Senate Budget and Fiscal Review—Holly J. Mitchell, Chair **SUBCOMMITTEE NO. 3**

Senator Richard Pan, M.D., Chair Senator Melissa Hurtado **Senator Jeff Stone**

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4700 DEPARTMENT OF COMMUNITY SERVICES AND DEVELOPMENT

Issue 1: Overview

The mission of the Department of Community Services and Development (CSD) is to reduce poverty for Californians by partnering with a network of private, non-profit, and local government community service providers dedicated to helping low-income families achieve and maintain self-sufficiency and meet their home energy needs. Members of the statewide network are commonly referred to as Community Action Agencies or Local Service Providers.

Funding. The Governor's budget proposes total spending of \$297.5 million (no General Fund) for CSD for 2019-20. Below is a summary of the Governor's proposed funding for 2018-19 and 2019-20:

Funding for Department of Community Services and Development (Dollars in millions)						
Funding Source	Federal FY 2018	Federal FY 2019				
Low Income Home Energy Assistance Program	\$191.1	\$204.3				
Community Services Block Grant	\$63.5	\$63.8				
Dept. of Energy Weatherization Assistance Program	\$6.9	\$7.5				
	State FY 2018-19	State FY 2018-19				
Greenhouse Gas Reduction Fund	\$10	\$10				

Programs. CSD's programs include:

- Community Services Block Grant (CSBG). CSBG is an annual federal grant that provides or supports a variety of local services to alleviate the causes and conditions of poverty with the goal of helping people achieve self-sufficiency. Examples of CSBG supported services and activities include local programs to address employment, education, asset building, housing and shelter, tax preparation, and nutrition and emergency services. In 2017, the department administered \$56.9 million in CSBG funds to 59 community action agencies, and provided services to 2.1 million individuals.
- Low-Income Home Energy Assistance Program (LIHEAP). LIHEAP is an annual federal grant that provides financial assistance to offset the costs of heating/cooling residential dwellings, for energy-related emergencies, and weatherization services to improve the energy-efficiency of homes.
- U.S. Department of Energy Weatherization Assistance Program (WAP). WAP is an annual federal grant that provides weatherization services to eligible low-income individuals to improve the energy-efficiency of low-income homes and safeguard the health and safety of occupants.

• Low-Income Weatherization Program (LIWP). LIWP is funded by state cap-and-trade auction proceeds to provide energy efficiency and renewable energy services such as solar photovoltaic systems. These services are provided to low-income single-family and multi-family dwellings within disadvantaged communities to help reduce greenhouse gas emissions and save energy. The following counties will be receiving services under the Farmworker Housing component of the program: Fresno, Madera, Merced, Monterey, San Joaquin, Stanislaus, Imperial, Kern, Riverside, Santa Barbara, Tulare, and Ventura.

Federal Budget Update. The proposed federal budget calls for eliminating two U.S. Department of Health and Human Services' grant programs, the LIHEAP and the CSBG. There is still much uncertainty about whether Congress will adopt this budget. The Department of Energy WAP may also be eliminated under the proposed federal budget, but that is still unclear. These programs have been proposed for elimination in the past, but have never been cut.

LIWP Update. In past years, there has been some concern about CSD's Regional Administrator approach for LIWP by various stakeholders. In particular, stakeholders were concerned that contractors located in the geographic region to which they were applying were not given proper consideration. In response, the Legislature directed CSD to prioritize existing ties to local communities and give preference to organizations with demonstrated performance outcomes in future procurements. CSD was also required to provide quarterly briefings on LIWP to legislative staff. The department provided its most recent briefing in fall of 2018, and published a LIWP program update in March 2019.

Staff Comment and Recommendation. This item is informational and no action is required.

Questions.

1. Please provide an update on current funding levels and any new or significant developments.

5175 DEPARTMENT OF CHILD SUPPORT SERVICES

Issue 1: Overview

The Department of Child Support Services (DCSS) is the single state agency designated to administer the federal Title IV-D mandated Child Support Program (CSP). California's Child Support Program seeks to enhance the well-being of children and families' self-sufficiency by providing professional services to locate parents, establish parentage, and establish and enforce orders for financial and medical support. DCSS estimates that there are approximately one million child support cases in California, serving approximately one in ten Californians.

Local and regional child support agencies deliver services, which are available to all California residents. There are a total of 49 local child support agencies (LCSAs) across the state. The majority of LCSAs serve one county, with the exception of seven regionalized LCSAs that serve multiple counties.

Families can be referred to CSP through public assistance programs, or may apply for services at an office or online. When a current child support payment is collected for a party receiving public assistance benefits, the custodial party will receive the first \$50 of the child support payment. The balance of the payment is used to reimburse federal, state and county governments for the cost of the benefits. After the initial application or referral, the family proceeds to case intake. In federal fiscal year 2017, there were 974,273 non-custodial parents (NCP), approximately 1 million custodial parties (CP), and approximately 1.7 million dependents served by the program. About 50,000 of the NCPs were also CPs on a separate case.

Budget. The Governor's budget provides \$1.08 billion (\$339.2 million General Fund) for 2019-20. The table below provides a summary of the CSP's proposed funding in 2019-20.

