MINUTES

MONTANA HOUSE OF REPRESENTATIVES 54th LEGISLATURE - REGULAR SESSION

JOINT SUBCOMMITTEE ON HUMAN SERVICES & AGING

Call to Order: By CHAIRMAN JOHN COBB, on April 4, 1995, at 10:15 a.m.

ROLL CALL

Members Present:

Rep. John Cobb, Chairman (R) Rep. Beverly Barnhart (D) Rep. Betty Lou Kasten (R)

Members Excused: None

Members Absent: SEN. CHUCK SWYSGOOD, SEN. JIM BURNETT, SEN. J.D. LYNCH

Staff Present: Lois Steinbeck, Legislative Fiscal Analyst Connie Huckins, Office of Budget & Program Planning Douglas Schmitz, Office of Budget & Program Planning Ann Boden, Committee Secretary

Please Note: These are summary minutes. Testimony and discussion are paraphrased and condensed.

Committee Business Summary:

Hearing: Welfare Issues Executive Action: None.

Tape No. 1:A:0.5

This meeting was held for informational purposes to address the questions raised in **EXHIBIT 1** and any additional follow-up questions the members asked.

REP. BEVERLY BARNHART said she felt this meeting was important to her to find out what some of the time lines are so when she's back at home she can check with the Department to find out whether or not the time lines are being met.

#1) CHAIRMAN COBB asked if the reorganization bill passes, when will the Departments consolidate. Dr. Peter Blouke, Director, Department of Social and Rehabilitation Services (SRS), said once the Governor appoints a director, that will be the responsibility of the director. All issues need to be discussed with both home and field staff. HOUSE HUMAN SERVICES & AGING SUBCOMMITTEE April 4, 1995 Page 2 of 9

CHAIRMAN COBB asked how long after a director is appointed, did Dr. Blouke feel decisions would be made on daycare. Dr. Blouke said his feelings were probably six months after the agency was in place. He said a transition team will be put together to discuss the actual planning of what will take place and how best to do the planning to ensure the reorganization will go smoothly. Dr. Blouke recommended a phased-in process, bringing administrative components in first, then integrating portions of the programmatic side. He said one of the important parts of the reorganization is to set up the organizational structure in such a way that Departments can effectively begin delegating and allocating resources to the regional level.

REP. BETTY LOU KASTEN said the one thing she liked this year that was done in the budget was the gathering of all the different components together. She said when the reorganization bill is presented to the Senate, it should be done as a whole. Dr. Blouke agreed and said mental health is a prime example of what happens when there is not a single-coordinated package brought before the legislature. He said the same problems exist in services for the elderly. REP. KASTEN said she would personally like to see a breakdown of administrative costs and felt this would aid legislators in better understanding how much money is spent in certain areas of different programs.

REP. BARNHART said one difficulty she is aware of is at the local level. She said it is hard to know the culture of the local welfare offices. She said "culture of an office also has to do with what it (welfare) looks like." Roger LaVoie, Administrator, Family Assistance Division, SRS, agreed the culture of an office is important, but said what's been discussed in the Department is the relationship of the eligibility specialist, or FAIM coordinator, to the client. Jon Meredith, Field Services Team, Family Assistance Division then spoke about what training will be conducted for the FAIM coordinators.

CHAIRMAN COBB asked if the Department had a training budget. Penny Robbe, Administrative Coordinator, Family Assistance Division, said the Department has a current training budget which funds the contract with the University of Montana. U of M puts up general fund match, and the Department provides the federal authority of \$150,000. The Department has also designated approximately an additional \$150,000 for training. She said part of the on-going administrative costs will be for updated training. CHAIRMAN COBB asked if a legislator could ask next session how much money was spent on training. Ms. Robbe said yes, the Department is required by the federal government to provide an exhaustive evaluation of welfare reform, so the money will be tracked.

REP. BARNHART asked when legislators will first be able to see any results from the evaluation. **Ms. Robbe** said the federal government requires receipt of an evaluation at periodic intervals. The Department plans to monitor the evaluation on a

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quarterly basis. **REP. BARNHART** asked to be provided with copies of the evaluations.

#2) CHAIRMAN COBB asked the Department to provide information to the members regarding the AFDC studies. Mr. LaVoie handed out and discussed the length of stay - open cases welfare study. EXHIBIT 2 He said the information in Exhibit 2, for example, shows the number of people on welfare for over 24 months has been constant at 46%. He said he plans to have this information generated monthly by a contractor. He said the Department will also share longevity information with the counties and others who could use the data. CHAIRMAN COBB asked to receive the longevity welfare study. Ms. Robbe said members may be interested in receiving a finalized copy of the detailed evaluation design of welfare reform. CHAIRMAN COBB said that even though the senators were not in attendance, he asked that the evaluation to be provided to them.

