent	-	-	4,500	6,330	11,460
Building Renovation	2,155	-	-	-	-
In-Service Training	-	110	-	-	-
Advertising	-	613	-	-	-
Freight Delivery	-	43	-	-	-
Intergovernmental	-	351	-	-	-
Postage & Duplication	-	-	-	1,351	3,439
Telephone	-	-	3,941	5,969	10,052
Dues & Subscription	-	-	164	282	789
Professional Services	-	-	-	1,075	5,380
Demon. Implement.	-	-	-	46,580	-
Contractual Services	-	-	-	-	254,625 ²
TOTAL	<u>\$14,159</u>	<u>\$71,760</u>	<u>\$103,130</u>	<u>\$241,229</u>	<u>\$773,349</u>

¹FY 81-82 first-year SRC cost separated from project site cost.

²Includes transportation system costs and SSBG funds administered by the Project, formerly operated by the City of Rock Hill and DSS.

APPENDIX F (CONTINUED)

<u>SRC Office¹</u>	<u>FY 81-82</u>	<u>FY 82-83</u>	<u>FY 83-84</u>
Personal Services			
Director	\$ 3,497	\$ 1,781	\$ 1,799
Unclassified Positions	47,718	36,679	38,332
Temporary Positions	9,094	5,739	5,743
Employer Contributions	9,506	8,240	7,804
Per Diem	<u>1,285</u>	<u>850</u>	<u>850</u>
Total Personal Services	<u>\$ 71,100</u>	<u>\$ 53,289</u>	<u>\$ 54,528</u>
Operating Expenses			
Repair	\$ 316	\$ 340	\$ 425
Printing	683	604	604
Freight	68	85	85
Telephone	3,403	2,448	2,550
Renovation	1	9	9
Services	218	289	340
Travel	7,589	3,400	3,400
Fees	5,170	4,293	2,423
Supplies	1,494	1,041	1,007
Microfilm	4	4	4
Postage	419	425	425
Rental	10,186	8,401	9,287
Insurance	303	249	128
Library	<u>126</u>	<u>0</u>	<u>0</u>
Total Operating Expenses	<u>\$ 29,980</u>	<u>\$ 21,588</u>	<u>\$ 20,687</u>
Contractual Services	<u>\$347,491</u>	<u>\$287,245</u>	<u>\$179,949</u>
TOTAL	<u>\$448,571</u>	<u>\$362,122</u>	<u>\$255,164</u>

¹FY 81-82 first-year SRC cost separated from project site cost.