Child Support Program Costs for 2019-20 ¹									
	Federal State County Reimbursements Total								
State Operations	\$126.6 million	\$56 million	\$0	\$123,000	\$182.7 million				
Local Assistance\$615.9 million\$283.3 million\$13.6 million\$0\$912.8 million									
				Total	\$1.1 billion				

Total child support collections are projected to be \$2.5 billion (\$175.8 million General Fund) in 2018-19 and \$2.54 billion (\$175.5 million General Fund) for 2019-20. Total costs for local assistance are estimated to be \$856.7 million (\$264.2 million General Fund) for 2018-19 and \$912.8 million (\$283.3 million General Fund) for 2019-20.

Administration and Funding. The Child Support Program is locally administered and funded through federal (66 percent) and state funds (34 percent). The program earns federal incentive funds based on the state's performance in five federal performance measures (to be discussed below). Additionally, counties match funds for Local Child Support Agencies (LCSAs) that elect to supplement the program with local matching funds. Funding for the county match is 34 percent county funds and 66 percent federal funds. More detail on local administration and costs is provided in the following issue.

¹Total program costs minus county funds equals total enacted budget.

Local Child Support Agency Revenue Stabilization. Since 2009, the budget has provided \$18.7 million (\$6.4 million General Fund) for the 49 LCSAs to stabilize caseworker staffing, and to avoid a loss in child support collections. DCSS requires that revenue stabilization funds are distributed to counties based on their performance on two key federal performance measures: 1) collections on current support, and 2) cases with collections in arrears. According to 2017-18 data, DCSS found that revenue stabilization funds have assisted in retaining:

- 202 child support caseworkers.
- \$15.5 million (\$7.4 million General Fund) in net total assistance collections.
- \$130 million in total non-assistance collections.

Collections. Basic collections represent the ongoing efforts of LCSAs to collect child support payments from parents paying support. The department gathers basic collections from the following sources: wage assignments, federal and state tax refund intercepts, unemployment insurance benefit intercepts, lien intercepts, bank levies, and direct payments from parents paying support. Collections made on behalf of non-assistance families are forwarded directly to custodial parties; while collections for families receiving public assistance are retained and serve as recoupment of past welfare costs.

Total Collections Received, By Source (2017-18)						
Wage Withholding	\$1.67 billion					
IRS federal income tax refund	\$136.6 million					
FTB state income tax refund	\$40.9 million					
Unemployment Insurance Benefits	\$36.3 million					
Collections from tribes, counties, or other IV-D states	\$99.5 million					
Non-custodial parents regular payments	\$370.3 million					
Other sources [*] (Liens, workers' compensation, disability insurance benefits offset, California insurance intercepts, and full collections program without wage levies)	\$115.8 million					
Total	\$2.48 billion					

Total projected child support collections are \$2.54 billion for 2019-20 (\$2.13 billion non-assistance payments; \$408.7 million assistance payments). According to the Administration, wage withholding continues to be the most effective way to collect child support, constituting 67.6 percent (\$1.67 billion) of the total collections received in 2017-18. For more information about total collections received by source, please see the table above. Of the total collections received in federal fiscal year 2017, \$377 million was recouped by government agencies for past welfare costs. (\$183.3 million federal, \$169.6 million state, and \$23.6 million county). That number constituted approximately 15.3 percent of total collections.

Cost Avoidance. Cost avoidance, or the costs avoided as a result of the child support program, due to decreased expenditures for public assistance programs for families that otherwise would have been on public assistance, is recognized as a benefit of the program. A 2004 report for the Child Support

Directors Association of California found the primary programs with cost avoidance are CalWORKs, CalFresh, Medi-Cal, Supplemental Security Income (SSI), and public/subsidized housing. The department has estimated total cost avoidance for 2017-18 based on 2000-01models. However, the department recommends an updated study be performed since these estimates are based on 2000-01 models. The department is currently identifying options to update that study. The table below, provided by the department, displays the estimated cost avoidance in 2017-18.

	Federal Share	California Share	Total
Entitlement Programs			
Food Stamps	\$99.9	\$0.0	\$99.9
Medi-Cal	\$21.9	\$20.8	\$42.7
SSI	\$24.6	\$0.0	\$24 .6
Total	\$146.4	\$20.8	\$167.2
Block Grant / Discretionary Programs			
CalWORKs	\$0.0	\$169.5	\$169.5
Housing	\$6.1	\$6.1	\$12.3
Total	\$6.1	\$175.6	\$181.8
All Programs	\$152.5	\$196.4	\$ 349.0

*Dollars in millions

Federal Performance Measures. Federal incentive payments are based on the state's annual data reliability compliance and its performance in five measures, which were established by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), and the Child Support Performance and Incentive Act of 1998. The five performance measures are:

- 1. **Statewide Paternity Establishment Percentage (PEP)** measures the number of children born out-of-wedlock for whom paternity was acknowledged or established in the fiscal year compared to the total number of children in the state born out-of-wedlock during the preceding fiscal year. California measured 93.6 percent in FFY 2018. The federal minimum performance level is 50 percent.
- 2. Cases with Support Orders Established measures cases with support orders as compared to total caseload. California measured 91.6 percent for FFY 2018. The federal minimum performance level is 50 percent.
- 3. **Collections on Current Support** measures the current amount of support collected as compared to the total amount of current support owed. California measured 66.5 percent for FFY 2018. The federal minimum performance level is 40 percent.
- 4. **Cases with Collections in Arrears** measures the number of cases with child support arrearage collections as compared with the number of cases owing arrearages during the federal fiscal year. California measured 66.8 percent for FFY 2018, meaning the program collected payments on 66.8 percent of cases owing arrearages. The federal minimum performance level is 40 percent.

