

AUDIT REPORT

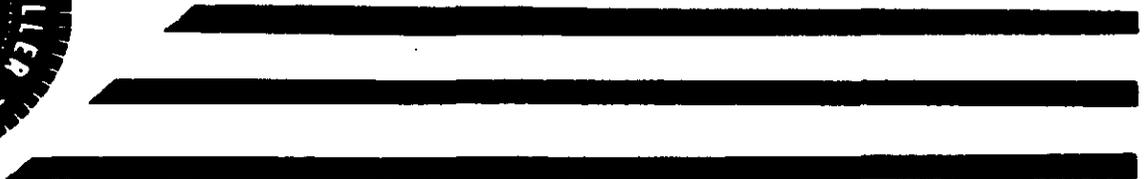
Davidson County Metropolitan Community Services Agency

For the Year Ended
June 30, 1997



STATE OF TENNESSEE
COMPTROLLER OF THE TREASURY

Department of Audit
Division of State Audit



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STATE OF TENNESSEE

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COMPTROLLER OF THE TREASURY

STATE CAPITOL

NASHVILLE, TENNESSEE 37243-0260

PHONE (615) 741-2501

June 22, 1998

The Honorable Don Sundquist, Governor
and
Members of the General Assembly
State Capitol
Nashville, Tennessee
and
Board of Directors
Davidson County Metropolitan Community Services Agency
Nashville, Tennessee

Ladies and Gentlemen:

Transmitted herewith is the financial and compliance audit of the Davidson County Metropolitan Community Services Agency, formerly the Davidson County Metropolitan Community Health Agency, for the year ended June 30, 1997. You will note from the independent auditor's report that an unqualified opinion was given on the fairness of the presentation of the financial statements.

Consideration of internal control over financial reporting and tests of compliance disclosed a deficiency, which is detailed in the Results of the Audit section of this report. The agency's management has responded to the audit finding; the response is included following the finding. The Division of State Audit will follow up the audit to examine the application of the procedures instituted because of the audit finding.

Very truly yours,

W. R. Snodgrass
Comptroller of the Treasury

WRS/th
98/012

State of Tennessee

Audit Highlights

Comptroller of the Treasury

Division of State Audit

Financial and Compliance Audit
Davidson County Metropolitan Community Services Agency
For the Year Ended June 30, 1997

AUDIT OBJECTIVES

The objectives of the audit were to consider the agency's internal control over financial reporting; to determine compliance with certain provisions of laws, regulations, contracts, and grants; to determine the fairness of the presentation of the financial statements; and to recommend appropriate actions to correct any deficiencies.

COMPLIANCE FINDING

Noncompliance With Program Guidelines and State Laws*

The agency has not ensured that the Assessment and Care Coordination Team (ACCT) has fully complied with ACCT program guidelines and state laws concerning children who are committed to the state's care or who are at imminent risk of entering state custody (page 7).

* This finding is repeated from prior audits.

OPINION ON THE FINANCIAL STATEMENTS

The opinion on the financial statements is unqualified.

Audit Report
Davidson County Metropolitan Community Services Agency
For the Year Ended June 30, 1997

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Davidson County Metropolitan Community Services Agency For the Year Ended June 30, 1997

INTRODUCTION

POST-AUDIT AUTHORITY

This is a report on the financial and compliance audit of the Davidson County Metropolitan Community Services Agency. The audit was conducted pursuant to Section 37-5-313, *Tennessee Code Annotated*, which authorizes the Comptroller of the Treasury to "make an annual audit of the program established by this part as part of the comptroller's annual audit pursuant to Section 9-3-211."

BACKGROUND

Tennessee's 12 community health agencies were created by Chapter 567 of the Public Acts of 1989, known as the Community Health Agency Act of 1989. This legislation established a defined system of health services to make health care available to the indigent citizens of Tennessee. The community health agencies determined areas of need in their geographic areas and ensured that services were available to meet those needs.

