

# COUNTY AUDIT DEPARTMENT

**REPORT # 382**

*An Audit of:*

**INDIGENT HEALTH CARE SURTAX TRUST FUND FY2018-2019**

**JUNE 5, 2020**



*Pat Frank* INTEGRITY. TRANSPARENCY. ACCOUNTABILITY.

CLERK OF COURT & COMPTROLLER • HILLSBOROUGH COUNTY, FLORIDA

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June 5, 2020

The Honorable Lesley “Les” Miller, Jr., Chairman  
The Honorable Ken Hagan  
The Honorable Pat Kemp  
The Honorable Sandra L. Murman  
The Honorable Kimberly Overman  
The Honorable Mariella Smith  
The Honorable Stacy R. White

Dear Chairman Miller and Commissioners:

The Audit Team performed an audit of the Indigent Health Care Surtax Trust Fund FY 2018-2019 (Audit Report #382, dated June 5, 2020). Responses to the Audit Team’s recommendations were received from the Director of Health Care Services and have been included in the Report after each audit comment and recommendation.

The purpose of this Report is to furnish management independent, objective analysis, recommendations, counsel, and information concerning the activities reviewed. It is not an appraisal or rating of management.

Although the Audit Team exercised due professional care in the performance of this audit, this should not be construed to mean that unreported noncompliance or irregularities do not exist. The deterrence of fraud and/or employee abuse is the responsibility of management. Audit procedures alone, even when carried out with professional care, do not guarantee that fraud or abuse will be detected.

The Audit Team appreciates the cooperation and professional courtesies extended to the auditors by the Director and personnel of Health Care Services during this audit.

Sincerely,

Heidi Pinner, CIA, CISA, CFE, CRMA  
Senior Director of County Audit

CC: Hillsborough County Legislative Delegation Chair  
Mike Merrill, County Administrator  
Carl Harness, Chief Human Services Administrator  
Gene Earley, Director, Health Care Services  
Debbie Benavidez, Director, Enterprise Solutions & Quality Assurance  
Dan Klein, Chief Executive Officer, Clerk of Court and Comptroller  
Rick VanArsdall, Chief Operating Officer, Clerk to the Board

**TABLE OF CONTENTS**

**EXECUTIVE SUMMARY..... 1**

BACKGROUND INFORMATION ..... 1

OBJECTIVE ..... 1

SCOPE ..... 2

OVERALL EVALUATION..... 2

OPINION ..... 3

AUDITED BY ..... 3

**AUDIT COMMENTS & RECOMMENDATIONS ..... 4**

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## EXECUTIVE SUMMARY

### BACKGROUND INFORMATION

In 1991, Hillsborough County enacted a half-cent sales surtax to fund the County's Health Care Plan for indigent residents. The Surtax remains the property of the State. It is distributed by the Department of Revenue on a regular and periodic basis to the Clerk of Court & Comptroller. The fund established by the Clerk is called the State of Florida Health Care Surtax Trust Fund. The Fund is controlled by the Clerk's County Finance Department. The Clerk is the ex officio custodian of the surtax for Hillsborough County. The Clerk is responsible for maintaining the surtax revenue in a trust fund, investing the money, and disbursing the money to the health care plan based upon the County's directives. Disbursements from the Fund are based on expenditures in the County's Indigent Health Care Services Fund - the Health Care Plan.

In 2001, the County enacted and implemented a hospital lien law. As a result, \$3.5 million is paid annually to Tampa General Hospital as the County's Level 1 trauma center.

In 2003, the Legislature of the State of Florida enacted a requirement that the Clerk prepare, on a biennial basis, an audit of the State of Florida Health Care Surtax Trust Fund commencing February 1, 2004. The audit is to be delivered to the Board of County Commissioners (BOCC) and the chair of the Hillsborough County Legislative Delegation.

Appendix A to this Report illustrates the Balance Sheets and Statements of Revenues, Expenditures, and Changes in Fund Balances for fiscal years ended September 30, 2018 and 2019.

