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AGENCY REVIEW

BUREAU OF SENIOR SERVICES

AUDIT OVERVIEW

The Bureau of Senior Services' Aging and Disability Resource Centers Could Reduce Costs by Combining Into One Facility, While Still Offering the Same Services

Improvements Can Be Made to Better Gauge the Bureau of Senior Services' Performance and Goals Through Amended Performance Measures

The Bureau of Senior Services' Website Scores Well in User-Friendliness But Improvements are Needed in the Area of Transparency



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EXECUTIVE SUMMARY

As required and authorized by the West Virginia Performance Review Act, Chapter 4, Article 10, of the *West Virginia Code*, as amended, the Legislative Auditor conducted an Agency Review of the Bureau of Senior Services (BOSS). The objectives of this review were to evaluate the efficiency of the Aging and Disability Resource Centers; to evaluate the performance measures provided by the agency in the FY 2012 State of West Virginia Executive Budget; and to determine whether BOSS's website is user-friendly, transparent, and customer oriented.

Issue 1: The Bureau of Senior Services' Aging and Disability Resource Centers Are Not Cost Effective, Duplicate Services, and Provide Few Unique Services That Benefit the Public.

- The ADRCs operate as call centers with only 5 percent being walk-in clients, whereas 78 percent of client contact is via telephone.
- ADRCs had an estimated 142 contacts per day in 2012 and each ADRC employee makes an average of 7 daily contacts each. There are, on average, 14 contacts per center per day to the ADRCs.
- ADRCs are duplicating services that are provided by County Senior Centers, DHHR offices and DRS offices which are generally in close proximity to one another.

Issue 2: Improvements Can Be Made to Better Gauge the Agency's Goals Through Amending Performance Measures.

- The BOSS mission statement is fully supported by statute.
- Some improvements are needed to provide a better gauge of the agency's performance. Quantifying all performance measures will allow more insight into how well the agency is performing its mission.
- Improvements can be made to the goals, objectives and performance measures section of the 2012-2014 West Virginia State Plan on Aging, specifically developing performance measures that are quantifiable.

Issue 3: The Bureau of Senior Services' Website Scores Well in User-Friendliness But Improvements are Needed in the Area of Transparency.

- The Bureau's website needs increased transparency and user-friendliness to improve accountability and public accessibility, specifically agency history, FOIA information, BOSS budget, and administrative biographies.

PERD Evaluation of the Agency's Written Response

The Office of the Legislative Auditor's Performance Evaluation and Research Division received the Bureau of Senior Services response on January 2, 2014. The agency response can be found in Appendix G. The Bureau of Senior Services concurred with all four recommendations and findings of this report and indicates that efforts will be made to comply with the recommendations.

Recommendations:

- 1. The Legislative Auditor recommends that the Bureau of Senior Services evaluate the current operating structure of the ADRCs, and first determine whether they are needed, and if so, consider consolidating the facilities into one call center in its Charleston office to serve the whole state.*
- 2. The Legislative Auditor recommends that the Commissioner of the Bureau of Senior Services provide the Joint Committee on Government Operations and Government Organization a detailed plan for the future of the ADRC's which should include potential cost savings.*
- 3. The Legislative Auditor recommends that performance measures and accompanying data be provided by BOSS for all goals in the Executive Budget and its two year State Plan.*
- 4. The BOSS should consider enhancing the transparency of its website by incorporating the website elements identified by the Legislative Auditor.*

ISSUE1

The Bureau of Senior Services' Aging and Disability Resource Centers Could Reduce Costs by Combining Into One Facility, While Still Offering the Same Services.

Issue Summary

There are 10 Aging and Disability Resource Centers (ADRCs) throughout West Virginia. The centers serve as locations where individuals can turn for information on the full range of programs and services for the aged and disabled. ADRCs were funded by the State in the amount of \$935,000 per year for fiscal year 2012 and 2013, then decreased to \$864,875 in fiscal year 2014. The Legislative Auditor calculated that 78 percent of contacts made at these ADRCs were via telephone, 14.5 percent of contacts were by email or standard mail, 2.5 percent of contacts were made from home visits, and only 5 percent were from walk-in visits. The ADRCs essentially act as call centers and there is no need for storefront facilities as a result of the low percentage of walk-in visits. Additionally, the ADRCs duplicate the informational services that are already available at several other state and local agencies such as county senior centers, Division of Rehabilitation offices, and Department of Health and Human Resources offices, many of which are within close proximity of the ADRC. The Legislative Auditor recommends that the Bureau of Senior Services evaluate the current operating structure of the ADRCs, and first determine whether they are needed, and if so, consider consolidating the facilities into one call center in its Charleston office to serve the whole state. Additionally, the Legislative Auditor recommends that the Commissioner of the Bureau of Senior Services provide the Joint Committee on Government Operations and Joint Committee on Government Organization a detailed plan for the future of the ADRC's, which should include potential cost savings.

The federal Administration on Aging, which was created as a result of the Older Americans Act, awarded a three-year grant to West Virginia in order to establish two ADRCs in 2003.

Aging and Disability Resource Centers Were Established in 2003

In 1965, the federal Older Americans Act as amended was codified to help older Americans with long-term healthcare needs. An emphasis was placed on:

...low-income older individuals, including low-income minority older individuals, older individuals with limited English proficiency, and older individuals residing in rural areas.

The federal Administration on Aging, which was created as a result of the Older Americans Act, awarded a three-year grant to West Virginia in order to establish two ADRCs in 2003. These pilots served

citizens in Marion and Ohio counties. The centers were intended to serve seniors over the age of 60 and adults with physical disabilities. In 2006, West Virginia applied for and was granted a supplemental two-year grant to expand the ADRCs into five additional counties (Hancock, Brooke, Marshall, Wetzel, and Taylor). For FY 2008, the Legislature appropriated \$1 million to the Bureau of Senior Services (BOSS) to establish additional ADRCs throughout the State. In fiscal year 2009, the ADRCs were appropriated over \$1 million dollars, but in fiscal year 2014 appropriations for the ADRCs has decreased to \$864,875.

Currently, there are 10 ADRCs located in Dunbar, Elkins, Fairmont, Milton, Lewisburg, Martinsburg, Parkersburg, Petersburg, Princeton, and Wheeling. During FY 2012, the ADRCs were budgeted a total of \$935,000 from the Senior Citizens Lottery Fund. The actual total amount utilized was \$924,274. Table 1 displays the FY 2012 budget for each facility. There are a total of 19 individuals employed by these centers. The ADRCs receive funding from BOSS, and the State's four regional Area Agencies on Aging (AAA) have daily operational oversight. The AAAs are part of a nationwide network of organizations created by the Older Americans Act for the purpose of developing a comprehensive and coordinated plan that assures seniors have access to needed services and programs. The AAAs contract with county aging providers (senior centers) for the provision of meals, transportation, and other services; they also monitor the providers for programmatic and fiscal compliance. The 10 ADRC regions in West Virginia are included in Appendix C.

Currently, there are 10 ADRCs in the state located in Dunbar, Elkins, Fairmont, Milton, Lewisburg, Martinsburg, Parkersburg, Petersburg, Princeton, and Wheeling.

Table 1
ADRC BOSS Appropriations for FY 2012

Location	ADRC Budget
Dunbar	\$ 186,300
Elkins	\$ 52,111
Fairmont	\$ 102,200
Milton	\$ 43,700
Lewisburg	\$ 70,958
Martinsburg	\$ 51,111
Parkersburg	\$ 55,925
Petersburg	\$ 127,777
Princeton	\$ 161,542
Wheeling	\$ 72,650
Total	\$ 924,274
<i>Source: Bureau of Senior Services (unaudited).</i>	

ADRCs Had an Estimated 142 Contacts Per Day in 2012 and Each ADRC Employee Makes an Average of 7 Daily Contacts Each

The Legislative Auditor calculated that there was a total average of 142 contacts per day at the State’s 10 ADRCs. **This averaged out to 14 contacts per center per day.** A contact could denote anything from helping an individual in person, receiving a telephone call, or responding to an email inquiry. The Legislative Auditor also determined that the 19 individuals designated as full-time employees at the ADRCs made an average of 7 contacts per day. Parkersburg had the least amount of daily contacts per day at 5, and Dunbar had the most daily contacts at 27. Table 2 highlights the estimated number of daily contacts per ADRC, the number of employees at each site, and the average daily contacts per employee at each ADRC.

The Legislative Auditor calculated that there was a total average of 142 contacts per day at the State’s 10 ADRCs. This averaged out to 14 contacts per center per day.

Location	Daily Contacts (Est.)	Number of Employees	Contacts Per Employee
Dunbar	27	2	14
Elkins	8	1	8
Fairmont	19	3	6
Milton	10	1	10
Lewisburg	4	1	4
Martinsburg	12	1	12
Parkersburg	5	1	5
Petersburg	24	4	6
Princeton	20	4	5
Wheeling	12	1	12
Total	141	19	82
Average	14	2	7

Source: Bureau of Senior Services (unaudited)

The Ten Aging and Disability Resource Center Storefront Facilities are not Necessary and Could be Consolidated

The Legislative Auditor finds that having 10 ADRC field offices is not a cost effective use of resources, and that the facilities could be consolidated. This conclusion is based on two causes:

1. The ADRCs essentially operate as call centers with a marginal number of walk-in clients.
2. The ADRCs are duplicating services that are being offered by several others in close proximity.