5. **Cost Effectiveness** compares the total amount of collections to the total amount of expenditures for the fiscal year, expressed as distributed collections per dollar of expenditures. California measured \$2.52 for FFY 2018. The federal minimum performance level is \$2.00.

If any state falls below one or more of the performance measures or does not meet the data reliability criteria, then an automatic corrective action period of one year will ensue. If not corrected during that period, a penalty will be imposed at the end of that year. Failure to meet the data reliability standard puts states at risk of losing eligibility for incentive funds and incurring penalties. DCSS estimates that California will be entitled to \$43.6 million in federal incentive funds for fiscal year 2018-19 and \$43.8 million in the budget year.

DCSS has also developed a set of 28 measures called practice indicators to track other key metrics that are important to customers and to the performance of the program. These measures are meant to help to inform strategies and practices that the LCSAs adopt and include in their annual performance improvement plans.

Office of Child Support Enforcement (OCSE) Final Rule. On December 20, 2016, the federal OCSE published The Flexibility, Efficiency, and Modernization in Child Support Programs Final Rule (Final Rule). The final rule makes changes to the child support program intended to increase the effectiveness of the program for all families, states, territories and tribal programs and to ensure that child support services are accessible to families and delivered in a fair and transparent manner. Some of the changes include: clarifying and streamlining regulations to improve the efficiency of child support programs; clarifying the variables that should be considered or included when calculating a child support order amount in order to improve the fairness and accuracy of child support orders; expands criteria for closing child support cases; and expands the types of services for which federal financial participation is available. DCSS will be evaluating the provisions related to the Child Support Guideline in the context of the current Guideline Quadrennial review, which is a federally-required review of state child support order setting guidelines. DCSS met with LCSAs and the Judicial Council of California throughout 2018 to review both the Final Rule provisions related to Guideline, and the Quadrennial Review report. Since last year the department has implemented many provisions required by the Final Rule but is still working on implementing a few others. The department is awaiting feedback from its workgroup on those implementation decisions. All the provisions awaiting a decision are optional or have a compliance date of January 1, 2022.

Staff Comment and Recommendation. Informational only. No action required.

Questions.

1. Please provide a brief update on the department's budget and any new program changes.

Issue 2: Local Child Support Agencies (LCSA) Administrative Funding Augmentation

Budget Issue. The Governor's proposal includes an increase of \$56 million (\$19 million General Fund) in 2019-20 for LCSA administration costs based on a new budgeting methodology. The new funding formula for LCSAs will ultimately result in an additional \$180.8 million (\$61.5 million General Fund) for LCSA operations, which will be phased in over four years. The table below contains cost information for all four years.

	2019-20	2020-21	2021-22	2022-23
	Year 1	Year 2	Year 3	Year 4
General Fund	\$19,053,000	\$38,106,000	\$57,159,000	\$61,455,000
Federal Funds	\$36,986,000	\$73,972,000	\$110,958,000	\$119,294,000
Total Funds	\$56,039,000	\$112,078,000	\$168,117,000	\$180,749,000

In the fourth year, \$12.6 million (\$4.3 million General Fund) will be tied to performance incentive funding for LCSAs (discussed further below). The department estimates that total collections will increase by 15 percent (about \$347 million) as a result of the proposed increased funding.

The 2019-20 budget includes \$283.3 million General Fund for local assistance costs, including LCSA administration costs.

LCSA Administration. Administration costs include salaries and benefits of LCSA staff as well as operating costs. LCSAs are responsible for case intake, court preparation to establish paternity and support obligations, and the enforcement of support obligations, including locating absent parents. In 2018-19, LCSA administration costs were funded at \$664.4 million and proposed funding for 2019-20 is \$720.5 million. Funding is 34 percent General Fund and 66 percent federal matching funds.

Historic LCSA Funding Levels. Beginning in 2003-04, the baseline administrative funding level for LCSAs was \$710 million (\$241 million General Fund and \$469 million federal funds). In 2005-06, the LCSAs received a one-time augmentation of \$4.2 million for outreach and transition workload. In response to dwindling resources and flat funding the Legislature provided an ongoing revenue stabilization funding augmentation of \$18.7 million (\$6.4 million General Fund) in 2008-09. That same year, \$12.6 million was redirected from local assistance to state operations as the state centralized the printing and mailing of child support forms and notices at the Office of State Publishing. Funding levels for LCASs remained flat until 2018-19, when DCSS received an ongoing augmentation of \$9 million (\$3 million General Fund and \$6 million federal funds) to address the rise in LCSA operational costs.

Proposed Budgeting Methodology. The DCSS, in collaboration with the Child Support Directors Association (CSDA), developed a LCSA funding methodology that the department believes represents a balanced approach of improving existing practices, addressing LCSA current and future cost pressures, and the efficiencies of shared services. The methodology seeks to hold harmless LCSAs that are currently funded more than what the methodology calculated. The proposed budgeting methodology encompasses three components: base level of staffing for casework operations, call center operations, and performance incentives.