### OBJECTIVE

The primary objective of the audit was to review and evaluate the effectiveness of management's system of internal control related to the Surtax Trust Fund. Specifically, the County Audit Department determined whether or not:

- The Indigent Health Care Surtax Trust Fund revenue recorded in the County's general ledger agreed with the Department of Revenue's public payment reports and the County's corresponding bank statements.
- The Hillsborough County Indigent Health Care Surtax Trust Fund receives tax revenue amounts from the State of Florida that are similar to the amounts received from the Community Investment Tax (CIT).
- Funds from the Indigent Health Care Surtax Trust Fund were used to reimburse the expenditures for the County's Indigent Health Care Services (operations) Fund.
- The expenditures from the County's Indigent Health Care Operations Fund appeared appropriate for the objective of providing healthcare services to indigent citizens of Hillsborough County.
- Hillsborough County is in compliance with Florida Statute 212.055(4)(a)5.c. that requires the County to pay either \$6.5 million to a Level I trauma center or to pay only \$3.5 million if the County enacts a hospital lien law.

**SCOPE**

The audit was conducted in conformance with the *Generally Accepted Government Auditing Standards* and the *International Standards for the Professional Practice of Internal Auditing*. These Standards require that County Audit plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for the audit comments and conclusions based on the audit objectives. County Audit believes that the evidence obtained provides this reasonable basis.

The audit period covered the fiscal years ended September 30, 2018 and September 30, 2019. Audit procedures consisted primarily of confirmations of surtax revenue with the State, an analysis of account fluctuations, a limited review of reasonableness of expenditures, a review of County Ordinances, and inquiries of management.

Hillsborough County's independent external certified public accountants audited the County's annual financial statements. The external auditors did not identify any material concerns related to the Surtax Trust Fund of Hillsborough County during fiscal years 2018 and 2019.

**OVERALL EVALUATION**

The employees from the Health Care Services Department were responsive to the Audit Team's inquiries and provided the information requested in a timely and courteous manner. The Audit Team encountered knowledgeable and dedicated employees during the course of the audit. The Surtax Trust Fund's fiscal year-end fund balance for 2018 and 2019 was \$168.1 million and \$188.5 million, respectively.

The following table summarizes the audit comments and corresponding cross references to the page number where the audit comment details can be found in this Report.

AUDIT COMMENT	CONCLUSION OF OBJECTIVE	PAGE
1	Indigent Health Care Surtax revenues received by Hillsborough County are accurately recorded in the general ledger.	4
2	The Indigent Health Care Surtax revenue amounts are similar to the amounts received from the Community Investment Tax (CIT).	6
3	Expenditures in the County’s Indigent Health Care Services (operations) Fund were reimbursed by the Indigent Health Care Surtax Trust Fund.	8
4	Expenditures from the County’s Indigent Health Care Services (operations) Fund appear appropriate.	9
5	Hillsborough County has complied with the requirement to provide an annual payment of \$3.5 million to a Level I trauma center.	11

Full testing results are included on page 4 of this Report.

**OPINION**



The overall control environment relative to the management of Indigent Healthcare Surtax Trust Fund is at a formal (defined) maturity level. This means that management has established mechanisms to ensure compliance with Florida Statute 212.055(4).

The exit conference was held on March 24, 2020.

Other minor concerns not included in this Report were communicated to management and/or corrected during fieldwork.

**AUDITED BY**

Heidi Pinner, CIA, CISA, CFE, CRMA, Senior Director of County Audit  
 Ben Everett, CPA, CIA, CFE, Audit Manager  
 Lovonia Scott, CGAP, Internal Auditor

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## AUDIT COMMENTS & RECOMMENDATIONS

### AUDIT COMMENT 1

**Indigent Health Care Surtax revenues received by Hillsborough County are accurately recorded in the general ledger.**

The objective was to determine whether or not the Indigent Health Care Surtax Trust Fund revenue recorded in the County's general ledger agreed with the Department of Revenue's public payment reports and the County's corresponding bank statements.

#### Background

Businesses in Florida must remit a 6.0 % sales tax to the State of Florida. Each individual county may elect to add its own additional discretionary taxes above the 6.0 % known as surtaxes. As of January 1, 2019, total sales taxes in Hillsborough County increased from 7.0 % to 8.50 %. The 8.50 % total sales tax in Hillsborough County is composed of:

- 6.0 % state sales tax;
- 0.5 % Community Investment Tax (CIT);
- 0.5 % Indigent Healthcare/Trauma Center Tax;
- New 1.0 % Charter County and Regional transportation system surtax; and
- New 0.5 % School Capital Outlay Surtax.

The 2.5 % sales taxes are discretionary surtaxes specific to Hillsborough County. There is also a Local Government 1/2 Cent Sales Tax revenue that the County receives from the State of Florida that is not discretionary and is a part of the 6.0 % state sales tax. Each month and each quarter, the State of Florida pays Hillsborough County the Indigent Healthcare/Trauma Center Tax proceeds which the County records into the general ledger in Oracle. These payments show up as an ACH deposit in a County-owned bank account. The payments are also publicly viewable on a state government website called Florida Accounting Information Resource (FLAIR).