REP. KASTEN asked if the Department's information separated the length of stay data into one and two-parent families. **Mr. LaVoie** replied, not currently. He said department staff has discussed breaking down the information to include the one or two-parent information.

#3) Ms. Robbe explained that currently, if an AFDC client receives a sanction through non-cooperation with JOBS or noncooperation with child support, they can lose their portion of the AFDC grant. Technically, a child-only grant is what is left in the household. She said that if it can be shown, either through visual verification, or a call from a concerned person in the community, that the child's health or safety is being threatened because of the funds the family receives, the Department makes a referral to the Department of Family Services (DFS) for an investigation. Once the investigation is complete, if the social worker recommends that a protective payee situation is necessary, the Department follows through.

REP. KASTEN asked if the third-party (protective payee) then becomes responsible for the medical care, food, clothing, etc. for the child. **Ms. Robbe** replied the third-party responsibility is to ensure that the funds are spent on behalf of the child.

CHAIRMAN COBB said there is not always enough staff at times, and asked if it was common to remove the child from the family. Ms. Robbe said misuse of funds is more of a complaint than sanctions. A protective payee is then set up for the whole grant situation if the social worker is unsuccessful in working with the family to resolve the problem. CHAIRMAN COBB asked if there would be more protective payee appointments in the next two years. Ms. Robbe said she felt a very small percentage of the population will not cooperate with the Department. The Department doesn't envision much of an increase in sanctions or in referrals to DFS. HOUSE HUMAN SERVICES & AGING SUBCOMMITTEE April 4, 1995 Page 4 of 9

#4) CHAIRMAN COBB asked if the Department had any detailed plans for the community work portion of the welfare reform. Mr. Meredith said the work plans will be required from each county approximately six months prior to implementation of welfare reform. In most cases, a community action council will be established and will define what resources are currently available and which others could be found, then the council will submit their findings to the Department.

SEN. DOROTHY ECK asked who will make up the community action council. Mr. Meredith said the Department plans to have involvement by the entire community in the council. SEN. ECK expressed her concern about duplication because of the various task forces already in existence.

CHAIRMAN COBB asked if the work plans will include the requirement to help people find work. Mr. Meredith said he envisions that communities will do everything possible to deal with the segment of this client population. He said some groups of providers are discussing how more resources can be made available.

David Hemion, Mental Health Association of Montana, asked if the 20% of the control group required people to be placed under a different set of circumstances, or if they had an option for benefits under the FAIM program. Ms. Robbe said no, in order to have a federally-approved demonstration program, random assignment is necessary in the control group. Neither the caseworker nor the client has control over which group they go into. Random assignment is done by a computer. The period of demonstration is eight years.

Mr. Meredith reported that there will be approximately 1,500 cases for the control group and will take between seven and ten eligibility technicians to oversee. He said it is very important for the eligibility technicians to work with the control group and only the control group and the FAIM coordinators work with the remainder of the experimental group. He said nothing changes for the control group as far as regular practice.

REP. BARNHART commented that this creates "sort of a moral dilemma." **Mr. Meredith** said the courts in the past have interceded on behalf of people in certain experiments back in the 1970's/early 1980's and said the experiments were unconstitutional. **Ms. Robbe** said the most current legislative activity that has occurred in this area has upheld the validity of testing a demonstration, as long as the demonstration is testing valid principles.

REP. BARNHART asked what would happen if an AFDC client, who was in one county where the culture has changed, moves to another county where the culture has not changed. **Ms. Robbe** said that during conversion, as the Department implements the process through the state, it will happen. She said those people will HOUSE HUMAN SERVICES & AGING SUBCOMMITTEE April 4, 1995 Page 5 of 9

have to be excluded from the research sample. Realistically what happens to those folks is they are put in "hibernation" until the county converts.

Mr. Hemion questioned how the Department will monitor the attitudes of the different groups when the experiment itself may create attitudes and behavior changes, i.e.; one family gets increased daycare, another does not. SEN. ECK asked if those people would have grounds for legal action. Dr. Blouke didn't feel they would have grounds for legal action because there is no harm involved to them. Ms. Robbe said to keep in mind that this is a demonstration. "While we may like to think we are changing welfare across the entire state of Montana, what we are actually doing is to propose to demonstrate certain things to the federal government. The only way to validate your demonstration is to have a control group to show cause and effect. At the end of the demonstration, unless something has changed at the national scene, everybody goes back to the old way of doing business, whatever it is at that time."