In May 1996, legislation known as the Community Services Agency Act of 1996 replaced the community health agencies with the community services agencies. The purpose of these agencies is to coordinate funds and programs designated for care of children and other citizens in the state.

The Davidson County Metropolitan Community Services Agency's administrative offices are in Nashville, Tennessee.

The governing body of the Davidson County Metropolitan Community Services Agency is the board of directors. As of June 30, 1997, the board was composed of six members, and the advisory committee, 12 members. (See Appendix.)

The Davidson County Metropolitan Community Services Agency entered into an agreement with the Metropolitan Government of Nashville for day-to-day operations. All records, purchasing, accounting, and financial procedures are subject to the policies and procedures of the Metropolitan Government of Nashville, except in the case of a conflict between the state's and metropolitan government's rules and regulations. In such a case, the policies and procedures of the state prevail. The administrative liaison to the board is the custodian of the funds and reports to the board chair and the board of directors on the status of the programs.

AUDIT SCOPE

The audit was limited to the period July 1, 1996, through June 30, 1997, and was conducted in accordance with generally accepted auditing standards and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Financial statements are presented for the year ended June 30, 1997, and for comparative purposes, the year ended June 30, 1996. The Davidson County Metropolitan Community Services Agency has been included as a component unit in the *Tennessee Comprehensive Annual Financial Report*.

OBJECTIVES OF THE AUDIT

The objectives of the audit were

1. to consider the agency's internal control over financial reporting to determine auditing procedures for the purpose of expressing an opinion on the financial statements;
2. to determine compliance with certain provisions of laws, regulations, contracts, and grants;
3. to determine the fairness of the presentation of the financial statements; and
4. to recommend appropriate actions to correct any deficiencies.

Although this audit was not intended to serve as an organization-wide audit as described in the Single Audit Act, as amended by the Single Audit Act Amendments of 1996, and Office of Management and Budget (OMB) Circular A-133, "Audits of States, Local Governments, and Non-Profit Organizations," it included tests of compliance with applicable federal laws and regulations and consideration of internal control used in administering federal financial assistance programs. This audit is a segment of the organization-wide audit of the State of Tennessee, which is conducted in accordance with the Single Audit Act, as amended by the Single Audit Act Amendments of 1996, and OMB Circular A-133.

PRIOR AUDIT FINDINGS

Section 8-4-109, *Tennessee Code Annotated*, requires that each state department, agency, or institution report to the Comptroller of the Treasury the action taken to implement the recommendations in the prior audit report. The Davidson County Metropolitan Community Services Agency, formerly the Davidson County Metropolitan Community Health Agency, filed its report with the Department of Audit on October 1, 1997. A follow-up of the prior audit finding was conducted as part of the current audit.

REPEATED AUDIT FINDING

The prior audit report contained a finding concerning compliance with ACCT guidelines. This finding has not been resolved and is repeated in this report.

RESULTS OF THE AUDIT

AUDIT CONCLUSIONS

Internal Control Over Financial Reporting

As part of the audit of the agency's financial statements for the year ended June 30, 1997, we considered internal control over financial reporting to determine auditing procedures for the purpose of expressing an opinion on the financial statements, as required by generally accepted auditing standards and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Consideration of internal control over financial reporting disclosed no material weaknesses.

Compliance

The results of our audit tests disclosed no instances of noncompliance that are required to be reported under *Government Auditing Standards*. An immaterial instance of noncompliance, along with the recommendation and management's response, is included in the Finding and Recommendation section of this report.

Fairness of Financial Statement Presentation

The Division of State Audit has rendered an unqualified opinion on the financial statements of the Davidson County Metropolitan Community Services Agency.



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DEPARTMENT OF AUDIT
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**Report on Compliance and on Internal Control Over Financial Reporting
Based on an Audit of Financial Statements
Performed in Accordance With *Government Auditing Standards***

October 29, 1997

The Honorable W. R. Snodgrass
Comptroller of the Treasury
State Capitol
Nashville, Tennessee 37243

Dear Mr. Snodgrass:

We have audited the financial statements of the Davidson County Metropolitan Community Services Agency, a component unit of the State of Tennessee, as of and for the year ended June 30, 1997, and have issued our report thereon dated October 29, 1997. We conducted our audit in accordance with generally accepted auditing standards and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States.