- The department identified the staffing ratio needed to effectively carry out case management activities, and found the effective ratio to be 187.7 cases per full time equivalent (FTE). In federal fiscal year 2017, the average statewide ratio was 192 cases per FTE. The proposed methodology funds each LCSA based on a Case-to-FTE ratio predetermined by a Level of Effort Study (LOE) conducted by 15 sample LCSAs ranging from very large in size to very small. According to DCSS, the ratio reflects the staffing levels needed to maintain a per FTE caseload that allows sufficient time for staff to effectively manage cases and achieve the most positive outcomes. The ratios also include staffing for supervisors, managers, and staff for LCSAs. 20.9 percent of personnel costs is applied to cover non-employee operating expenses & equipment such as contracts, facility leases, maintenance, utilities, office supplies and equipment, etc.
- The Call Center methodology focuses on establishing an average number of calls a call center FTE can answer. The methodology establishes an efficiency expectation of 6,030 Calls-perworker. This is the statewide average, and many LCSAs (some large ones) fall below this threshold. The methodology seeks to establish performance improvement without punishing LCSAs currently experiencing poor performance.
- The Performance Incentive funding is based on how well an LCSA is improving from one year to the next, comparing to itself. Each county has different caseload demographics, and by comparing a LCSA's performance against itself, the department seeks to maintain fairness in the different demographics. Performance is measured by the average of percent increase to total collections, and percent increase to collections per case. If the average of the two metrics is greater than zero percent, the LCSA will receive a portion of the Performance Incentive funding pool of \$15 million. Note that the department also has a proposal to suspend performance incentives that would provide payments to the top ten performing LCSAs (discussed further in item three). The performance incentives proposed would replace the existing incentive formula in order to spread the rewards more broadly.

LAO Comments and Recommendation. The LAO recent released a report² on the proposed funding augmentation for LCSAs. In the report, the LAO lays out its analysis and recommendations on the proposal. The LAO notes that there have been longstanding differences in funding across LCSA, leaving some LCSAs with resources that may not be sufficient to carry out the work. However, the LAO believes that the Governor's proposal is premature at this time. The Legislature directed the department and LCSAs to identify operational efficiencies that would make the program more cost-effective by July 1, 2019. In addition, the federal government has issued policy guidance on child support operations, known as the Final Rule. The LAO believes it is premature to institute a new funding formula before the required report is published and prior to updating law to align with federal guidance. The LAO also points out that the administration has not proposed language to codify the intent of the proposal or outline how it will be used in the future. Moreover, the proposal does not consider the possibility of reducing the proposed agumentation by "right-sizing" funding levels for all LCSAs, not just those that are seen as underfunded.

The LAO recommends that the Legislature withhold action until the administration submits the required report identifying operational efficiencies and a proposal to refine the current budget methodology based on the finding of the report.

² Report available at : <u>https://lao.ca.gov/reports/2019/3989/child-support-032619.pdf</u>

Staff Comment and Recommendation. Hold open. LCSA funding levels have not been updated in quite some time and it is clear that an update to these funding levels is needed. However, there are some remaining questions about the proposed augmentation that have not been answered. For example, the department is unsure whether the funding levels for each LCSA will be recalculated every year or at some other interval. The subcommittee may also want to consider whether it agrees with the "hold harmless" approach taken by the department. The department sought to hold harmless LCSAs that are currently funded at a level higher than what the proposed funding methodology calculated. The subcommittee may want to consider whether it agrees with this approach, as some LCSAs will be funded at levels higher than what the department's methodology deems necessary.

AB 1811 (Committee on Budget), Chapter 35, Statutes of 2018, required the department to engage in conversations with the Child Support Director's Association on identifying program wide operational inefficiencies and refinements to the budget methodology. The department must submit a report on this topic by July 1, 2019. The subcommittee may want to consider whether to augment funding prior to the submission of this report, which should consider refinements to the budget methodology.

Questions.

- 1. Please provide an overview of the proposal.
- 2. What is the status of conversations with the Child Support Director's Association on identifying operational inefficiencies and refinements to the budget methodology? Did the department consider these conversations while developing the proposed methodology?

Issue 3: TBL – Improved Performance Incentives

Budget Issue. The Governor's budget includes trailer bill language that would suspend Family Code Section 17706 until 2021-2022. The statute provides performance incentives to the top ten performing LCSAs. The General Fund would fund these incentives. As the top ten performing counties fluctuate from year to year, the annual General Fund impact is uncertain but could be as high as \$6 million without this suspension.

Background. Family Code allocates additional funding to provide performance incentives to the top ten performing LCSAs. Currently, the funding level is set at five percent of the state's share of collections from the respective counties. These incentives have been suspended since 2002-03.

DCSS seeks to suspend these performance incentives as its proposed budget methodology (discussed in the previous item) includes a new incentive model. The department believes this new incentive model will target incentives towards specific reforms or innovations that could improve collections and the reliability of child support payments owed by non-custodial parties. The new incentive model would give the department more flexibility to disseminate incentive funding to the most deserving counties. The department seeks to continue the suspension for two additional years while it evaluates the effectiveness of the new proposed incentive process.

Staff Comment and Recommendation. Hold open.

Questions.

- 1. Please provide an overview of the proposal.
- 2. Please explain how the proposed performance incentive model (discussed in the previous item) would provide more flexibility, compared to the current method that is proposed for suspension.