By combining the facilities, the ADRCs should be able to offer the same services to the aged and disabled populations as currently offered

The ADRCs essentially operate as call centers with a marginal number of walk-in clients. The ADRCs are duplicating services that are being offered by several other state agencies in close proximity.

at a lower cost than the current manner in operating. Savings would be realized in not having to operate 10 separate facilities, and possibly not needing to employ 19 individuals to assist the public.

The ADRCs Essentially Operate as Call Centers with A Marginal Number of Walk-in Clients

Each of the 10 ADRCs is in a storefront facility open to the public. However, according to the ADRCs' contact data, the public does not visit the facilities, but instead generally makes contact with the ADRCs by telephone. The Legislative Auditor examined the method by which individuals contacted ADRCs for services for FY 2012. There were 34,958 total contacts made by the 10 ADRCs, of which 15,063 were unduplicated contacts. Only 1,775 of total contacts were conducted by walk-in visits. **This indicates that only 5.08 percent of the total contacts made with the 10 ADRCs were from a walk-in visit by a client.** Eight of the ten ADRCs had total walk-ins under five percent: Dunbar, Elkins, Milton, Martinsburg, Parkersburg, Petersburg, Princeton, and Wheeling. Fairmont had the highest percentage of walk-in visits at 18.62 percent, and Wheeling had the least at 0.76 percent. However, 27,175 ADRC contacts were conducted through telephone calls. **This indicates that nearly 78 percent of contacts were performed over the telephone.** Wheeling had the highest number of telephone calls at 96.46 percent, and Fairmont had the least at 51.06 percent. Other methods of contact were Home Visits/Field Visits, which made up 2.5 percent and E-mail/Mail, which made up 14.5 percent of the total contacts. This has created a situation in which the ADRCs are essentially operating as call centers, thus do not necessitate a store-front field office. Table 3 highlights the contact methods for each ADRC.

5.08 percent of the total contacts made with the 10 ADRCs were from a walk-in visit by a client.

Nearly 78 percent of contacts were performed over the telephone.

Table 3 ADRC Contact Methods (FY 2012)										
Location	Contacts		Phone Calls		E-mail/Mail		Walk-Ins		Home Visits/ Field Visits	
	#	#	%	#	%	#	%	#	%	
Dunbar	6,742	6,335	93.96%	279	4.14%	114	1.69%	14	0.21%	
Elkins	2,043	1,239	60.65%	684	33.48%	61	2.99%	59	2.89%	
Fairmont	4,591	2,344	51.06%	1,209	26.33%	855	18.62%	183	3.99%	
Milton	2,445	2,043	83.56%	238	9.73%	117	4.79%	47	1.92%	
Lewisburg	984	763	77.54%	27	2.74%	164	16.67%	30	3.05%	
Martinsburg	3,067	2,341	76.33%	600	19.56%	93	3.03%	33	1.08%	
Parkersburg	1,349	884	65.53%	334	24.76%	37	2.74%	94	6.97%	
Petersburg	5,858	4,273	72.94%	1,094	18.68%	184	3.14%	307	5.24%	
Princeton	5,000	4,176	83.52%	571	11.42%	128	2.56%	125	2.50%	
Wheeling	2,879	2,777	96.46%	41	1.42%	22	0.76%	39	1.35%	
Totals	34,958	27,175	77.74%	5,077	14.52%	1775	5.08%	931	2.66%	

Source: Bureau of Senior Services (unaudited)

Aging and Disability Resource Centers are Duplicating Services That are Being Offered by Several Other Service Providers in Close Proximity

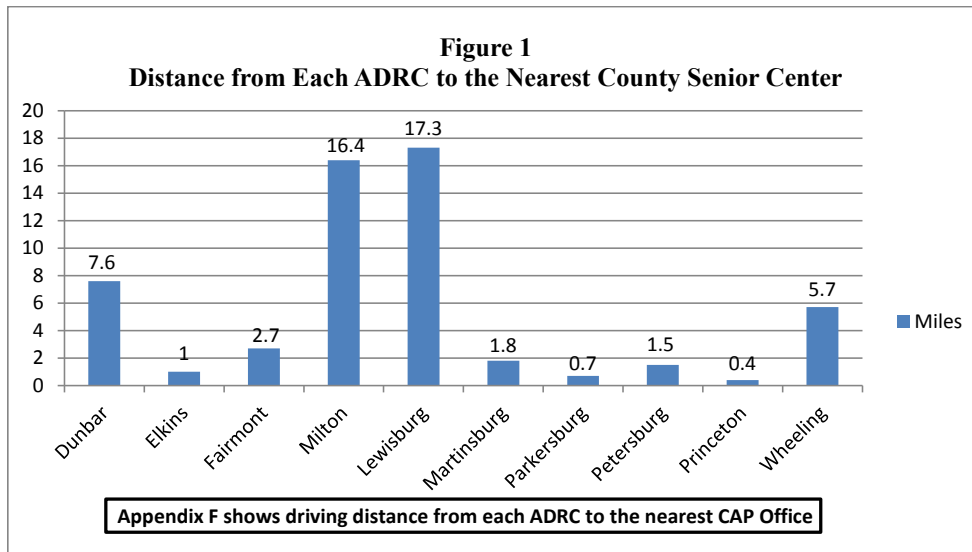
In addition to acting as call centers, ADRCs are duplicating the informational services for the aged and disabled populations that are being offered by multiple service providers located in close proximity. The Division of Rehabilitation Services and the Department of Health and Human Resources maintain field offices in each of the counties that also have ADRCs. Additionally, county senior centers, also known as county aging providers, are located in each West Virginia county. Most counties have satellite senior centers as well. These centers were originally created to administer Older Americans Act programs, and their role has expanded, however, to include the administration of Medicaid programs, state-supported programs such as the Legislative Initiative for the Elderly programs, as well as local initiatives. These centers also include counselors specifically trained to assist seniors through the State Health Insurance Program, a program that provides assistance to Medicare beneficiaries by providing one-on-one counseling via telephone or in-person. Nearly all of the services offered by ADRCs are also offered by these county senior centers.

County senior centers, also known as county aging providers, are located in each West Virginia county.

Nearly all of the services offered by ADRCs are also offered by these county senior centers.

County Aging Providers

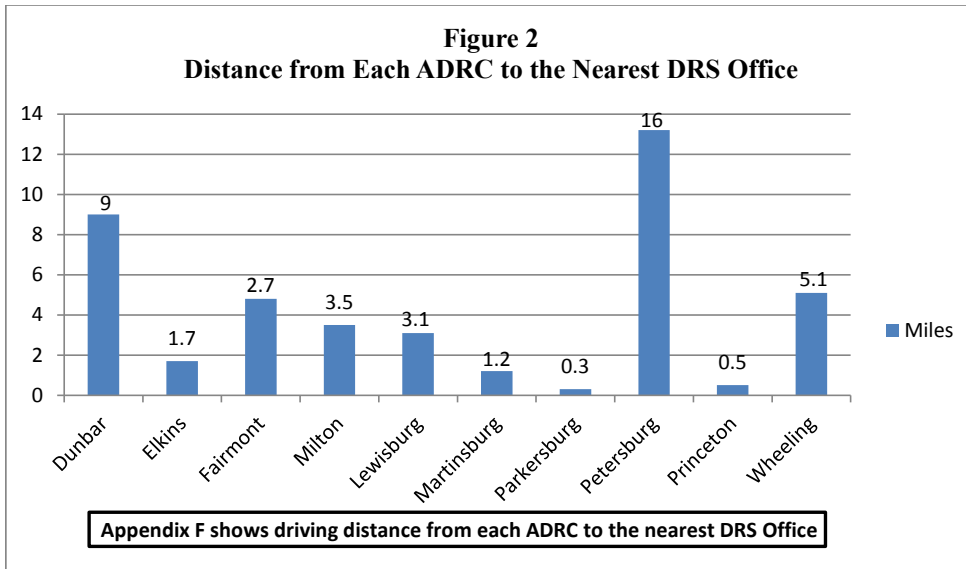
The proximity of the county senior centers was examined to determine how close these centers are to the ADRCs. **The average distance of the county senior center to each ADRC is 5.5 miles.** Figure 1 illustrates the distance of the county senior center to each of the 10 ADRCs in that county. Notably, there are several outliers that skew the average. Half of the ADRCs are within less than two miles of the local county aging provider office.



Division of Rehabilitation Services

The mission of the West Virginia Division of Rehabilitation Services (DRS) is to enable and empower individuals with disabilities to work and to live independently. The DRS is part of the West Virginia Department of Education and the Arts. DRS offices have counselors on-site to assist individuals with disabilities in obtaining or keeping employment, as well as determining eligibility for Social Security disability benefits or Supplemental Security Income. Any information for disabled individuals offered at the ADRCs is readily available at the local DRS offices as well. **The average distance of the closest DRS office to each ADRC is 4.2 miles.** Again, like the county aging providers, the location of the ADRC in relation to the local DRS office is less than two miles in five cases. Figure 2 illustrates the distance of the closest DRS office to each of the 10 ADRCs.