Compliance

As part of obtaining reasonable assurance about whether the agency's financial statements are free of material misstatement, we performed tests of the agency's compliance with certain provisions of laws, regulations, contracts, and grants, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance that are required to be reported under *Government Auditing Standards*.

We did, however, note an immaterial instance of noncompliance that we have included in the Finding and Recommendation section of this report. We also noted certain other less signifi-

The Honorable W. R. Snodgrass
October 29, 1997
Page Two

cant instances of noncompliance that we have reported to the agency's management in a separate letter.

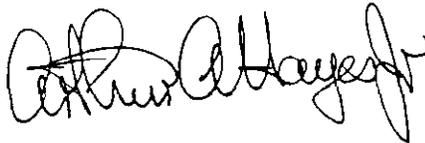
Internal Control Over Financial Reporting

In planning and performing our audit, we considered the agency's internal control over financial reporting in order to determine our auditing procedures for the purpose of expressing our opinion on the financial statements and not to provide assurance on the internal control over financial reporting. Our consideration of the internal control over financial reporting would not necessarily disclose all matters in the internal control over financial reporting that might be material weaknesses. A material weakness is a condition in which the design or operation of one or more of the internal control components does not reduce to a relatively low level the risk that misstatements in amounts that would be material in relation to the financial statements being audited may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions. We noted no matters involving the internal control over financial reporting and its operation that we consider to be material weaknesses.

However, we noted other matters involving the internal control over financial reporting that we have reported to the agency's management in a separate letter.

This report is intended for the information of the General Assembly of the State of Tennessee and management. However, this report is a matter of public record, and its distribution is not limited.

Sincerely,



Arthur A. Hayes, Jr., CPA, Director
Division of State Audit

AAH/th

FINDING AND RECOMMENDATION

The agency should improve compliance with Assessment and Care Coordination Team guidelines

Finding

As noted in the prior three audits, the Davidson County Metropolitan Community Services Agency (CSA) has not ensured that the Assessment and Care Coordination Team (ACCT) has fully complied with state guidelines.

The ACCT serves as a single regional portal of entry into the state's Children's Plan system, and the ACCT Director is responsible for centralized case assessment, planning, and management of children in the state's custody or at imminent risk of coming into the state's custody. In response to the prior year's audit finding, the CSA Executive Director stated that the agency had taken steps to improve compliance. In spite of this, problems continue.

Thirty ACCT case records, which are prepared and maintained by case managers, were reviewed at the agency. The review disclosed the following instances of noncompliance with state law and the regulations listed in the Department of Health's *Assessment and Care Coordination Team (ACCT) Program Standards (Revised 1/95)*.

- a. A plan of care or an annual update/revision to the plan was not present in six of 20 applicable files reviewed (30.0%). *Tennessee Code Annotated*, Section 37-2-403 (a)(1), states that "an agency shall prepare a plan for each child in its foster care" and that the plan "shall be reevaluated and updated at least annually." In addition, *ACCT Program Standards*, Section III.1.4.18, states, "Plan of Care Revisions are considered updated Plans and meet the DHS requirement regarding the annual development of a new Foster Care Plan."
- b. A Plan of Care Progress Report prepared in six-month intervals was not present in seven of the 14 applicable files examined (50.0%). *ACCT Program Standards*, Section IID.1.5.1, states, "ACCT will conduct the . . . Plan of Care review staffing for each child and family within 90 days of the child's entry into state custody and at 180 days and 360 days and every 90 days thereafter . . . Progress . . . will be evaluated and documented in Plan of Care Progress Reports." Section 37-2-404(a), *Tennessee Code Annotated*, states, "Such reports shall be prepared by the agency having custody of the child within ninety (90) days of the date of foster care placement and no less frequently than every six (6) months thereafter."
- c. Three of 30 files tested (10.0%) did not include the child's health and education records. This information is required under *ACCT Program Standards*, Sections IIA.1.4.1.