Issue 4: TBL – Federal Deficit Reduction Act (FDRA) Mandatory Fee Increase

Budget Issue. The Governor's budget includes trailer bill language that would raise the administrative services fee on a never-assisted custodial party receiving services from the child support program for order establishment, enforcement, and collection services provided. The first automated assessment of the increased fee would be October 1, 2020, resulting in an estimated additional \$1.6 million in assessed fees.

Background. Family Code 17208(c) and the FDRA require the department to impose on administrative service fee on certain cases. The annual amount of child support payments collected on behalf of the custodial party must be \$500 or more before an administrative fee is imposed. Currently, the administrative fee is \$25. The language would raise the fee to \$35 and the disbursement threshold to \$550.

In accordance with Section 53117 of H.R. 1892, amendments to section 454(6)(ii) of the Social Security Act (42 U.S.C. 654(6)(B)ii)) were enacted, effective October 1, 2019, to increase the annual FDRA mandatory fee to \$35 and the disbursement threshold to \$550. The proposed language is necessary to align California's statute with federal changes.

Staff Comment and Recommendation. Hold open.

Questions.

Issue 5: Human Services Technical BCP - Voluntary Parentage Establishment Program

Budget Issue. The Governor's budget includes three-year limited-term funding in the amount of \$596,000 (\$199,000 General Fund) for the implementation of AB 2684 (Bloom), Chapter 876, Statutes of 2018.

In addition to the costs identified in this budget request, LCSAs are required to pay ten dollars (\$10) to birthing hospitals and other entities for each completed declaration filed with DCSS per California Family Code Section 7571. AB 2684 increases the number of people eligible to sign a declaration. Currently, LCSAs pay approximately \$1.5 million annually for these forms. Assuming a 15 percent increase in declarations of parentage for new births, costs for this process are expected to increase by \$225,000 annually. The funding for this increase is reflected in the DCSS Local Assistance estimate and is not included in the state operations budget.

Background. Each year, the departments within the Health and Human Services (HHS) Agency submit a number of proposals requesting various technical adjustments, largely related to workload adjustments and resources needed to implement new legislation. The proposal discussed in this item is a piece of that larger Agency BCP.

The California Paternity Opportunity Program (POP) was established in 1995 to comply with federal mandate that requires the program to operate a single system to establish paternity, or a legal determination for fatherhood for unmarried biological parents. Establishment of paternity is established by either obtaining a court order or completing a declaration of paternity. The declaration of paternity holds the same legal weight as a court order and is offered free of charge by authorized agencies.

AB 2684, effective January 1, 2020, revised the procedures for establishing and challenging parentage, ensuring that parents and children are treated the same, whether the children are born to same-sex or opposite sex couples. The statute requires the department to expand the POP to include voluntary declaration of parentage procedures to unmarried couples, including unmarried same-sex couples. The department requests three-year limited-term resources to revise forms, modify data systems, provide training, answer inquiries, and process additional declarations related to this new process of establishing parentage. Currently, the department receives approximately 150,000 completed declarations annually and estimates that this number will increased by about 15 percent once the statute goes into effect.

Staff Comment and Recommendation. Hold open.

Questions.

Issue 6: Proposals for Investment

1. Language on Child Support Collections

Budget Issue. The Western Center on Law and Poverty, PolicyLink, the Good+ Foundation, the Anti-Recidivism Coalition, Tipping Point, and the Insight Center for Community Economic Development request language to accompany the request for a funding increase for LCAs. Specifically, the coalition asks for language that would require the department to:

- Conduct a collectability study of the outstanding debt that is owed to the government by low-income parents to pay back the cost of public assistance,
- Minimize the use of driver's license suspensions in the collection of child support, and
- End the use of incarceration in the collection of child support.

Staff Comment and Recommendation. Hold open.

0530 HEALTH AND HUMAN SERVICES AGENCY OFFICE OF SYSTEMS INTEGRATION **5180** DEPARTMENT OF SOCIAL SERVICES

Issue 1: Overview – Office of Systems Integration and Automation Projects

Background. The Office of Systems Integration (OSI) was established within the California Health and Human Services Agency to manage a portfolio of large, complex health and human services information technology (IT) projects. OSI provides project management, oversight, procurement, and support services for these projects and coordinates communication, collaboration, and decision-making among project stakeholders and program sponsors. After the procurement phase, OSI oversees the design, development, governance, and implementation of IT systems that serve health and human services programs.

OSI currently oversees a number of human services projects, including:

<u>Appeals Case Management System (ACMS)</u>. ACMS supports the work of the State Hearings Division (SHD), which is responsible for ensuring due process for individuals who wish to appeal administrative decisions about benefits for public assistance programs, including Medi-Cal, Covered California, CalWORKs, CalFresh, and In-Home Supportive Services (IHSS). OSI helped procure system integration services to assist the design, development and implementation of a hearings appeals system that will assist the recipients of public social service programs seeking fair hearings, DSS stakeholders, and state and local government entities. The ACMS creates a single case management system that will combine intake, scheduling and reporting functions into a single workflow; streamline current manual processes and reduce errors caused by data entry. The Governor's proposed budget for 2019-20 provides resources to transition the project from the development phase to the maintenance and operations phase.