Tape No. 1:A:0.6

CHAIRMAN COBB asked if the child support collections will differentiate between the control and non-control groups. Ms. Robbe said the Department will be able to show which cases are FAIM cases and which cases are control cases. She said child support collection proposals will enhance FAIM child support collections and if successful, those collections will have an impact on the dollar amount of collection, which will increase at a greater rate than other collections are increasing.

#5 & #6) CHAIRMAN COBB asked the Department to address the issues regarding its work with tribal governments and the concern that the tribal government on the reservation in Browning is not working very well with the Department. Dr. Blouke said the Department would be meeting with the Browning tribal government to discuss what the impact of welfare reform will be as well as other issues on the reservation. Mr. Meredith said the Department has met individually with the Blackfeet, Northern Cheyenne and Fort Belnap tribes so far. He said most of the other tribes indicated that they did not want to meet with the Department to discuss welfare reform. The Department will continue to peruse invitation efforts for the other tribes to meet for discussion. He felt the reasons the other tribes did not want to meet were because of concerns regarding high unemployment rates, lack of community resources and the lack of child care.

Lois Steinbeck, Legislative Fiscal Analyst's Office (LFA) asked if Montana's welfare plan will stand in its current form regardless of what the federal government does. Ms. Robbe said not necessarily. She said that whatever is passed under national reform legislation will have to be incorporated within what is not mandated. Dr. Blouke noted that much of what is in Montana's welfare reform package is very consistent with what is included at the federal level.

#10) Ms. Robbe said in the administrative funds requested, the Department has taken into account non-assumed and assumed county costs, central office costs, forms, equipment, training, etc. when the welfare reform budget was presented in subcommittee. She said currently the Department is looking at contracting certain functions of the county offices statewide.

#11) Ms. Robbe distributed and discussed the Department's draft for eligibility process evaluation. EXHIBIT 3 She said the Department is attempting to identify what the activities and functions are in the county offices that can be changed, eliminated or contracted out in order to save time/additional FTE. She said county directors are working with staff to validate change increase/decrease by the amount of hours of each activity so the Department can get a correct representative sampling from all of the counties. The Department then looks at the amount of hours saved and what the cost would be to contract for those activities. The exhibit does not reflect any longrange, time-saving activities the Department is in the process of evaluating.

Ms. Steinbeck questioned the difference in savings for equipment between assumed and non-assumed counties. Ms. Robbe said some of the non-assumed counties are faced with barriers for improving operations such as not having access capability in their office.

CHAIRMAN COBB asked about TPL process insurance. Ms. Robbe said county offices spent time trying to identify and verify insurance that clients have for cost-effectiveness determination. She said this is an important activity because it saves the state Medicaid dollars, but it is a time-consuming experience. CHAIRMAN COBB asked how the Department got the information on the savings. Ms. Robbe replied through contract work by BDM. BDM interviewed counties, other state agencies, private employers and made recommendations back to the Department.

#12) CHAIRMAN COBB asked if the eligibility technicians had enough time to sit down and make family investment agreements. Ms. Robbe said an additional ten hours per family per year is available to do welfare reform activities, based on how JOBS case managers currently do their processing. CHAIRMAN COBB asked how much time eligibility technicians spend with families now. Ms. Robbe said initial intake is usually between a half hour and one hour.

REP. BARNHART asked if any of the initial intake process will be done in groups. **Ms. Robbe** said some counties are using group orientation intake process. **REP. BARNHART** asked if child care would be provided for families during the initial orientation. **Mr. Robbe** said the Department has not built any child care dollars into paying child care for applicants because they are not recipients yet.

CHAIRMAN COBB asked when the final results of the eligibility process evaluation will be available. Ms. Robbe replied by May 16, 1995. CHAIRMAN COBB asked if the Department has enough flexibility to complete the family investment agreements if there is not sufficient staff. Mr. Meredith said the family investment agreement will result from a profile model that is partially developed. The first screening tool will be a more "objective kind of instrument" and the FAIM coordinator will be able to determine if a client needs to look at JOBS activities. Another group will be almost job ready, but will need further evaluation. There will be a group of other people who have many barriers preventing them from being job ready, which will require a different type of evaluation by the FAIM coordinator. Once evaluations are completed, an overall action plan will be implemented.