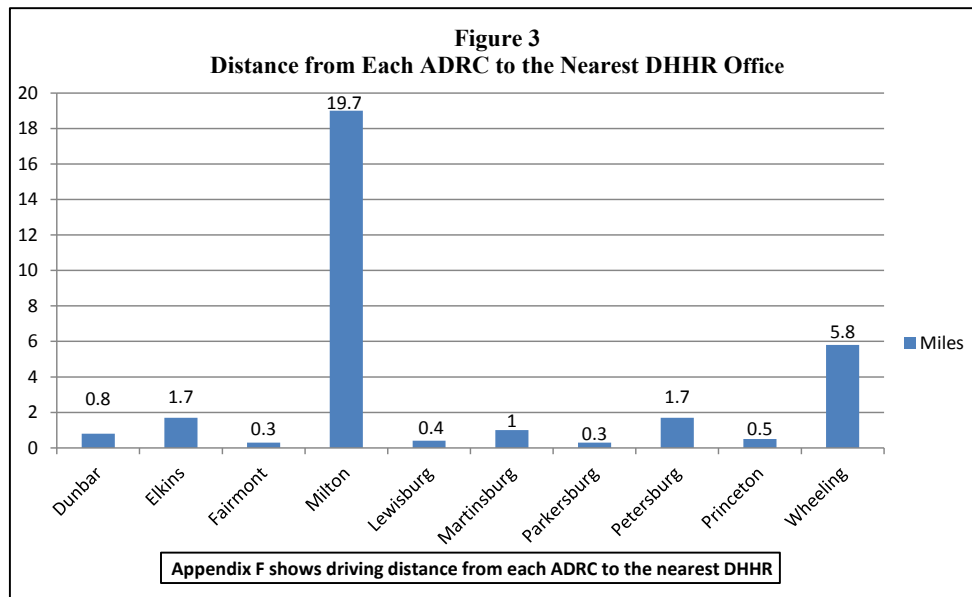
The average distance of the closest DRS office to each ADRC is 4.2 miles.



Department of Health and Human Resources

The Department of Health and Human Resources offices are equipped with trained employees who can disseminate valuable information to individuals or make referrals to the appropriate organizations. Many of the information sources and services provided by the ADRCs for a host of issues can also be found in these local DHHR offices. **The average distance of the closest DHHR office to each ADRC is 3.2 miles.** Figure 3 illustrates the distance of the closest DHHR office to each of the 10 ADRCs. The location of the Milton ADRC in relation to the closest DHHR office is 19 miles, which skews the average. Eight of the 10 ADRCs are located within two miles of the closest DHHR office, with five being less than one mile.

The average distance of the closest DHHR office to each ADRC is 3.2 miles.



The Commissioner of the Bureau of Senior Services Agrees with the Legislative Auditor That the Current Operation of the ADRCs is Ineffective

When the Bureau of Senior Services Commissioner was asked if he believed that the ADRCs duplicate services by other service providers, he stated:

The services provided by ADRCs are duplicate services. The services they provide are also provided by County Aging programs...

He also added that the AARP Hotline, Family Resource Centers, and Community Action Agencies provide many of the same services. Since the services are duplicative this prompts the question of efficiency and effectiveness. When the Commissioner was asked if he believed that the ADRC's were effective and efficient he responded:

ADRC's are effective in providing information and referral services, but it is not efficient in that those same services are and can be provided less costly and at the local level, through existing provider agencies.

The Commissioner believes that consolidating the ADRCs at the BOSS offices in Charleston would save funds and provide a more cost efficient system of delivery. He stated:

The effectiveness of controlling information and data to assist consumers by the use of storefront Resource Centers is not effective for the targeted consumer population to access needed services. For a senior to travel from Jackson County or Mason County to Dunbar, Kanawha County or [Milton] to access needed services is not an effective mode of service delivery. Nor is it efficient to expense funds to operate storefront Resource Centers when only 1,775 walk in...

The ADRC's provide few original services to the public, some of these services include: options counseling for the transition of aged and disabled consumers from Nursing Homes to Community living and prevention of hospital readmissions. The Commissioner verified that the ADRCs provide few services that are not provided by other service providers. He stated:

Currently there are only a very few unique services that ADRC's provide.

The ADRC's provide few original services to the public, some of these services include: options counseling for the transition of aged and disabled consumers from Nursing Homes to Community living, prevention of hospital readmissions, and the counseling of nursing home consumers who have chosen to transition back to the community. The Commissioner verified that the ADRCs provide few services that are not provided by other service providers.

The unique services the ADRC's do provide are funded through grants, which are set to expire in 2014 and will not be renewed. However, one service the ADRCs provide is to accept referrals from Nursing Home residents that may wish return to their home. The Commissioner's full response is in Appendix D.

Conclusion

The 10 Aging and Disability Resource Centers throughout the state act as call centers for individuals with disability and aging services questions, and do not necessitate a store-front location for public access. During FY 2012, 78 percent of contacts made by the ADRCs were through phone calls, while only 5 percent of contacts were face-to-face walk-in exchanges. Thus, the Legislative Auditor finds that the current operating structure of the ADRCs is not cost-effective, and that the 10 storefront facilities are not needed in each region. Furthermore, the ADRCs are duplicating services that are provided by CAPs, DHHR offices, and DRS offices within close proximity of the ADRCs. The Legislative Auditor recommends that the Bureau of Senior Services evaluate the need of the ADRCs and determine whether the services currently offered can be provided by other state and local service providers. If the Bureau of Senior Services chooses to continue the services offered by the ADRCs, it should consider consolidating and relocating the services of the ADRCs into its Charleston office, and operate as a call center for the public, since that is the primary method ADRCs are currently providing services.

The unique services the ADRC's do provide are funded through grants, which are set to expire in 2014 and will not be renewed.

Recommendations

1. *The Legislative Auditor recommends that the Bureau of Senior Services evaluate the current operating structure of the ADRCs, and first determine whether they are needed, and if so, consider consolidating the facilities into one call center in its Charleston office to serve the whole state.*
2. *The Legislative Auditor recommends that the Commissioner of the Bureau of Senior Services provide the Joint Committee on Government Operations and Government Organization a detailed plan for the future of the ADRC's which should include potential cost savings.*

ISSUE 2

Improvements Can Be Made to Better Gauge the Bureau of Senior Services' Performance and Goals Through Amended Performance Measures.

Issue Summary

The state budget process requires agencies to submit performance goals and measures in order to increase accountability and provide insight into how well the agency is achieving its mission. The Bureau of Senior Services provides goals and measures in the FY 2014 Executive Budget and the 2012-2014 State Plan on Aging that are relevant to its mission, however improvements such as providing measures for all goals, and illustrating quantifiable performance measures would help guide the agency in its mission. These recommendations would be a better representation of how the agency achieves its mission and highlight areas the agency could make improvements.

The Bureau of Senior Services provides goals and measures in the FY 2014 Executive Budget and the 2012-2014 State Plan on Aging that are relevant to its mission, however improvements such as providing measures for all goals, and illustrating quantifiable performance measures would help guide the agency in its mission.

The BOSS Mission Statement Is Fully Supported by Statute

The West Virginia Department of Revenue requires state agencies to submit division-level performance measures as part of the appropriation request process. Other information reported includes the agency's mission statement, goals, and objectives. Although appropriations are not based on the performance measures reported by agencies, performance measures are required to ensure accountability and to encourage agencies to be results-oriented. The Legislative Auditor has observed that many state agencies have not provided adequate performance goals or measures in the *Operating Details* of the State's Executive Budget. In some cases, the performance measures are not strongly tied to the agency's overall mission, while in other cases the list of performance measures is incomplete. In addition, state agencies often do not provide goals or benchmarks for their performance measures. Without a performance goal or benchmark, a performance measure does not indicate whether performance is adequate or needs improvement.

BOSS states its mission as follows:

Bureau of Senior Services

BOSS serves as the premier advocate for the provision of in-home and community-based services for the state's senior citizens and others served by these programs. The bureau serves as a steward of the federal and state monies entrusted to it for the provision of these services.

The Legislative Auditor examined the agency’s mission statement to determine if the agency’s focus is statutorily supported. The performance of an agency is tied to what the agency considers its mission. Therefore, the mission should be clearly understood by the agency and it should not be more or less than what is statutorily required. The Legislative Auditor’s concludes that the agency’s mission statement is supported by statute as indicated in the following table.

BOSS’s mission statement is:	
fully supported by statute.	X
not supported by statute.	
less than statutorily required.	
more than statutorily mandated.	
determined administratively as allowed by statute.	

The Legislative Auditor’s concludes that the agency’s mission statement is supported by statute.

BOSS is created in West Virginia Code §16-5P with the purpose of promoting services to enhance the health, safety, and welfare of West Virginia’s senior population and serving as the primary state agency to provide services to seniors. The agency is designated as the state agency for handling federal funds for aging programs in West Virginia Code §16-5P-12. In addition to the duties assigned in West Virginia Code §16-5P, BOSS also carries out the duties of the Older West Virginians Act in West Virginia Code §16-5S. The purpose of this act is to guide and assist the development of new or improved activities and programs to help older residents maintain independence, honor, and dignity using state and federal funds.

The goals and measures provided by the agency in the FY 2014 Executive Budget are relevant to the agency’s mission; however, some improvements can be made to provide more insight into how well the agency is performing.

Some Improvements Are Needed to Provide a Better Gauge of the Agency’s Performance

The goals and measures provided by the agency in the FY 2014 Executive Budget are relevant to the agency’s mission; however, some improvements can be made to provide more insight into how well the agency is performing. One problem with the performance goals listed by the agency is that some of them did not have performance measures included. While the goals are important, it could not be determined how well the agency performed in these areas. Of the eight goals listed by the agency in the 2014 Executive Budget, only three had performance measures. Below are the goals that included performance measures.

BOSS’ Performance Goals That Include Performance Measures

Goal 1: Strive to limit per-meal cost increases to five percent per year, promoting more efficiency in meal service through consolidated purchasing, economics in menus, and cost savings in delivery methods. Table 4 illustrates the performance measures provided by the agency for this goal.