<u>Case Management Information and Payrolling Systems (CMIPS II)</u>. CMIPS II is an automated statewide system that performs case management and payroll functions for all IHSS providers and recipients. DSS contracts with OSI for project management and vendor contract oversight services to maintain and operate CMIPS II. After a statewide transition in 2013 from the legacy CMIPS system to a new system, CMIPS II, the project is currently in the maintenance and operations (M&O) phase. The CMIPS II Post Implementation Evaluation Report was approved by the California Department of Technology (CDT) in July 2016. The contract with the current vendor, DXC, is scheduled to complete in the spring of 2019. As a result, the OSI CMIPS Office conducted a competitive procurement for a follow-on contract. In February 2018, the CMIPS Office announced notification of award of the new contract to CGI. The CMIPS Office is currently engaged in transition planning activities to ensure a smooth transition of CMIPS and associated services from the current contract to the new contract. Transition is scheduled to complete in April 2019.

<u>Child Welfare Services-California Automated Response and Engagement System (CWS-CARES)</u>. The CWS-CARES provides an automated child welfare system with capabilities that include mobile and web-based technology to support the current and future business needs of the counties and the state. The new system will support child welfare programs, business processes and legislated improvements focused on protecting the safety of children and families. DSS, working collaboratively with OSI and the County Welfare Directors Association (CWDA), developed the CWS-CARES Project to replace the current Child Welfare Services/Case Management System (CWS/CMS). The CWS-CARES Project will use an Agile procurement and design/development approach, where a Request for Proposal (RFP) is

broken into a set of smaller modules that can be delivered in a short period of time, and a separate vendor is selected for each module. This project will be discussed further later in the agenda.

<u>Child Welfare Services/Case Management System (CWS/CMS)</u>. The CWS/CMS is a statewide tool that currently supports the Child Welfare System of services. The CWS/CMS provides information to service workers to improve case work services, reduces repetitive manual workload, provides policy makers with information to design and manage services, and fulfills state and federal legislative requirements. However, this system is outdated in a number of ways and will be replaced by the CWS-CARES.

<u>Electronic Benefit Transfer (EBT) Project</u>. EBT is the system used in California for the delivery, redemption, and reconciliation of public assistance benefits, such as CalFresh, California Food Assistance Program, and cash aid benefits. Recipients of public assistance in California access their benefits with the Golden State Advantage EBT card. A new EBT services contract was executed on June 6, 2016, and the transition to the new California EBT system and other EBT-related services was initiated. The transition was complete in January 2018.

<u>Electronic Women, Infants, and Children (eWIC) Management Information Project (MIS).</u> The Women, Infants, and Children (WIC) program is a federally-funded nutrition education and supplemental food program established in 1972. California's WIC Program is administered by the Department of Public Health, which contracts with 83 local agencies in 58 counties to provide WIC services at 637 sites and serves approximately 1.1 million participants each month. The federal Healthy, Hunger-Free Kids Act of 2010 requires all states to migrate from a WIC paper-based food benefits delivery system to an EBT system by 2020. DPH indicates the current WIC MIS is outdated and not EBT-compliant and received both federal and state approvals to begin the procurement to solicit bids and contract for the services of a design, development, and implementation of a systems integrator. DPH has contracted with OSI to leverage California's EBT Services Contract to automate the issuance of WIC food benefits via the California EBT system.

<u>Statewide Automated Welfare System (SAWS)</u>. The Statewide Automated Welfare System (SAWS) Consortia is made up of multiple systems which support such functions as eligibility and benefit determination, enrollment, and case maintenance at the county level for some of the state's major health and human services programs, including CalWORKs and CalFresh. The Consortia includes the the LEADER Replacement System (LRS), the Welfare Client Data System (CalWIN), and Consortium IV (C-IV), which are managed by the Office of Systems Integration (OSI). This system will be discussed further later in the agenda.

<u>Welfare Data Tracking Implementation Project (WDTIP)</u>. WDTIP provides counties with the automated functionality required to conform to the statewide tracking of time-on-aid requirements, and tracks the 48 and 60-month assistance clock, the 24-month services clock, and welfare-to-work (WTW) exemptions and sanctions. WDTIP is the interface system within the existing county SAWS consortia. WDTIP eliminates the need for counties to contact other counties outside their respective consortia system and/or other states to obtain information relative to the TANF 60-month and CalWORKs 48-month time limitations for time-on-aid by providing eligibility workers an automated tool from which they can obtain up-to-date information.

<u>Medi-Cal Eligibility Data System (MEDS) Modernization</u>. MEDS serves as the "system of record" to determine eligibility for many of the state's health and human services programs including Medi-Cal, CalWORKs, CalFresh, Every Woman Counts, the Child Health and Disability Prevention Program, the Breast and Cervical Cancer Treatment Program, the Family Planning Access Care and Treatment Program, Cash Aid Program for Immigrants, In-Home Supportive Services, and Refugee Cash Assistance. Local governments also use MEDS data, specifically for the County Medical Services Program and the County Welfare and Tribal Temporary Assistance for Needy Families. Access to MEDS is provided to more than 35,000 end users and DHCS must ensure that the system and its end users protect confidential beneficiary information in accordance with state and federal security and privacy requirements. OSI is currently leading a multi-departmental planning effort to modernize MEDS to more efficiently meet the eligibility needs of the state's health and human services programs, as well as comply with state and federal requirements.

Staff Comment and Recommendation. No action required. This is an informational item only.