REP. BARNHART asked if AFDC recipients will have a preference in some of the welfare offices. **Mr. Meredith** said part of the community services program is to begin to raise awareness of this issue. He said the Department will encourage participation at the county level to hire people who have completed the JOBS program.

#13) CHAIRMAN COBB asked if staff will need to be reclassified and/or upgraded with the implementation of the reform. Dr. Blouke said the Department has not budgeted for upgrades at this time. Ms. Robbe commented that there are very few additional duties the Department is asking an eligibility worker to do that is not currently being done.

CHAIRMAN COBB asked what the Department will do once everything "is up and running" and there is not enough staff to cover it. Dr. Blouke replied the welfare reform program would have to be modified.

#15) Ms. Robbe said current federal policy mandates the Department can only exclude earnings from a dependent child who is a full-time student for six months per year, however, Montana has received a waiver from the federal government for welfare reform which allows the Department to disregard the total earnings of dependent children who are full-time students.

#16) Ms. Robbe said between 15-20% of AFDC recipients have earned income in any given month. The Department is hoping to move the employment rate up into the 25-30% range for people who are working.

#17) **Ms. Robbe** said the child support division is estimating 25% more time will be freed-up because of customer service, and with that time savings, some child support enforcement staff can work full-time on welfare reform.

#19) CHAIRMAN COBB asked if enough daycare funding was available for FAIM. Ms. Robbe said she feels the Department "gave its best guess" when putting the budget together.

#22) Mr. Meredith said in talking with the evaluation contractor, they will be extremely blunt with the Department whether or not FAIM is working as expected. The contractor will explain what is wrong, what costs too much, if too many people are placed into groups i.e., looking at making the Job Search Program work for people in the Pathways program who have a lot of child care expenses. He said the contractor provides a monthly report of their activities.

CHAIRMAN COBB requested that the subcommittee be provided with profiles and updates as well as time line on training for staff during the interim.

ADJOURNMENT

Adjournment: 12:10 p.m.

REPRESENTATIVE JOHN COBB, Chairman

NN BODEN, Secretary

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HUMAN SERVICES AND AGING

Joint Appropriations Subcommittee

ROLL CALL

DATE <u>4-4-95</u>

NAME	PRESENT	ABSENT	EXCUSED
Rep. John Cobb, Chairman			
Rep. Beverly Barnhart			
Rep. Betty Lou Kasten			
Sen. Chuck Swysgood, Vice Chairman			
Sen. J.D. Lynch			
Sen. Jim Burnett			

Doug, Connie, Lois

reorganization questions

EXHIBIT_____

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1. how is reorganization going to take place. What are the time tables.

2. There is suppose to be a Task Force , When will this be created. How will the membership be determined. Will organized labor be members of this Task Force.

3. What are the main goals of the reorganization. How will we know that they have been met.

4. What plans have been formulated as of now for reorganization. Are there going to be any management changes. When will employees know if they are going to be moved, etc.

5. Are area of local offices going to be consolidated. When will people know that.

6. How are the computer systems, central services going to be consolidated. Who will be in charge of such consolidation.

7. Are there any plans or discussions to add on to the SRS building or build any other building.

8. How are the budgets going to be consolidated in House bill 2.

9. If the reorganization is not to take place for some time, are the divisions suppose to continue operation as they are now.

10. When the fiscal note for the reorganization said that there would be a reduction of about 25 FTE where will those FTEs come from and from which area of the budget.

11. Is the reorganization going to affect any of the expansion of programs that were authorized by the legislature- child support, welfare reform, etc.

12. Are there going to be deputy directors under the director. How is the management structure going to be developed and implemented.

13. Will reorganization start at the top in Helena or at the bottom - out in the field.

14. Is there any draft organizational chart prepared. When will it be prepared.

15. How will we know if reorganization is affecting existing programs or making it more difficult in the transition to continue to do existing work.

16. Where are you going to get the money to move offices around in the tight budget.

17. Has the administration seen the proposal developed by Jani McCall. Is it a worthwhile outline with which to begin this effort of reorganization. What parts do you like or dislike.

18. How will the dept. determine which services are appropriate for regionalization/contract and which are appropriate for centralized delivery.

19. Will the dept. make any effort to standardization or rationalize the way in which it deals with its various non profit providers- dd, vr, child care, big brothers and sisters.

20. Will the dept. make any effort to develop a current level budget methodology per the lois steinbeck report for these non profit providers.