Table 4 Meal Cost Performance Measures						
Federal Fiscal Year	Actual 2010	Estimated 2011	Actual 2011	Estimated 2012	Estimated 2013	Estimated 2014
Percentage change in cost of meals	2.6%	2.1%	1.7%	1.6%	2.3%	1.5%
Average meal cost under Title III-C Nutrition	\$5.85	\$6.25	\$6.36	\$6.35	\$6.50	\$6.60
Total Meals Served (millions)	2.40	N/A	2.38	2.40	2.30	2.29
<i>Source: State of West Virginia FY 2014 Executive Budget and Bureau of Senior Services. (unaudited)</i>						

Goal number 1 is to limit per-meal cost increases for the Home-Delivered Meals Program, promoting cost savings and efficiency in service. The benchmarks provided are for the percentage change in cost of meals, the average meal cost, and the total meals served. There are currently waiting lists for this program, which are directly related to the cost of meals provided. Keeping costs low is important, because if meals cost less, more meals can be served, thus helping a larger number of senior citizens. Therefore, the agency’s stated goal should be to increase the number of meals served. As the figures in Table 7 illustrate, projections are that the number of meals served will actually decrease, which means the agency is not increasing the availability of this service to seniors. When the Commissioner was asked about the cost increases in goal 1, he stated that:

Annual meal costs fluctuate based on raw food costs, labor costs, transportation and overhead costs. The Providers raise other resources and also Seniors make confidential donations for meals. This pays the difference between meal costs and meal reimbursement rates. The Bureau’s influence is primarily in presenting cost savings information and to encourage provider cooperation in purchasing and cost controls.

Goal 2: Perform on-site monitoring of all four area-agencies each fiscal year for compliance with state and federal grant conditions, and ensure that the area-agencies monitor 100% of the 55 provider-agencies every year to verify delivery of services to seniors and that all contracts and conditions are met.

Table 5 illustrates the performance measures provided by the agency for this goal.

Federal Fiscal Year	Actual 2010	Estimated 2011	Actual 2011	Estimated 2012	Estimated 2013	Estimated 2014
On-site monitoring of area-agencies	100%	100%	100%	100%	100%	100%
Area-agencies monitoring of county providers	100%	100%	100%	100%	100%	100%

Source: State of West Virginia FY 2014 Executive Budget. (unaudited)

Meeting goal number 2, performing 100% of on-site area agency monitoring activities, should help to ensure that the quality of services available to West Virginia seniors. As Table 5 illustrates, the agency reported that it is meeting these goals.

Goal 3: Provide annual on-site nurse peer monitoring for policy compliance of 100% of the Medicaid Waiver and Personal Care service providers.

Table 6 illustrates the performance measures provided by the agency for this goal.

Federal Fiscal Year	Actual 2010	Estimated 2011	Actual 2011	Estimated 2012	Estimated 2013	Estimated 2014
On-site monitoring of service providers	N/A	100%	100%	100%	100%	100%

Source: State of West Virginia FY 2014 Executive Budget. (unaudited)

Meeting goal number 3, performing 100% of on-site nurse peer monitoring activities, should help to ensure that the quality of services available to West Virginia seniors. As Table 6 illustrates, the agency reports that it has been reporting these goals.

BOSS' Performance Goals That Do Not Include Performance Measures

Goals 4-8 listed below, do not contain performance measures; however, they are quantifiable and should have been reported. The Commissioner of BOSS was asked why performance measures did not accompany them. He provided explanations to each goal listed.

4. Develop a registry of in-home care providers and post it online by July 1, 2012.

Agency's response to the lack of a performance measure:

House Bill 4062 was passed in the 2012 Legislative Session which is Rule Making Authority for the In-Home Worker Registry. The rule was posted for comment on the Secretary of State's website on July 13, 2012 for 30 day comment. The Rule was then filed with the Legislative Rule-Making Review Committee on August 31, 2012.

Goals do not contain performance measures; however, they are quantifiable and should have been reported.

The 2013 Legislature approved the Rule with modifications and was filed for comment on June 24, 2013 and approved on July 26, 2013. The In-Home Worker Registry and the accompanying website are in final stages and is being tested and finalized.

The agency has not achieved this goal by the stated date; however, the Commissioner submitted information to the Legislative Auditor's office showing that BOSS is moving forward to accomplish this one-time goal.

5. Develop the area plan submission guidelines and timetable for issuance by May 15 of each year; complete the reviews and final corrections by September 25 each year; and issue 100% of the awards by October 1 each year.

Agency's response to the lack of a performance measure:

The funding allocations have gone out in mid-June for both 2012 and 2013. The plan document itself is an ongoing annual document that is available at the four Area Agencies on Aging. The funding levels may change or Federal Program changes may be incorporated but the documents

remain basically the same. Area Plans are reviewed and corrected by September 25 of each year and 100% of awards are issued by October 1 of each year.

October 1, 2013 was an exception as with a Federal Government Shutdown the Bureau did not grant awards until such time as we had a federal commitment of funds.

The Commissioner submitted information to the Legislative Auditor's office showing that BOSS does in fact collect information on the dates funds are awarded. However, the agency does not report the funding and date allocations in the Executive Budget.

6. Secure submission of audits for all providers and area-agencies within nine months of the end of their fiscal year, review audit reports, and obtain any needed corrections within one year of the end of their fiscal year.

Agency's response to the lack of a performance measure:

Audit submissions are tracked on a spreadsheet by the Bureau's Finance Department. Extensions to the nine months have been granted for cause and is also listed on the spreadsheet. Responses to audit findings are provided to the AAA.

Again, the agency submitted information to the Legislative Auditor that demonstrates audits are completed and recorded. The agency should record the tracking of the audits in the Executive Budget, to illustrate that this goal is being completed in the allotted parameters.

7. Issue Legislative Initiative for the Elderly, Lighthouse, and Family Alzheimer's In-Home Respite (FAIR) awards prior to July 31 each year for 100% of provider agencies.

Agency's response to the lack of a performance measure:

The Bureau provides the Area Agencies on Aging a composite NGA for all Counties in their area, which includes the specific Provider allocations of funds by services and County.

The Area Agencies issue NGA's to the County Providers prior to July 31st of each year. Attached is a copy of NGA's issued by the AAA.

As of 2014 the Bureau is directly issuing the Lighthouse and F.A.I.F NGA's under the same time frames.

A table placed in the Executive Budget could reflect that the agency is meeting this goal, in most cases.

8. Meet 100% of the placement goals of the Title V Employment Program.

Lastly, information on Title V Employment Programs is being collected by the agency, but is not shown in the Executive Budget. Table 7 shows information from the United States Department of Labor dealing with the Title V Employment Program in West Virginia.

Since the BOSS mission is to serve as an advocate for the provision of services for senior citizens, the most representative performance measures would illustrate the effects that the agency has for seniors, i.e., whether the agency's actions result in more seniors receiving more services. For example, goal number eight, which provides no performance measures, is to meet 100% of the Title V Employment Program placement goals. The Title V Employment Program is a federal grant-funded community service and work-based training program for seniors 55 or older with limited incomes. The goal of the program is to provide seniors with job training by placing them in subsidized community service positions that will enable them to gain the skills needed to move on to unsubsidized work. Performance measures for the program are already reported to the United States Department of Labor and could be used to illustrate BOSS's performance in the Executive Budget, as seen in Table 7. Potential goals that would reflect the agency's mission include the following.

- Increase the percentage of seniors participating in the program who enter unsubsidized employment upon leaving the program.
- Increase the percentage of seniors participating in the program who retain unsubsidized employment after leaving the program.
- Increase the amount of service provided to those most in need.

Since the BOSS mission is to serve as an advocate for the provision of services for senior citizens, the most representative performance measures would illustrate the effects that the agency has for seniors, i.e., whether the agency's actions result in more seniors receiving more services.

Measures for these goals are provided in Table 7.

Program Year	Entered Employment (Percent)			Retained Employment (Percent)			Most in Need ¹		
	Goal	Performance	Percent of Goal Achieved	Goal	Performance	Percent of Goal Achieved	Goal	Performance	Percent of Goal Achieved
2008	62.5	60.4	96.67	71.3	62.5	87.64	2.24	1.92	85.72
2009	50.6	54.3	107.34	61.3	62.5	101.93	2.15	1.94	90.46
2010	41.1	74.2	180.3	55.0	80.0	145.5	2.20	1.97	89.6
2011	60.0	43.8	72.9	69.5	73.1	105.1	2.20	1.95	88.5

Source: United States Department of Labor *Final Performance to Negotiated Goal Evaluation* reports for each year.
¹Average number of barriers to employment per participant. Barriers include severe disability, frail, age 75 or older, old enough for but not receiving SS Title II, severely limited employment prospects and living in an area of persistent unemployment, limited English proficiency, low literacy skills, disability, rural, veterans, low employment prospects, failed to find employment after using WIA Title I, and homeless or at risk of homelessness.

The figures in Table 7 illustrate, the agency reported improved performance in assisting seniors to obtain and retain employment improved from 2008 to 2010, then decreased in 2011. It should be noted that outcomes for job retention still exceed the performance goal for 2011, although performance in job attainment is well below the goal. Performance in serving those most in need has never achieved the performance goal in the period evaluated. Based on these figures, the agency needs to make improvements to ensure that seniors are receiving the assistance through the Title V program that they need to find and maintain unsubsidized employment.

Performance in assisting seniors to obtain and retain employment improved from 2008 to 2010, then decreased in 2011.

Bureau of Senior Services State Plan on Aging and Future Performance Measure Management

In the Fall of 2012, the Bureau of Senior Services released the *West Virginia Bureau of Senior Services State Plan on Aging October 1, 2012- September 30, 2014*. This document discusses how the Bureau plans to meet the challenges faced by West Virginia's seniors. Topics in this 73 plus page report range from demographics, agency organization, future planning, collaborations and partnerships, goals, objectives and performance measures.