#### Test Procedure

The audit team reviewed the monthly and quarterly payments on FLAIR and compared the amounts to what was posted in Oracle and what is showing on the bank statements. This comparison was performed for the Fiscal years 2018 and 2019, ended September 30, 2018 and September 30, 2019, respectively.

#### Results

For each month and quarter tested, the Audit Team found no discrepancies in the dollar amounts. The revenues received from the State of Florida were accurately recorded.

**RECOMMENDATION**

The Audit Team did not identify any material concerns that require management's corrective actions.

**AUDIT COMMENT 2****The Indigent Health Care Surtax revenue amounts are similar to the amounts received from the Community investment Tax (CIT).**

The objective was to determine whether or not the Hillsborough County Indigent Health Care Surtax Trust Fund receives tax revenue amounts from the State of Florida that are similar to the amounts received from the Community Investment Tax.

Background

Each month and each quarter, the State of Florida makes three separate payments to Hillsborough County for three taxes:

- the Indigent Healthcare Surtax;
- the Community Investment Tax; and
- the Local Government 1/2 Cent Sales Tax (has no quarterly payments)

The payments are each a portion of the 8.50 % sales tax that businesses in Hillsborough County Charge customers on taxable goods and services. The payments received from the State for the Indigent Healthcare and CIT taxes are traditionally close in amount each month. The Local Government 1/2 Cent Sales Tax is usually a different amount. Any significant difference in the payment amount received by the County for the Indigent Healthcare Surtax as compared to the CIT could indicate an improper payment amount was received from the State.

Test Procedure

The Audit Team:

- Reviewed the County's monthly and quarterly journal entry postings to the general ledger for the Indigent Healthcare and CIT tax revenues in the fiscal years 2018 and 2019;
- Performed a comparison of the dollar amounts for each month and quarter to identify any material differences between the Indigent Healthcare Surtax revenues and the CIT revenues received; and
- Inquired with the County Finance Department management staff to identify the cause of any discrepancies found.

Results

For the 32 pairs of journal entries reviewed (12 months and 4 quarters for both fiscal years), there were no material differences.

**RECOMMENDATION**

The Audit Team did not identify any material concerns that require management's corrective actions.

**AUDIT COMMENT 3****Expenditures in the County's Indigent Health Care Services (operations) Fund were reimbursed by the Indigent Health Care Surtax Trust Fund.**

The objective was to determine whether or not expenditures in the Indigent Health Care Surtax Trust Fund were used to reimburse the expenditures for the County's Indigent Health Care Services (operations) Fund.

Background

There are two funds in the County's Oracle general ledger system that are used to record transactions for the County's Indigent Healthcare Surtax program: the Indigent Health Care Surtax Trust Fund and the Indigent Health Care Services (operations) Fund. The operations fund is for recording expenditures for healthcare related costs in the program. The Trust Fund is used for recording tax revenues received by the County. The operations fund needs occasional replenishing from the Trust Fund to cover the expenditures being recorded. Periodic journal entries are posted to move funds from the Trust Fund into the operations fund as a reimbursement.

Test Procedure

The Audit Team compared the totals of all the transactions in both funds for the Fiscal years 2018 and 2019. The totals were compared to verify that the amount coming out of the Trust Fund was equal to the amount going into the operations fund as a replenishment.

Results

Funds from the Indigent Health Care Surtax Trust Fund were used to reimburse the expenditures for the County's Indigent Health Care Services (operations) Fund. Funding amounts being moved out of the Trust Fund were recorded as an expenditure in the Trust Fund and as a revenue into the operations fund.

**RECOMMENDATION**

The Audit Team did not identify any material concerns that require management's corrective actions.

**AUDIT COMMENT 4****Expenditures from the County's Indigent Health Care Services (operations) Fund appear appropriate.**

The objective was to determine whether or not the expenditures from the County's Indigent Operations Fund were appropriate for the objective of providing healthcare services to indigent citizens of Hillsborough County.

Background

The Indigent Health Care program is administered by the Hillsborough County Health Care Services Department. Funds from the Indigent Health Care Surtax are used by Health Care Services to pay for medical expenses of indigent citizens of Hillsborough County who qualify for the program. The funds are also used to cover administrative expenses of the program.