21. How will mental health services be integrated into other programs. - managed care, state hospital, community programs, children services.

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EXHIBIT / DATE 4-4-95
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possible questions and concerns for welfare issues.

In answering the concerns and questions there are three issues we want followed up.

1. address the concerns and what can be done about those concerns

2. Time lines- how will we know when the questions and concerns get addressed.

3. how will we know if and when programs and changes and training are going on in our town, our county or region and the things you are doing are making a difference.

This concerns and questions are in general and many more questions may be asked concerning these areas during the hearing.

Concerns.

1. since all day care programs will be consolidated under the governors plan for reorganization when will that take place. will money be moved around between the old child care programs. The at risk program was line itemed in the budget. Will that money be moved also to different programs for child care. How will the money be distributed within the single consolidated program. Who will be the people running the program at the state level. When will the consolidation take place and how will we know that it is being run better than before.

2.AFDC study on those on AFDC how long will these studies be done. How often will we get a report or any internal reports on how long people have been on AFDC and different reports on AFDC. What are you currently working on reports on AFDC.

3. Regarding reductions/ sanctions in AFDC grants to pay only the child portion of the grant: How can the legislature be assured that grant funds are spent only on the child. The dept. said that if it can be verified that a client is misusing funds, a protective payee may be appointed. How is this going to be done and when. Has it ever been done in this state and how often.

4. when is the community work portion of the welfare reform going to be set up and how.

5. how is the dept. working with the tribal governments. When are you meeting with them and what are you going to discuss with them. Are any of the tribal governments voicing concern with welfare reform and what is that. Are any of the tribal members voicing conern with existing adminstration of programs or programs in general and what are those. 6. There has been concern that the dept. and the tribal government on the reservation in Browning are not working together very well. That there has been problems with the welfare office and the tribe. Is this correct and please explain.

7. Does the dept. have adequate training for staff to implement the individualized help approach of welfare reform. Show us how this is going to be done and the time tables and training tables.

8. What training goes on now in the welfare offices and how is that measured. How is the dept. going to change the management and attitudes in the offices with FAIM. What are the time tables and when is this going to take place. When there is a control group due to welfare reform, how are they going to be treated different now with welfare reform than in the past.

9. When a person is no longer eligible for AFDC how soon does the benefit reduction or ceasing of benefits occur as to payments and checks, etc.

10. what impact will welfare reform have on equipment, forms, money, training provided, personal. individuals severed.

11. what is the dept. going to do to make up the difference of not enough FTEs to take care of FAIM requirements.

12. How will we know that the contracts or agreements are voluntary, that they are not just routine, that they mean very little.

13. how is reorganization going to affect FAIM, the personal. are any of the savings going to come out of staff at the local level.

14. what is the dept. going to do with the long term recipients on the tribal lands.

15. hypothetical case

a. a student, a senior in High School, wanted assistance of only \$100 a month. Her mom was in and out of Warm Springs and mentally incapable of helping this girl. Dad was completely out of the picture since infancy. What this girl wanted was \$100 per month until she graduated or approx \$600. she was working 40 hrs per week and going to high school. They told her the only way she could qualify was to a. quit school, or quit work or be pregnant. Is this true and how could she have been helped by the dept. otherwise.

16.what will be the way to earn more money and not get hurt on cut backs on AFDC payments. What is an easy example to use. How many people are now working and still on AFDC. How many more people are you expecting each year to be working due to FAIM that would not otherwise not be working or would have been working without FAIM.

EXHIBIT.	1	
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17.how is more time going to be spent on collecting child support for afdc people. How is management going to prioritized the time spent on non afdc and afdc. When will we be able to see a difference in child support collection due to the new money that was spent for expansion of child support by the legislature. How can this be measured.

18. the legislature appropriated money for your dept. for expanded administrative costs for FAIM, explain what this money is going to be used for and detail spending for the money.

19.does the dept. have enough money to spend on day care for the people on AFDC that want it be they either on JOBS or on their own. What is the amount that is needed and are their any waiting lists for mothers needing day care to get off AFDC.

20. What is the estimate of AFDC clients that are working but not reporting the amounts.

21.What would happen if we reduce the AFDC poverty level slightly to allow them some increase but to use the extra dollars for AT risk day care to help those mothers that are working but need day care.

22. How will you know that FAIM is not working as expected. What mechanisms are there to make sure that their are changes. Who will make the decisions on the changes. How much local control will there be on the decision making for changes in FAIM. How long will decisions take to be made.



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