Based on these figures, the agency needs to make improvements to ensure that seniors are receiving the assistance through the Title V program that they need to find and maintain unsubsidized employment.

Within the Bureau's Plan on Aging, the report references 5 goals and 23 objectives. These goals and objectives range from coordinating

with various service providers, lifestyle choices for healthy living, and improving communication between agencies and community partnerships. However, improvements can be made to the goals, objectives and performance measures section of the report. Below are a series of questions that, if answered, can bring clarity to the performance measures and help direct the Bureau's operation:

- What are the criteria for cost effectiveness, efficiency, service quality, and customer satisfaction?
- What resources are available to the project? Number of staff? Total budget? Sources of funds?
- What outputs are being delivered by the project? To whom?
- What evidence is necessary to determine whether goals are met?
- What evaluation criteria/ measurement criteria are being used for the performance measures?
- What data or records are maintained? How often are these data collected?
- How is this information used? Does anything change based on these data or records?
- What major problems exist? How long will it take to solve those problems?
- What are the intended results in the next two to three years?

The agency should consider providing measures for all goals in the Executive Budget and State Plan.

Incorporating these recommendations on performance measure management will help the Bureau more accurately evaluate the efficiency and effectiveness of the services it provides.

Conclusion

The agency's mission is supported by West Virginia Code. The goals provided by the agency in the FY 2014 Executive Budget and the 2012-2014 State Plan on Aging are relevant to this mission. However, the agency should consider providing measures for all goals in the Executive Budget and State Plan, then utilize the measures to help guide the agency in its mission. Additionally, providing measures for all goals would help identify where improvements can be made in order to better serve the seniors of West Virginia.

Recommendation

3. *The Legislative Auditor recommends that performance measures and accompanying data be provided by BOSS for all goals in the Executive Budget and its two year State Plan.*

ISSUE 3

The Bureau of Senior Services’ Website Scores Well in User-Friendliness But Improvements are Needed in the Area of Transparency.

Issue Summary

The Legislative Auditor’s Office conducted a literature review of government website assessments and, using this information, developed a list of attributes that should be considered for state agency websites. The most common elements in previous studies were applied to establish a set of criteria used to measure how the Bureau of Senior Services (BOSS) website supports online citizen engagement (see Appendix E). The website checklist has two major components, User-friendliness and Transparency, which were evaluated to create a total score for the agency. As illustrated in Table 8, BOSS integrates 40% of the checklist items within its website. The Legislative Auditor finds that the agency’s website scores well in user-friendliness but needs more improvements in the area of transparency.

Substantial Improvement Needed	More Improvement Needed	Modest Improvement Needed	Little or No Improvement Needed
0-25%	26-50%	51-75%	76-100%
	BOSS 40%		

Source: The Legislative Auditor’s review of the BOSS website.

The BOSS Website Scores Lower in Transparency, But Scored Higher in User-Friendliness

In order for a citizen to actively engage with an agency online, he or she must first be able to access and comprehend information on the agency’s website; therefore, government websites should be designed with citizens in mind. A user-friendly website is readable and allows a citizen to easily navigate from page to page. Government websites should also be transparent and provide citizens with confidence and trust in the agency. Transparency promotes accountability and provides information for citizens about what the government is doing. As illustrated in Table 9, the BOSS website’s score indicates that there is some room for improvement in user-friendliness and a more substantial need for improvements to elements of transparency. The Legislative Auditor recognizes that the Bureau of Senior Services website was named the number one website by the West Virginia Statewide Internet

The Bureau of Senior Services website was named the number one website by the West Virginia Statewide Internet Group in 2008.

Group in 2008. The award was given to the top three websites that exemplify design excellence in state government, K-12 schools, or higher education. The Legislative Auditor's evaluation score is based on its established criteria on the information that should be contained on state agency websites, which is different from the evaluation criteria of the West Virginia Statewide Internet Group. Criteria used by the West Virginia Statewide Internet Group to evaluate state websites includes: **Statement of Purpose, Approvals, Responsible Party/Contact, Accuracy/Timeliness, Content Summary, Style/Markup, Images and Backgrounds, to name a few.** BOSS's website scored low in the Legislative Auditor's assessment because the Legislative Auditor places more emphasis on transparency over user-friendliness; whereas, the West Virginia Statewide Internet Group's evaluation is directed towards user-friendliness, design, and information monitoring.

BOSS's website scored low in the Legislative Auditor's assessment because the Legislative Auditor places more emphasis on transparency over user-friendliness; whereas, the West Virginia Statewide Internet Group's evaluation is directed towards user-friendliness, design, and information monitoring.

Table 9
BOSS Website Evaluation Points

Category	Possible Points	Agency Points	Percentage
User-Friendly	18	11	61
Transparent	32	9	28
Total	50	20	40

Source: Legislative Auditor's assessment of the BOSS website.

The BOSS Website Needs Relatively Few Improvements to Enhance User-Friendliness

The BOSS website is easy to navigate and includes some of the core website elements such as a Frequently Asked Questions (FAQ) section and a search box on every page. Users can access the homepage by clicking on the home button on the navigation bar on any page of the website. Additionally, the site allows individuals to easily find and print necessary paperwork for services provided by the state. The website also provides easy to use quick links to other important websites that seniors can access for information. However, the website is in need of a Site Map, this will acts as an index of the entire website, allowing users to browse the website's content, and some citizens may not easily comprehend the language used on the website. For user-friendliness, it is recommended that, website text be on about the 6th-7th grade reading level. According to the Flesch-Kincaid Test for measuring readability, on average, the BOSS website text is on 9th grade reading level.

User-Friendly Considerations

Some key attributes that the BOSS might consider incorporating into its website in order to enhance user-friendliness are:

- **Foreign Language Accessibility** - A link to translate all webpages into other languages other than English.
- **Site Map** – A list of pages contained on a website that can be accessed by web crawlers and users.
- **Mobile Functionality** – A mobile version of the agency website
- **Readability**- When posting information about the Board, ensure that it can be understood by the general public.

The BOSS Website Needs More Content Elements to Enhance Transparency

A website that is transparent will have elements such as email contact information, the geographical location of the agency, the agency’s phone number, budget information, and performance measures. A transparent website also allows interaction between the agency and citizens concerning a host of issues. PERD analysis indicates that the BOSS website has less than half of the core elements that are recommended for a general understanding of the agency (see Appendix E).

The BOSS website has a relatively small number of elements of transparency (address and phone number for the agency office, agency publications online and are downloadable, and a narrative describing the agency organization).

Transparency Considerations

The BOSS website has a relatively small number of elements of transparency (address and phone number for the agency office, agency publications online and are downloadable, and a narrative describing the agency organization). However, the following are several attributes that could be beneficial to the BOSS in increasing its transparency:

- **Email** – A general website email address.
- **Location of Agency Headquarters** – An embedded map that shows the agency’s location.
- **Administrative Officials** – Names and contact information of administrative officials.
- **Administrator(s) Biography** – Biography explaining the professional qualifications and experience of the commissioner and other administrators.
- **BOSS Budget**- A link to the annual BOSS budget.
- **FOIA Information** – Information on how to submit a BOSS FOIA request, ideally with an online submission form.
- **Public Records** – Information relating to the agency’s function, such as statutes, rules and regulations, contracts, and grants.

- **Agency History** – A page explaining how the agency was created, what it has done, and how, if applicable, its mission has changed over time.
- **Website Updates** – A website update status, ideally for every page.
- **BOSS Performance Measures-** A link from the homepage providing the agency’s goals and performance measures.

Conclusion

The BOSS website has been named the number one state website by the West Virginia Statewide Internet Group, which recognizes excellence in design, content, and accessibility. However, the BOSS website is missing several elements that would enhance the availability of information to citizens. The Legislative Auditor finds that the BOSS website scores well in user-friendliness, but could improve its transparency. The agency should consider incorporating elements such as foreign language accessibility, a site map, mobile functionality, budget and performance measure information, and applicable public records.

Recommendation

4. *The BOSS should consider enhancing the transparency of its website by incorporating the website elements identified by the Legislative Auditor.*

Appendix A
Transmittal Letter

WEST VIRGINIA LEGISLATURE
Performance Evaluation and Research Division

Building 1, Room W-314
1900 Kanawha Boulevard, East
Charleston, West Virginia 25305-0610
(304) 347-4890
(304) 347-4939 FAX



John Sylvia
Director

December 23, 2013

Robert E. Roswall, Commissioner
West Virginia Bureau of Senior Services
1900 Kanawha Bouleford, East
Charleston, WV 25305

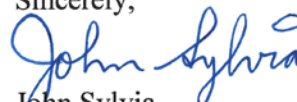
Dear Commissioner Roswall:

This is to transmit a draft copy of the performance review of the Bureau of Senior Services. This report is scheduled to be presented during the January 5-7, 2014, interim meetings of the Joint Committee on Government Operations, and the Joint Committee on Government Organization. We will inform you of the exact time and location once the information becomes available. It is expected that a representative from your agency be present at the meeting to orally respond to the report and answer any questions the committees may have.

We need to schedule an exit conference to discuss any concerns you may have with the report. We would like to have the meeting on Monday, December 30th. Please notify us to schedule an exact time. In addition, we need your written response by noon on Thursday, January 2, 2014 in order for it to be included in the final report. If your agency intends to distribute additional material to committee members at the meeting, please contact the House Government Organization staff at 340-3192 by Thursday, January 2, 2014 to make arrangements.