Issue 2: Child Welfare Services – California Automated Response and Engagement System (CWS-CARES) Update

Budget Issue. The Governor's budget includes \$99.8 million (\$49.9 million General Fund) for the CWS-CARES Project in the current year and \$26 million (\$13 million General Fund) in the budget year. The table below breaks down the 2018-19 budget and expenditures.

OSI Spending Authority Budget Item	2018-19 Budget	Actual Expenditures	Projected Expenditures	Total Actuals/ Projections
Personnel Services*	9,935,256	1,436,178	6,546,115	7,982,293
Other OE&E**	5,717,563	1,071,752	4,033,669	5,105,421
Data Center Services**	2,660,542	1,623,152	1,037,390	2,660,542
Contract Services**	55,892,379	16,779,430	23,051,487	39,830,917
Enterprise Services*	5,420,394	550,227	836,174	1,386,401
OSI Spending Authority Total	79,626,134	21,460,739	35,504,835	56,965,574
CDSS Local Assistance Budget Item	2018-19 Budget	Actual Expenditures	Projected Expenditures	Total Actuals/ Projections
Contract Services***	1,074,180	268,916	635,040	903,956
Other OE&E***	3,400,732	-	3,400,732	3,400,732
County Participation Costs***	19,157,746	335,418	18,822,328	19,157,746
CDSS Local Assistance Total	23,632,658	604,334	22,858,100	23,462,434
CDSS State Operations Budget Item	2018-19 Budget	Actual Expenditures	Projected Expenditures	Total Actuals/ Projections
Personnel Services****	1,930,359	1,103,236	827,123	1,930,359
Facilities****	568,000	600	567,400	568,000
Other OE&E****	224,497	9,623	214,874	224,497
CDSS State Operations Total	2,722,856	1,113,459	1,609,397	2,722,856
CWS-CARES Project Total	105,981,648	23,178,532	59,972,332	83,150,864

2018-19 CWS-CARES Budget/Expenditure Report Summary

* Actuals through November 2018 per FI\$Cal Report

** Actuals from November 2018 Fi\$CAL Reports, in addition to processed invoices through February 27, 2019

*** Actuals from CDSS as of December 2018

Background. Child Welfare Services/Case Management System (CWS/CMS) was fully implemented and transitioned to its operational phase in 1998. DSS has overall responsibility for the system, including providing project and program direction to OSI. OSI provides information technology expertise and is responsible for implementation and day-to-day operations of the system.

The CWS-CARES Project (formerly the CWS-NS Project) will replace the aging CWS/CMS with a new solution that meets current CWS business practices, as well as requirements necessary to retain federal funding. The CWS-CARES Project is intended to bring the system into compliance with state and federal laws and regulations, make the system easier to use for CWS workers, result in enhanced data reliability and availability, allow user mobility, and automate system interfaces with other state partners to enable data sharing. The CWS-CARES Project will use an Agile procurement and design/development approach, instead of building a monolithic, one-time solution, where the implementation of the IT system does not begin until all phases of the project are complete. Under the Agile approach, an RFP is broken into a set of smaller modules that can be delivered in short periods of time. Analysis, design, coding, and testing continue for each module until the entire IT system is complete. Instead of contracting with a single vendor, a separate vendor is selected for each module. The new digital services are also being designed around the principles of human/user centered design and free/open source software (FOSS).

Implementation Update. In August 2018, the federal Administration on Children, Youth, and Families (ACYF) visited California to check-in on the development of CWS-CARES. After that visit, ACYF recommended that development focus on one product set at a time, instead of developing multiple features simultaneously. The state heeded that advice and is now only developing one product feature set at a time. DSS and OSI are required to provide monthly project updates to the Legislature and stakeholders. DSS and OSI have fulfilled this reporting requirement through a combination of written reports and in-person briefings.

A summary of the contents in the released updates to CARES, from October 2018, is shown below. CARES 2.1 was released statewide on January 22, 2019, and CARES 2.2 was released statewide on February 25, 2019. CARES 2.3, scheduled for an April 2019 release, will contain new identity management and facility search features.



Senate Committee on Budget and Fiscal Review

Staff Comment and Recommendation. This item is informational and no action is required.

Questions.

- 1. Please summarize the current CWS-CARES timeline and overall project costs.
- 2. Please provide a brief overview of the significance of the change in process that the AYCF is requesting and how that changes the project timeline and costs.

Issue 3: Statewide Automated Welfare System (SAWS) Update

Budget Issue. The budget includes \$43.7 million (\$8.6 million General Fund) in 2018-19 and \$155.5 million (\$31.2 million General Fund) in 2019-20 for SAWS automation costs.

Background. The SAWS Consortia is made up of multiple systems which support such functions as eligibility and benefit determination, enrollment, and case maintenance at the county level for some of the state's major health and human services programs, including CalWORKs and CalFresh. The Consortia includes the LEADER Replacement System (LRS), the Welfare Client Data System (CalWIN), and Consortium IV (C-IV), which are managed by the Office of Systems Integration (OSI). In December 2016, CMS and FNS issued a requirement for SAWS to be a single system by 2023 in order to continue to receive federal funds. Going forward, the state will work to implement this single system, to be known as CalSAWS.