Florida State Statute 212.055(4) has broad language regarding what the Indigent Healthcare Surtax funds may be spent on. The statute includes the statement that the plan "...shall fund a broad range of health care services for both indigent persons and the medically poor..." and "...it shall include, without limitation, services rendered by physicians, clinics, community hospitals, mental health centers, and alternative delivery sites, as well as at least one regional referral hospital where appropriate."

Test Procedure

The Audit Team identified all expenditures and journal entries that were recorded in the operations fund for the Fiscal Years 2018 and 2019. From this population, the Audit Team judgmentally selected a sample of expenditures for further review based on:

- Vendors that have unusual-looking business names with respect to providing healthcare;
- High transaction dollar amounts;
- High total annual expenditures with the same vendor; and
- Journal entries over \$100,000.

For each of the transactions in the sample, the Audit Team reviewed backup documents such as vendor invoices and journal entry files for appropriateness. The Audit Team made inquiries with Hillsborough County Health Care Services to obtain additional clarification or justification for expenditures, as needed.

Results

The Audit Team used the requirements in Florida State Statute 212.055(4) to determine whether the sample of expenditures and journal entries reviewed were appropriate. Based on this criteria, the Audit Team found no inappropriate expenditures.

**RECOMMENDATION**

The Audit Team did not identify any material concerns that require management's corrective actions.

**AUDIT COMMENT 5**

**Hillsborough County has complied with the requirement to provide an annual payment of \$3.5 million to a Level I trauma center.**

The objective was to determine whether or not Hillsborough County is in compliance with Florida Statute 212.055(4) that requires the County to pay either \$6.5 million to a Level I trauma center or to pay only \$3.5 million if the County enacts a hospital lien law.

Background

The Hillsborough County Board of County Commissioners adopted a hospital lien law via Hillsborough County Ordinance 01-24 on September 5, 2001. The ordinance allows hospitals in Hillsborough County to make a claim against lawsuits, settlements, or insurance payments to ensure the hospital is paid for providing treatment to a patient. Passing a hospital lien law allows Hillsborough County to pay \$3.5 million to a Level I trauma center instead of \$6.5 million, per Florida Statute 212.055(4)(a)5.c.

Test Procedure

The Audit Team verified with the BOCC Records Department of the Hillsborough County Clerk of Court & Comptroller that Ordinance 01-24 is still in effect and has had no amendments. The Audit Team then reviewed the general ledger entries and backup documentation to determine whether or not the County made a payment of \$3.5 million to a Level I trauma center in both Fiscal Years 2018 and 2019.

Results

The Audit Team found journal entries, bank statements, and wire transfer documents showing that the County made \$3.5 million in payments in each fiscal year to Tampa General Hospital. The Audit Team also confirmed that Tampa General Hospital is a Level I trauma center via a statewide trauma center listing on the Florida Department of Health website. Therefore, the County is in compliance with Florida Statute 212.055(4) for Fiscal Years 2018 and 2019.

**RECOMMENDATION**

The Audit Team did not identify any material concerns that require management's corrective actions.

**APPENDIX A**

**State of Florida Health Care Surtax Trust Fund  
Balance Sheets  
September 30, 2018 and 2019**

	<u>2018</u>	<u>2019</u>
<b>ASSETS</b>		
Current assets:		
Cash equity	\$ 145,218,192	166,572,508
Due from other governmental units	22,862,068	21,891,074
Total assets	<u>168,080,260</u>	<u>188,463,582</u>
<b>FUND BALANCES</b>		
<b>Restricted for:</b>		
Hillsborough Healthcare	168,080,260	188,463,582
Total fund balance	<u>\$ 168,080,260</u>	<u>188,463,582</u>

**Statements of Revenues, Expenditures, and Changes in Fund Balances  
For Fiscal Years Ended September 30, 2018 and 2019**

	<u>2018</u>	<u>2019</u>
<b>Revenues</b>		
Taxes - discretionary sales surtaxes	\$ 132,896,834	130,756,010
Interest	2,343,771	7,597,283
Total revenues	<u>135,240,605</u>	<u>138,353,293</u>
Other financing sources (uses):		
Transfers In	1,671,533	-
Transfers out	(106,698,977)	(117,969,972)
Total other financing sources (uses)	<u>(105,027,444)</u>	<u>(117,969,972)</u>
Net change in fund balance	30,213,161	20,383,321
Fund balance, beginning of year	137,867,099	168,080,260
Fund balance, end of year	<u>\$ 168,080,260</u>	<u>188,463,581</u>

*Some dollar figures may have a \$1 rounding error.*