We request that your personnel not disclose the report to anyone not affiliated with your agency. Thank you for your cooperation.

Sincerely,


John Sylvia

Enclosure

Joint Committee on Government and Finance

Appendix B

Objectives, Scope and Methodology

The Performance Evaluation and Research Division (PERD) within the Office of the Legislative Auditor conducted this review of the West Virginia Bureau of Senior Services, as required and authorized by the West Virginia Performance Review Act, §4-10-8(b)(5), of the West Virginia Code, as amended. The purpose of the Bureau, as established in West Virginia Code §16-5P et seq., is to create a bureau in state government that promotes services to enhance the health, safety and welfare of West Virginia's senior population and serves as the primary agency within state government to provide services to the senior population.

Objectives

The first objective of this audit is to assess the efficiency for the State having 10 Aging and Disability Resource Centers, by evaluating client contact methods and the proximity of other entities (the Department of Health and Human Resources, the Division of Rehabilitation Services, and County Senior Centers) which provide similar services. Additional audit objectives are to assess the relevancy of performance measures stated in the Fiscal Year 2012 Executive Budget and 2012-2014 Bureau of Senior Services State Plan, and to assess the Bureau's website for user-friendliness and transparency using criteria established by PERD.

Scope

The scope of this report consisted of FY 2012 client contact activity for the services provided by the Aging and Disability Resource Centers (ADRC) and the proximity of the closest Department of Health and Human Resources office, Division of Rehabilitation Services office, and the senior service center within the county. The scope for the assessment of performance measures included a review of the FY 2012 Executive Budget and the 2012–2014 Bureau of Senior Services State Plan on Aging, and PERD reviewed the key features and content of the Bureau's website.

Methodology

PERD gathered and analyzed sources of information and conducted audit procedures to assess the sufficiency and appropriateness of the information used as audit evidence. Professional judgment was used to provide the appropriate level of assurance that the obtained evidence was sufficient and appropriate to address the audit objectives. The information and methodology to address the audit objectives are described below.

PERD staff obtained testimonial evidence for this review through written statements by staff from the Bureau of Senior Services and in some cases was supported by corroborating evidence. Interviews and oral comments were confirmed by written statements from the interviewees. The purpose for testimonial evidence was to gain a better understanding of the agency's overall activities, ADRC operations and activity, and to get the opinions from the Commissioner on the ADRCs.

PERD staff obtained ADRC client contact methods from the Bureau of Senior Services Commissioner. These data were gathered by ADRC staff from each center due to federal reporting requirements. Data was analyzed to calculate the percentage of each contact method, and the average daily contact made per ADRC facility and per employee. An analysis of the proximity of the closest Department of Health and Human Resources office, Division of Rehabilitation office, and the county senior center relative to the ADRC was made by inputting addresses into Google Maps online. PERD staff conducted a survey of county senior center officials, and conducted a site visit of the Princeton, West Virginia and Lewisburg, West Virginia ADRC offices to assist in corroborating the audit objectives. Budgets for the Aging and Disability Resource Centers were obtained, and corroborated by information from the State Auditor's Office.

PERD staff reviewed a variety of the Bureau's documents including its 2009-2012 annual reports, pertinent statute and rules, the 2012-2014 Bureau of Senior Services State Plan, agency mandated mission, and the 2012 Executive Budget as part of the assessment of the agency's performance measures.

In order to evaluate state agency websites, the Legislative Auditor conducted a literature review of government website studies, reviewed top-ranked government websites, and reviewed the work of groups that rate government websites in order to establish a master list of essential website elements. The Brookings Institute's "2008 State and Federal E-Government in the United States" and the Rutgers University's 2008 "U.S. States E-Governance Survey (2008): An Assessment of State Websites" helped identify the top ranked states in regards to e-government. The Legislative Auditor identified 3 states (Indiana, Maine and Massachusetts) that were ranked in the top 10 in both studies and reviewed all 3 states' main portals for trends and common elements in transparency and open government. The Legislative Auditor also reviewed a 2010 report from the West Virginia Center on Budget and Policy that was useful in identifying a group of core elements from the master list that should be considered for state websites to increase their transparency and e-governance. It is understood that not every item listed in the master list is to be found in a department or agency website because some of the technology may not be practical or useful for some state agencies. Therefore, the Legislative Auditor compared the Bureau of Senior Services' website to the established criteria for user-friendliness and transparency so that the Bureau can determine if it is progressing in step with the e-government movement and if improvements to its website should be made.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Appendix C The 10 ADRC Regions in West Virginia

Region 1 - Counties Served: Brooke, Calhoun, Doddridge, Gilmer, Hancock, Harrison, Marion, Marshall, Monongalia, Ohio, Pleasants, Ritchie, Tyler, Wetzel, Wirt, Wood.

105 Bridge Street
PO Box 2086
Wheeling, WV 26003
Toll Free: 1-800-924-0088
or: 304-830-2779
Fax: 304-242-2437
Office hours: M-F 8:00am-5:00pm

9541 Middletown Mall
Fairmont, WV 26554
Toll Free: 1-877-363-1595
or: 304-363-1595
Fax: 304-363-1598
Office hours: Monday-Friday 8:30am-4:30pm

521 Market Street #18
Parkersburg, WV 26101
Phone: 304-865-1172
Fax: 304-865-1172
Office hours: Monday-Friday 7:30am-3:30pm

Region 2 - Counties Served: Boone, Cabell, Jackson, Kanawha, Lincoln, Logan, Mason,

Mingo, Putnam, Roane, Wayne.
1 Dunbar Plaza, Suite 102
Dunbar, WV 25064
Toll Free: 1-866-981-2372
or: 304-720-6861
Fax: 304-720-6864
Office hours: Monday-Friday 8:00am-4:00pm
1 Perry Morris Square
Milton, WV 25541
Toll Free: 1-866-981-2372
or: 304-390-0075

Fax: 304-390-0040
Office hours: Monday - Friday 8:00am-4:00pm

3003 Charleston Town Center Mall, 3rd Floor Charleston, WV 25389 (Physical)
1900 Kanawha Blvd. East Charleston, WV 25305 (Mailing)
Toll Free: 1-877-987-3646
or: 304-558-3317
Fax: 304-558-2357
Office hours: Monday - Friday 8:00am-4:00pm

Region 3 - Counties Served: Barbour, Berkeley, Grant, Hampshire, Hardy, Jefferson, Lewis, Mineral, Morgan, Pendleton, Preston, Randolph, Taylor, Tucker, Upshur.

131 Providence Lane
Petersburg, WV 26847
Toll Free: 1-800-296-5341
or: 304-257-2847
Fax: 304-257-4958
Office hours: Monday-Friday 8:30am-4:30pm

115 Aikens Center, Suite 18
Martinsburg, WV 25404
Toll Free: 1-800-296-5341
or: 304-263-3943
Fax: 304-267-6184
Office hours: Monday-Friday 8:30am-4:30pm

1200 Harrison Avenue, Suite G 11
Elkins, WV 26241
Toll Free: 1-800-296-5341
or: 304-630-2207
Fax: 304-591-4529
Office hours: Monday - Friday 8:00am-4:00pm

Region 4 - Counties Served: Braxton, Clay, Fayette, Greenbrier, McDowell, Mercer, Monroe,

Nicholas, Pocahontas, Raleigh, Summers, Webster, Wyoming.

1460 Main Street, Box 8
Princeton, WV 24740
Toll Free: 1-866-598-2372
or: 304-425-2040
Fax: 304-425-2066
Office hours: Monday-Friday 8:30am-4:30pm

Greenbrier Valley Mall, Suite 15
75 Seneca Trail
Lewisburg, WV 24901
Toll Free: 1-866-598-2372
or: 304-645-4770
Fax: 304-645-4750
Office hours: Tuesday-Thursday 8:30am-4:30pm

Appendix D

Correspondence from the Commissioner of the Bureau of Senior Services (Document is an excerpt from a response to questions posed by the Legislative Auditor)

Aged and Disability Resource Centers

6. What unique services do the ADRC's provide that no other State or private entities provide?

Currently there are only a very few unique services that ADRC's provide. ADRC's have a federally funded grant to provide options counseling for the transition of aged and disabled consumers from Nursing Homes to Community living. They have also been working on VITALS — a Federal grant for the prevention of hospital readmissions. There is another Federal Grant for Section Q, the counseling of nursing home consumers who have chosen to transition back to the community. ADRC's also report their services to SART (Semi-Annual Reporting Tool) database to the Administration on Community Living, as well as to the Harmony System that is used by all Aging Program service providers in WV.

7. Are any of the services provided by ADRC's duplicated by any other entities? If so, what entities?

The services provided by ADRCs are duplicate services. The services they provide are also provided by County Aging programs: Information and Referral, SHIP, Long Term Care Referrals, Legal Services Referrals, In - Home Care Information and Referral and prescreen for an array of other services.

The AARP Hotline also provides many of the same services as do Family Resource Centers (FRN) and Community Action Agencies.

8. In your opinion, are ADRC's effective and efficient? If not, what changes would you like to see occur with these entities?

ADRC's are effective in providing information and referral services, but it is not efficient in that those same services are and can be provided less costly and at the local level, though existing provider agencies.

The effectiveness of controlling information and data to assist consumers by the use of storefront Resource Centers is not effective for the targeted consumer population to access needed services. For a senior to travel from Jackson County or Mason County to Dunbar, Kanawha County or Huntington to access needed services is not an effective model of service delivery. Nor is it efficient to expense funds to operate storefront Resource Centers when only 1,775 consumers walk in to the ten (10) Centers in a program year. WV has always since invested into a County based aging service provider network, since its inception in the 1970's. They are local and identifiable by the consumers which we have been mandated to serve. Resource Centers are not efficient in the delivery of services based on the dollars expensed to deliver those services (\$930,000).