Implementation Update. The state must take several steps before consolidating the consortia into one system. A county-based governance structure for CalSAWS has been developed during the planning process. Plans for the structure have been submitted to the 58 counties, and it is expected that it will be adopted by all 58 counties by June 2019. The LRS system is the base system that will be modified to create CalSAWS. C-IV counties (39 counties) have begun migrating over to the LRS system. Once migration is complete, the LRS and C-IV systems will be known as CalACES. Currently, work is being done to migrate the LRS system into the cloud, which should be complete by November 2019. The deployment of CalSAWS changes into LRS is expected to be complete by January 2021, and CalSAWS will be live in all 39 C-IV counties by September 2021. There is a need for additional support in order to merge the CalWIN system with CalACES. Thus, the migration of CalWIN counties to CalSAWS will take longer to complete, and is not expected to finish until January 2023.

Stakeholder Concerns. Due to stakeholder concerns presented during the 2018-19 budget process the 2018 Budget Act included language that stated it was the intent of the Legislature that the agencies and consortia implementing CalSAWS meet with stakeholders and clients on a regular basis to review and discuss implementation and development status of the project. The Budget Act also included language requiring a formal process for advocates and clients to provide input into new or changing elements of CalSAWS. Since that time stakeholders have come forward with additional concerns regarding their participation and input into CalSAWS workgroups. CalSAWS representatives held a meeting this past week with stakeholders to discuss these concerns, and have committed to sharing agendas and meetings from the workgroup meetings with stakeholders.

Panel. The subcommittee has requested the following panelists, in addition to the Office of Systems Integration, Department of Social Services, and Department of Finance, to discuss stakeholder concerns with CalSAWS:

- Alliance to Transform CalFresh Representative
- Kevin Aslanian, Coalition of California Welfare Rights Organizations
- John Boule, Executive Director, CalACES

Staff Comment and Recommendation. No action required. Item included for oversight and discussion purposes.

Questions.

- 1. Please provide an update on CalSAWS development and implementation.
- 2. Please provide an update on the stakeholder engagement process for CalSAWS.

Issue 4: BCP – Electronic Visit Verification

Governor's Proposal. The Governor's budget includes a one-time increase of \$24.3 million (\$2.7 million General Fund) for CDSS and a corresponding increase of \$22.2 million for OSI to implement the federally mandated Electronic Visit Verification project. The requested resources would be for six permanent positions, two-year limited-term funding for 7.5 positions for CDSS.

Note that the subcommittee received an update on the project and its total budget at the March 14, 2019, hearing.

Background. H.R. 2646 was signed in December of 2016, and contains provisions related to Electronic Visit Verification, or "EVV." These provisions would require states to implement EVV systems for Medicaid-funded personal care and home health care services, such as IHSS. The bill stipulates that the electronic system must verify (1) the service performed, (2) the date and time of service, (3) the location of the service, and (4) the identities of the provider and consumer. California has until January 2020 to comply for personal care services, and until January 2023, for home care services, or escalating penalties will be incurred.

The department will modify its existing Case Management, Information, and Payrolling System (CMIPS) to meet the EVV requirements. The six requested permanent positions will aid with system design, testing, and stakeholder involvement. The two-year limited-term funding will support positions that will provide technical assistance and guidance to stakeholders during the implementation of EVV. The requested positions will staff two units within CDSS. One unit will support policy development, and the other unit will work with OSI and legal counsel to ensure the system designed aligns with EVV policies.

Staff Comment and Recommendation. Hold open.

Questions.

Issue 5: TBL – Statewide Fingerprinting Imaging System (SFIS) Technical Clean-up

Budget Issue. The Governor's budget includes trailer bill language (TBL) to remove obsolete references to a now defunct fingerprint imaging system, and instead reference identity verification requirements.

Background. The SFIS was developed by OSI in conjunction with the California Department of Social Services (CDSS). The system applied fingerprint-imaging technology as an identity verification method for the state's CalWORKs program. Senate Bill 89 (Committee on Budget and Fiscal Review), Chapter 24, Statutes of 2017, repealed SFIS and required the department to implement a non-biometric identity verification method for the program. The proposed language would remove references to the repealed system.

As of January 30, 2019, the de-commissioning of SFIS is complete and all equipment has been collected.

Staff Comment and Recommendation. Hold open.

Questions.

5180 DEPARTMENT OF SOCIAL SERVICES – STATE HEARINGS DIVISION

Issue 1: BCP – Appeals Case Management System (ACMS) Permanent Maintenance & Operations Support

Governor's Proposal. The Administration requests \$395,000 (\$151,000 General Fund) and three positions to be a part of the state's maintenance and operations and project management support team for the Appeals Case Management System (ACMS).

Background. California Welfare and Institutions Code Section 10950 and the Federal Patient Protection and Affordable Care Act (ACA) of 2010, provide that dissatisfied applicants or recipients of California's public social services have the right to request a state hearing and the opportunity to present their case directly to the department. This work is processed and managed through CDSS's State Hearings Division (SHD). The division provides hearings to recipients of California. In 2017-18, there were 85,503 requests filed.

The recent ACMS project brought a modern solution to an outdated, manual hearing process. The ACMS project is transitioning from the development phase to maintenance and operations and now requires full-time technology resources for continued maintenance and support within CDSS. A team from the Office of Systems Integration and vendors led the ACMS project. The three requested positions will provide permanent project management support, and will work with the SHD to determine program needs and implement them.

Staff Comment and Recommendation. Hold open.

Questions.