- d. Complete and adequate case notes prepared by the case manager documenting the child's progress and the services received were not present in three of 30 case files examined (10.0%). *ACCT Program Standards*, Sections IIA.1.6, states, "Case notes will be maintained throughout the child's involvement with the ACCT and should contain all relevant and pertinent information concerning the child and family."

These instances of noncompliance indicate the ACCT case managers have not maintained adequate case records. Complete records (as detailed in the *ACCT Program Standards*) are essential if the CSA through its ACCT case managers is to appropriately assess and monitor the progress of children.

Recommendation

The agency should improve its compliance with *Assessment and Care Coordination Team (ACCT) Program Standards*. The Executive Director and the ACCT Director should evaluate the agency's control structure for ensuring compliance with ACCT guidelines and identify specific weaknesses within the system, including inadequate policies and procedures, areas not addressed by policies and procedures, inefficiencies in processing information or providing services, and insufficiently trained or ineffective employees. Management should then address these areas and make appropriate changes for improvement.

The Executive Director and the ACCT Director should then ensure that all ACCT case managers receive adequate training on state requirements, program standards, case file management, and the agency's specific policies and procedures for ensuring compliance with all ACCT guidelines.

Management's Comment

For the fiscal year 1996-97 the Caring For Children program continued to provide regular staff training and conduct regular case file monitoring to assure compliance with ACCT program guidelines.

The following responses are provided to address specific findings:

- a. We concur. We acknowledge that time frames for Plans of Care were not always met. We do, however, continue to maintain that children in custody in Davidson County are routinely reviewed and monitored closely by Foster Care Review Boards (FCRB) and the court. Frequently these reviews do not coincide with the time frames established by ACCT programs guidelines. In order to avoid having the Department of Children's Services (DHS) staff, ACCT staff, and family members attend multiple meetings, we generally followed the schedules set by the court and the FCRB. We feel confident that although the time frames required by the state were not met, these children were

not ignored or neglected. Just prior to the audit, Caring for Children changed its responsibilities related to assessments, plans of care, and case management. As a result, all case records were transferred to DCS. In instances where the initial plan of care could not be located in the file, we would maintain that the plans were done, but we cannot document their existence once the files left our office.

- b. We concur. As stated above, these children are frequently reviewed by the court and the FCRB system. These reviews are not always written up on the progress report form provided by the state. Frequently reviews by the court or FCRB are documented in case manager notes or in court orders.
- c. We concur. As we have stated in prior audits, it is extremely difficult to obtain education and health records on children who enter state custody. Metro Davidson County is different from most counties in Tennessee in that the public health clinics no longer provide primary health care. For many years the public health departments were the main source of health maintenance and acute care for most low income families. When this resource became no longer available in Davidson County, those families either stopped getting routine health care such as immunizations, or floated from one walk-in clinic to another and utilized emergency rooms for most acute care. These families do not keep their own records and can rarely remember which clinic they visited last. In effect, there are no consistent health care records for many of these children.

Related to school records, we experience similar problems. Many of the children who enter state custody either have not been regularly enrolled in school or have changed schools so many times under so many different names that school records are very difficult to obtain. Children who have been in foster homes out of county or in residential placements often do not have regular school records. In addition, Metro schools are not open during the summer months to allow us access to records.

Specific to findings on one of these children, we will concur with all findings. Assessment protocol was not followed on this child. Corrective action has been taken for the staff person responsible for this file.

- d. We concur. Just prior to the audit, Caring for Children changed its responsibilities related to assessments, plans of care, and case management. As a result, all case records were transferred to DCS. It is our understanding that during this transition of files, DCS case managers discarded ACCT case manager notes in some files because they had their own system of notes and did not feel our notes were of benefit in their system. While we would maintain that case notes were done on two of the three children, we cannot produce documentation to that effect.