Of the 15,063 unduplicated contacts provided by ADRC's, 57% are Senior Health Insurance (SHIP) or insurance counseling services. The same service numbers the Bureau receives by the funds (\$207,760) allocated to the County Aging Program Network. (An equal amount of funds was additionally provided to AAA's run through ADRC's.) This leaves just 6,451 unduplicated contacts.

Recommended changes to ADRC's would need further study, but I believe the basis for any change is to start with the County Aging Program Network that is locally based, where they know seniors and know the provider agencies and has proven to be an effective model since the inception of the network in the 1970's. This should be the focal point for the delivery of information, referral and navigation of the complex service delivery system.

Funding for ADRCs by Region

ADRC		
Region 1	72,650	72,650
Region 2	232,500	232,500
Region 3	232,500	232,500
Region 4	392,350	392,350
TOTAL FUNDING	930,000	930,000

Appendix E Website Criteria Checklist and Points System

Bureau of Senior Services			
User-Friendly	Description	Total Points Possible	Total Agency Points
Criteria	The ease of navigation from page to page along with the usefulness of the website.	18	11
		Individual Points Possible	Individual Agency Points
Search Tool	The website should contain a search box (1), preferably on every page (1).	2 points	2 points
Help Link	There should be a link that allows users to access a FAQ section (1) and agency contact information (1) on a single page. The link’s text does not have to contain the word help, but it should contain language that clearly indicates that the user can find assistance by clicking the link (i.e. “How do I...”, “Questions?” or “Need assistance?”)	2 points	2 points
Foreign language accessibility	A link to translate all webpages into languages other than English.	1 point	0 points
Content Readability	The website should be written on a 6 th -7 th grade reading level. The Flesch-Kincaid Test is widely used by Federal and State agencies to measure readability.	No points, see narrative	
Site Functionality	The website should use sans serif fonts (1), the website should include buttons to adjust the font size (1), and resizing of text should not distort site graphics or text (1).	3 points	3 points
Site Map	A list of pages contained in a website that can be accessed by web crawlers and users. The Site Map acts as an index of the entire website and a link to the department’s entire site should be located on the bottom of every page.	1 point	0 points
Mobile Functionality	The agency’s website is available in a mobile version (1) and/or the agency has created mobile applications (apps) (1).	2 points	0 points
Navigation	Every page should be linked to the agency’s homepage (1) and should have a navigation bar at the top of every page (1).	2 points	2 points

Bureau of Senior Services			
FAQ Section	A page that lists the agency's most frequent asked questions and responses.	1 point	1 point
Feedback Options	A page where users can voluntarily submit feedback about the website or particular section of the website.	1 point	1 point
Online survey/poll	A short survey that pops up and requests users to evaluate the website.	1 point	0 points
Social Media Links	The website should contain buttons that allow users to post an agency's content to social media pages such as Facebook and Twitter.	1 point	0 points
RSS Feeds	RSS stands for "Really Simple Syndication" and allows subscribers to receive regularly updated work (i.e. blog posts, news stories, audio/video, etc.) in a standardized format.	1 point	0 points
Transparency	Description	Total Points Possible	Total Agency Points
Criteria	A website which promotes accountability and provides information for citizens about what the agency is doing. It encourages public participation while also utilizing tools and methods to collaborate across all levels of government.	32	9
		Individual Points Possible	Individual Agency Points
Email	General website contact.	1 point	0 points
Physical Address	General address of stage agency.	1 point	1 point
Phone Number	Correct phone number of state agency.	1 point	1 point
Location of Agency Headquarters	The agency's contact page should include an embedded map that shows the agency's location.	1 point	0 points
Administrative officials	Names (1) and contact information (1) of administrative officials.	2 points	0 points
Administrator(s) biography	A biography explaining the administrator(s) professional qualifications and experience.	1 point	0 points
Privacy policy	A clear explanation of the agency/state's online privacy policy.	1 point	1 point

Bureau of Senior Services			
Public Records	<p>The website should contain all applicable public records relating to the agency’s function. If the website contains more than one of the following criteria the agency will receive two points:</p> <ul style="list-style-type: none"> • Statutes • Rules and/or regulations • Contracts • Permits/licenses • Audits • Violations/disciplinary actions • Meeting Minutes • Grants 	2 points	0 points
Complaint form	A specific page that contains a form to file a complaint (1), preferably an online form (1).	2 points	0 points
Budget	Budget data is available (1) at the checkbook level (1), ideally in a searchable database (1).	3 points	0 points
Mission statement	The agency’s mission statement should be located on the homepage.	1 point	0 points
Calendar of events	Information on events, meetings, etc. (1) ideally imbedded using a calendar program (1).	2 points	1 point
e-Publications	Agency publications should be online (1) and downloadable (1).	2 points	2 points
Agency Organizational Chart	A narrative describing the agency organization (1), preferably in a pictorial representation such as a hierarchy/organizational chart (1).	2 points	1 point
Graphic capabilities	Allows users to access relevant graphics such as maps, diagrams, etc.	1 point	1 point
Audio/video features	Allows users to access and download relevant audio and video content.	1 point	1 point
FOIA information	Information on how to submit a FOIA request (1), ideally with an online submission form (1).	2 points	0 points
Performance measures/outcomes	A page linked to the homepage explaining the agencies performance measures and outcomes.	1 point	0 points

Bureau of Senior Services			
Agency history	The agency's website should include a page explaining how the agency was created, what it has done, and how, if applicable, has its mission changed over time.	1 point	0 points
Website updates	The website should have a website update status on screen (1) and ideally for every page (1).	2 points	0 points
Job Postings/links to Personnel Division website	The agency should have a section on homepage for open job postings (1) and a link to the application page Personnel Division (1).	2 points	0 points

Appendix F
Distances and Addresses of ADRCs, Senior Centers,
DHHR Office and DRS Office

ADRC	Closest CAP	Closest DHHR Office	Closest DRS Office
Dunbar	7.6 miles	0.8 miles	9 miles
Elkins	1 mile	1.7 miles	1.7 miles
Fairmont	2.7 miles	0.3 miles	2.7 miles
Milton	16.4 miles	19.7 miles	3.5 miles
Lewisburg	17.3 miles	0.4 miles	3.1 miles
Martinsburg	1.8 miles	1 mile	1.24 miles
Parkersburg	0.7 miles	0.3 miles	0.3 miles
Petersburg	1.5 miles	1.7 miles	16 miles
Princeton	0.4 miles	0.5 miles	0.5 miles
Wheeling	5.7 miles	5.8 miles	5.1 miles
Average	5.5 miles	3.2 miles	4.2 miles

Senior Centers (CAPs)

County	Physical Location
Barbour	101 Church Street, Philippi, WV 26416
Berkeley	217 North High Street, Martinsburg, WV 25401
Boone	347 Kenmore Drive, Madison, WV 25130
Braxton	33 Senior Center Drive, Sutton, WV 26601
Brooke	948 Main Street, Follansbee, WV 26037
Cabell	724 10th Avenue, Huntington, WV 25701
Calhoun	#3 Market Street, Grantsville, WV 26147
Clay	174 Main Street, Clay, WV 25043
Doddridge	403 West Main Street, West Union, WV 26456
Fayette	108 Lewis Street, Oak Hill, WV 25901
Gilmer	720 North Lewis Street, Glenville, WV 26351
Grant	111 Virginia Avenue, Petersburg, WV 26847
Greenbrier	1003 Greenbrier Street, Rupert, WV 25984
Hampshire	24781 Northwestern Pike, Romney, WV 26757
Hancock	647 Gas Valley Road, New Cumberland, WV 26047
Hardy	409 Spring Avenue, Moorefield, WV 26836
Harrison	500 West Main Street, Clarksburg, WV 26301
Jackson	121 South Court Street, Ripley, WV 25271
Jefferson	103 West 5th Street, Ranson, WV 25438
Kanawha	2428 Kanawha Boulevard, East, Charleston, WV 25311
Lewis	171 West 2nd Street, Weston, WV 26452
Lincoln	360 Main Street, Hamlin, WV 25523
Logan	699 Stratton Street, Logan, WV 25601
Marion	105 Maplewood Drive, Fairmont, WV 26554
Marshall	805 5th Street, Moundsville, WV 26041
Mason	101 2nd Street, Point Pleasant, WV 25550
McDowell	725 Stewart Street, Welch, WV 24801
Mercer	600 Trent Street, Princeton, WV 24740
Mineral	1 South Main Street, Keyser, WV 26726
Mingo	1626 West Third Avenue, Williamson, WV 25661
Monongalia	5000 Greenbag Road, Morgantown, WV 26507
Monroe	8395 Seneca Trail South, Lindsie, WV 24951
Morgan	106 Sandmine Road, Berkeley Springs, WV 25411
Nicholas	1205 Broad Street, Summersville, WV 26651
Ohio	51 11th Street, Wheeling, WV 26003
Pendleton	231 Mill Road, Franklin, WV 26807
Pleasants	209 2nd Street, St. Marys, WV 26170
Pocahontas	HC 69, Box 7 -OR- US Route 219 North, Marlinton, WV 24954
Preston	108 Senior Center Drive, Kingwood, WV 26537

Putnam	694 Winfield Road, St. Albans, WV 25177
Raleigh	1614 South Kanawha Street, Beckley, WV 25801
Randolph	5th Street & Railroad Avenue, Elkins, WV 26241
Ritchie	South Court Street & Edgeview Lane, Harrisville, WV 26362
Roane	811 Madison Avenue, Spencer, WV 25276
Summers	120 2nd Avenue, Hinton, WV 25951
Taylor	Intersection of US Route 119 & US Route 250, Grafton, WV 26354 (South of Grafton)
Tucker	206 3rd Street, Parsons, WV 26287
Tyler	504 Cherry Street, Middlebourne, WV 26149
Upshur	28 North Kanawha Street, Buckhannon, WV 26201
Wayne	3609 Hughes Street, Huntington, WV 25704
Webster	148 Court Square, Webster Springs, WV 26288
Wetzel	145 Paducah Drive, New Martinsville, WV 26155
Wirt	PO Box 370 (Washington Street), Elizabeth, WV 26143
Wood	914 Market Street, Parkersburg, WV 26102
Wyoming	130 River Road, Itmann, WV 24847

DHHR Offices

County	Physical Location
Barbour	271 Mattaliano Drive, Philippi, WV 26416
Berkeley	433 Mid-Atlantic Park, Martinsburg, WV 25402
Boone	156 Resource Lane, Foster, WV 25081
Braxton	1920 Sutton Lane, Sutton, WV 26601
Brooke	100 Municipal Plaza, Weirton, WV 26062
Cabell	2699 Park Avenue, Huntington, WV 25704
Calhoun	350 Main Street, Grantsville, WV 26147
Clay	94 Main Street, Clay, WV 25043
Doddridge	115 Main Street, West Union, WV 26456
Fayette	1400 Virginia Street, Oak Hill, WV 25901
Gilmer	1493 WV Highway 5, East, Glenville, WV 26351
Grant	15 Grant Street, Petersburg, WV 26847
Greenbrier	150 Maplewood Avenue, Lewisburg, WV 24901
Hampshire	24954 Northwestern Pike, Romney, WV 26757
Hancock	100 Municipal Plaza, Weirton, WV 26062
Hardy	149 Robert C. Byrd Industrial Park, Moorefield, WV 26836
Harrison	633 West Pike Street, Clarksburg, WV 26302
Jackson	4285 Cedar Lakes Drive, Ripley, WV 25271
Jefferson	239 Willow Spring Drive, Charles Town, WV 25414
Kanawha	4190 West Washington Street, Charleston, WV 25313
Lewis	91 Arnold Avenue, Weston, WV 26452
Lincoln	8209 Court Avenue, Hamlin, WV 25523
Logan	195 Dingess Street, Logan, WV 25601
McDowell	840 Virginia Avenue, Welch, WV 24801
Marion	9083 Middletown Mall, White Hall, WV 26554
Marshall	400 Teletech Drive, Moundsville, WV 26041
Mason	710 Viand Street, Point Pleasant, WV 25550
Mercer	200 Davis Street, Princeton, WV 24739
Mineral	18 North Tornado Way, Keyser, WV 26726
Mingo	203 East Third Avenue, Williamson, WV 25661
Monongalia	114 South High Street, Morgantown, WV 26507
Monroe	#174 Route 3, East, Union, WV 24983
Nicholas	1073 Arbuckle Road, Summersville, WV 26651
Ohio	407 Main Street, Wheeling, WV 26003
Pendleton	100 Thorn Creek Road, Franklin, WV 26807
Pleasants	201 Second Street, St. Marys, WV 26170
Pocahontas	#2 Edray Business Park, Marlinton, WV 24954
Preston	18351 Veterans Memorial Highway, Kingwood, WV 26537
Putnam	3405 Winfield Road, Winfield, WV 25213

Raleigh	407 Neville Street, Beckley, WV 25801
Randolph	1027 North Randolph Avenue, Elkins, WV 26241
Ritchie	220 West Main Street, Harrisville, WV 26362
Roane	677 Ripley Road, Spencer, WV 25276
Summers	320 Summers Street, Hinton, WV 25951
Taylor	235 Barrett Street, Grafton, WV 26354
Upshur	Route 3, Box 376-A, Buckhannon, WV 26201
Wayne	26452 East Lynn Road, Wayne, WV 25570
Webster	110 North Main Street, Webster Springs, WV 26288
Wetzel	1236 North State Route 2, New Martinsville, WV 26155
Wirt	124 Court Street, Elizabeth, WV 26143
Wood	400 5th Street, Parkersburg, WV 26102
Wyoming	1767 Bearhole Road, Pineville, WV 24874

Division of Rehabilitation Services

Branch Office	Physical Address
Charleston	4701 MacCorkle Avenue, SE, Charleston, WV 25304
Point Pleasant	209 5th Street, Point Pleasant, WV 25550
Ripley	206 Stone Drive, Ripley, WV 25271
Spencer	321 Market Street, Spencer, WV 25276
Teays Valley	115 Liberty Square, Hurricane, WV 25526
Clarksburg	107 Cambridge Place, Bridgeport, WV 26330
Elkins	1025 North Randolph Avenue, Elkins, WV 26241
Fairmont	320 Adams Street, Fairmont, WV 26554
Morgantown	1415 Earl Core Road, Morgantown, WV 26505
Weston	346 Market Place Mall, Weston, WV 26452
Parkersburg	400 5th Street, Parkersburg, WV 26101
Parkersburg South High School	1511 Blizzard Drive, Parkersburg, WV 26101
Sistersville	714 Wells Street, Sistersville, WV 26175
Wheeling	40 14th Street, Wheeling, WV 26003
Weirton	100 Municipal Plaza, Weirton, WV 26062
Beckley	800 New River Town Center, Beckley, WV 25801
Oak Hill	549 Mall Road, Oak Hill, WV 25901
Lewisburg	777 North Jefferson Street, Lewisburg, WV 24901
Princeton	195 Davis Street, Princeton, WV 24739
Summersville	830 Northside Drive, Summersville, WV 26651
Huntington	2699 Park Avenue, Huntington, WV 25704
Huntington	Marshall University, Prichard Hall 113, Huntington, WV 25755
Huntington	Huntington High School, 1 Highlander Way, Huntington, WV 25701
Huntington	Cabell Midland High School, 2300 US Route 60 East, Ona, WV 25545
Logan	216 Dingess Street, Logan, WV 25601
Mullens	316 Howard Avenue, Mullens, WV 25882
Welch	110 Park Avenue, Welch, WV 24801
Martinsburg	891 Auto Parts Place, Martinsburg, WV 25403
Keyser	67 North Tornado Way, Keyser, WV 26726
Moorefield	1929-1 State Road 55, Moorefield, WV 26836
Romney	301 East Main Street, Romney, WV 26757

Aging and Disabled Resource Centers

ADRC	Physical Address	Region
Wheeling, WV	105 Bridge Street, Wheeling WV 26003	1
Fairmont, WV	9541 Middletown Mall, Fairmont WV 26554	1
Parkersburg, WV	521 Market Street, Parkersburg WV 26101	1
Dunbar, WV	1 Dunbar Plaza, Dunbar, WV 25064	2
Milton, WV	1 Perry Morris Square, Milton WV 25541	2
Petersburg, WV	8 Airport Road, Petersburg WV 26847	3
Martinsburg, WV	115 Aikens Center, Martinsburg, WV 25404	3
Elkins, WV	1200 Harrison Avenue, Elkins WV 26241	3
Princeton, WV	1460 Main Street, Princeton, WV 24740	4
Lewisburg, WV	75 Seneca Trail, Lewisburg WV 24901	4

Appendix G Agency Response



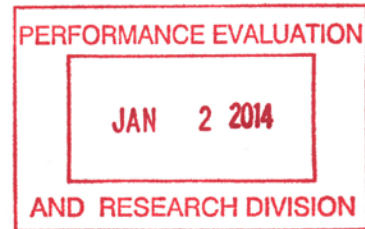
STATE OF WEST VIRGINIA BUREAU OF SENIOR SERVICES

1900 Kanawha Boulevard East
Charleston, West Virginia 25305-0160
Telephone (304) 558-3317
FAX (304) 558-5609
www.wvseniorservices.gov

Earl Ray Tomblin
Governor

Robert E. Roswall
Commissioner

January 2, 2014



John Sylvia, Director
Auditor's Office
Performance Evaluation & Research Division

John,

My staff and I have reviewed the just completed Bureau of Senior Services Performance Review. The Bureau of Senior Services agrees with the overall performance review.

In the exit conference we made a change in the date of the first Grant (2006) and that State Funds were allocated in 2007 for the 2008 State Fiscal Year.

The Bureau would agree with the overall performance evaluation and would take a serious look at the recommendations for:

Issue #1

ADRC structure and operations

Issue #2

Performance Measures – the Bureau has stressed over the last 2 years, performance and accountability of the Bureau and our Provider Network. The Bureau will consult with our Federal representatives on our State Plan and its performance measures.

We will also be looking at the potential to amend or extend our 2012 State Plan for the allowable next 2 years.

Where performance measures are appropriate and can be developed, the Bureau will establish those measures.

"Ensuring Well and Vital Seniors"

January 2, 2014
John Sylvia
Page 2

Issue #3

Website Transparency – we have been looking at changing the Host of the Bureau’s website and we have no problems with providing additional Transparency in the Bureau’s website.

Sincerely,



Robert E. Roswall
Commissioner



WEST VIRGINIA LEGISLATIVE AUDITOR

PERFORMANCE EVALUATION & RESEARCH DIVISION

Building 1, Room W-314, State Capitol Complex, Charleston, West Virginia 25305

telephone: 1-304-347-4890 | www.legis.state.wv.us/Joint/PERD/perd.cfm | fax: 1-304-347-4939