**STATE OF TENNESSEE
COMPTROLLER OF THE TREASURY
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Independent Auditor's Report

October 29, 1997

The Honorable W. R. Snodgrass
Comptroller of the Treasury
State Capitol
Nashville, Tennessee 37243

Dear Mr. Snodgrass:

We have audited the accompanying balance sheets of the Davidson County Metropolitan Community Services Agency, a component unit of the State of Tennessee, as of June 30, 1997, and June 30, 1996, and the related statements of revenues, expenditures, and changes in fund balances for the years then ended. These financial statements are the responsibility of the agency's management. Our responsibility is to express an opinion on these financial statements, based on our audits.

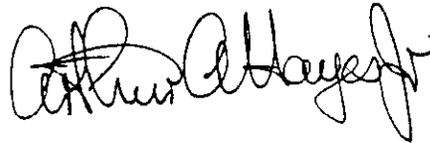
We conducted our audits in accordance with generally accepted auditing standards and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe our audits provide a reasonable basis for our opinion.

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Davidson County Metropolitan Community Services Agency as of June 30, 1997, and June 30, 1996, and the results of its operations for the years then ended in conformity with generally accepted accounting principles.

The Honorable W. R. Snodgrass
October 29, 1997
Page Two

In accordance with *Government Auditing Standards*, we have also issued our report dated October 29, 1997, on our consideration of Davidson County Metropolitan Community Services Agency's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts, and grants.

Sincerely,

A handwritten signature in black ink, appearing to read "Arthur A. Hayes, Jr.", written in a cursive style.

Arthur A. Hayes, Jr., CPA, Director
Division of State Audit

AAH/th

DAVIDSON COUNTY METROPOLITAN
COMMUNITY SERVICES AGENCY
BALANCE SHEETS
JUNE 30, 1997, AND JUNE 30, 1996

	<u>June 30, 1997</u>	<u>June 30, 1996</u>
Assets		
Cash (Note 2)	\$ 320,556.41	\$ 126,938.92
Due from primary government (Note 3)	<u>325,758.65</u>	<u>315,670.05</u>
Total assets	\$ <u>646,315.06</u>	\$ <u>442,608.97</u>
 Liabilities and fund balance		
Liabilities:		
Due to primary government (Note 3)	\$ 39,317.58	\$ 39,317.58
Due to Metropolitan Government of Nashville	<u>574,258.11</u>	<u>367,556.93</u>
Total liabilities	<u>613,575.69</u>	<u>406,874.51</u>
 Fund balance:		
Unreserved	<u>32,739.37</u>	<u>35,734.46</u>
Total liabilities and fund balance	\$ <u>646,315.06</u>	\$ <u>442,608.97</u>

The Notes to the Financial Statements are an integral part of this statement.

DAVIDSON COUNTY METROPOLITAN
COMMUNITY SERVICES AGENCY
STATEMENTS OF REVENUES, EXPENDITURES, AND
CHANGES IN FUND BALANCE
FOR THE YEARS ENDED JUNE 30, 1997, AND JUNE 30, 1996

	For the Year ended <u>June 30, 1997</u>	For the Year ended <u>June 30, 1996</u>
<u>Revenues</u>		•
State grants and contracts	\$ 2,849,941.50	\$ 2,942,645.45
Interest	<u>30,454.91</u>	<u>28,388.77</u>
Total revenues	<u>2,880,396.41</u>	<u>2,971,034.22</u>
<u>Expenditures</u>		
Grants and awards	<u>2,883,391.50</u>	<u>2,970,895.45</u>
Total expenditures	<u>2,883,391.50</u>	<u>2,970,895.45</u>
Excess (deficiency) of revenues over (under) expenditures	<u>(2,995.09)</u>	<u>138.77</u>
Fund balance, July 1	<u>35,734.46</u>	<u>35,595.69</u>
Fund balance, June 30	<u>\$ 32,739.37</u>	<u>\$ 35,734.46</u>

The Notes to the Financial Statements are an integral part of this statement.

Davidson County Metropolitan Community Services Agency
Notes to the Financial Statements
June 30, 1997, and June 30, 1996

NOTE 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

A. Reporting Entity

In May 1996, the Tennessee General Assembly replaced the community health agency (CHA) with the community services agency (CSA). Although the agency's mission has changed from providing health care services to indigent citizens in the state to coordinating care for children and other citizens in the state, CHA employees, financial assets and obligations, and fund balances now belong to the CSA. The Davidson County Metropolitan CSA works in conjunction with the Tennessee Department of Children's Services and the Metropolitan Government of Nashville to coordinate "funds or programs designated for care of children and other citizens in the state."

Factors considered in determining reporting status were not affected by the above legislation. Title 37, Chapter 5, of *Tennessee Code Annotated* established the CSA as "a political subdivision and instrumentality of the state." The Davidson County Metropolitan Community Services Agency is a component unit of the State of Tennessee and is discretely presented in the *Tennessee Comprehensive Annual Financial Report*. Although the CSA is a separate legal entity, the CSA is financially accountable to the state because the state approves the CSA's Plan of Operation (budget).

B. Basis of Presentation

The accompanying financial statements have been prepared in conformity with generally accepted accounting principles as prescribed by the Governmental Accounting Standards Board (GASB).

C. Measurement Focus and Basis of Accounting

The financial records of the Davidson County Metropolitan CSA are maintained on the modified accrual basis of accounting and the flow of current financial resources measurement focus. Under this basis, revenues are recognized when they become measurable and available, and expenditures are recognized when the related fund liability is incurred.

Davidson County Metropolitan Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996

D. Budgetary Process

Legislation requires the CSA board to submit an annual plan of operation for review and approval to the Commissioners of the Tennessee Departments of Children's Services and Finance and Administration and to the Comptroller of the Treasury. As part of this plan, the CSA is to submit a financial plan for operating and capital expenditures. The agency's financial plan is prepared on the modified accrual basis of accounting. The Plan of Operation may be amended during the year with the written approval of the commissioners and the Comptroller.

The agency does not have an annual appropriated budget. The Plan of Operation serves as an annual financial plan for budgetary purposes.

NOTE 2. DEPOSITS

At June 30, 1997, and June 30, 1996, the agency had deposits in the Tennessee Local Government Investment Pool administered by the State Treasurer of \$320,556.41 and \$126,938.92, respectively.

NOTE 3. DUE FROM/TO PRIMARY GOVERNMENT

June 30, 1997

Due From:	
Department of Children's Services—program funds	<u>\$325,758.65</u>
Due To:	
Department of Health—program funds	<u>\$ 39,317.58</u>

June 30, 1996

Due From:	
Department of Children's Services—program funds	<u>\$315,670.05</u>
Due To:	
Department of Health—program funds	<u>\$ 39,317.58</u>

Davidson County Metropolitan Community Services Agency
Notes to the Financial Statements (Cont.)
June 30, 1997, and June 30, 1996

NOTE 4. DONATED FACILITIES

The Metropolitan Government of Nashville donates office space, utilities, telephone service, copiers, computer use, and computers to the Davidson County Metropolitan Community Services Agency. The value of the donation is not recorded in the financial statements.

APPENDIX

DAVIDSON COUNTY METROPOLITAN COMMUNITY SERVICES AGENCY

BOARD OF DIRECTORS AS OF JUNE 30, 1997

Board Officers

Janie E. Parmley, R.N., Chair
Lloyd A. Walwyn, M.D., Vice Chair
Denise A. Alper, Secretary

Other Members of the Board of Directors

Herman J. Kaplan, M.D.
Marian Harrison
Samuel Okpaku, M.D., Ph.D.

Advisory Committee Members

Stephanie Bailey, M.D.
Amy Cato, Ph.D.
Fran Mazzaferro
Michael Miller
Joseph Ross, M.D.
Phil Ashford
Mary Bufwack, M.D.
John Stone
Hershell Warren
Ashley Wiltshire, Jr.
Diane Hines
Chris Farrell

Bart N. Perkey, Executive Director