

Social Services

RECOMMENDED BUDGET • FY 2021-22

MISSION

The County of El Dorado Health and Human Services Agency (HHS), Social Services Department provides a range of programs to assist persons in attaining or maintaining their self-sufficiency, independence, safety and/or well-being. The mission is to respectfully serve all persons in a manner that improves the overall quality of life in El Dorado County.

DEPARTMENT BUDGET SUMMARY

DEPT : 51 SOCIAL SERVICES

Description	Prior Year Actual	Current Year Adopted	CAO Recommended	Difference from Adopted
Rev Use Money/Prop	(876)	0	0	0
IG Rev - State	8,828,976	10,261,818	9,729,372	(532,446)
IG Rev - Federal	23,272,940	26,158,868	26,001,637	(157,231)
Other Gov Agency	18,548	15,000	15,000	0
Service Charges	3,462	0	0	0
Miscellaneous Rev	439,444	505,050	505,050	0
Other Fin Sources	23,952,886	26,062,545	25,639,091	(423,454)
Total Revenue	56,515,379	63,003,281	61,890,150	(1,113,131)
Salaries & Benefits	22,238,483	24,762,791	25,332,141	569,350
Services & Supplies	2,359,914	2,531,086	2,771,348	240,262
Other Charges	28,127,651	30,742,871	29,486,796	(1,256,075)
Other Fin Uses	0	100,000	100,000	0
Intrafund Transfers	7,073,630	7,822,752	7,155,951	(666,801)
Total Appropriations	59,799,677	65,959,500	64,846,236	(1,113,264)
FUND 1000 GENERAL FUND TOTAL	3,284,298	2,956,219	2,956,086	(133)

MAJOR BUDGET CHANGES

Revenue

State Intergovernmental

- (\$772,724) Decrease in State Public Assistance revenue primarily due to a projected reduction in CalWORKs Single Allocation and CalWORKs Assistance funding because CalWORKs caseloads across the State are much lower than the State projected at the beginning of the coronavirus pandemic.
- \$681,771 Increase in State CalFresh revenue primarily due to an increase in State General Fund for the administration of the CalFresh program in anticipation of significantly larger caseloads.
- (\$441,493) Decrease in State Foster Care revenue primarily due to a reduction in State participation in programs mandated in the Continuum of Care Reform. The State has discontinued the

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Foster Parent Recruitment and Retention Services (FPRRS) and Resource Family Approval (RFA) Program allocations for FY 2021-22.

Federal Intergovernmental

\$620,308	Increase in Federal Administration of Public Assistance revenue due to the federal matching of the state's increase in CalFresh program funding.
(\$422,796)	Decrease in CalWORKs Assistance funding due to a decrease in anticipated CalWORKs cash assistance cases. In FY 2020-21, the State anticipated the possibility of significant increases in CalWORKs cases due to the coronavirus pandemic, but those did not materialize; and this reduction is to bring the budget in line with current projections.
(\$1,003,915)	Decrease in Federal Foster Care revenue due to reduced federal reimbursements for Foster Care Cash Assistance. As the minimum wage rises, fewer foster care cases are eligible for federal reimbursement, which increases the burden on Realignment funding.
\$550,644	Increase in Federal Adoption revenue primarily due to a rise in adoption cases, which are 50% federally funded.
\$98,528	Increase in the Federal Medicaid program, operating in California Counties as the Medi-Cal program, for administration funding due to the annual allocation cost-of-living adjustment.

Other Financing Sources

(\$423,454)	Decrease in Operating Transfers In primarily due to reduced Realignment funded costs.
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Appropriations

Salaries and Benefits

\$90,258	Increase in Salaries and Benefits due to the addition of 1.0 FTE Social Worker I/II allocation in the Adult Protective Services Division.
\$165,903	Increase in Salaries and Benefits due to the movement of a Deputy Director allocation from Administration and Finance to the Social Services Department.
\$108,031	Increase in Salaries and Benefits due to staffing changes and partially restoring the \$240,072 decrease included in the FY 2020-21 Adopted Budget due to Realignment Revenue that had been decreased as a result of anticipated negative revenue impacts that did not occur.
\$90,000	Increase in Overtime (\$40,000) and Standby Pay (\$50,000) to adjust the budget to historical trends.
(\$125,461)	Decrease in Workers' Compensation charge, recommended at \$0 to bring the program funding level to an acceptable confidence level, as provided by the Risk Management Division.
\$240,619	Increase in CalPERS retirement costs.

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Service and Supplies

\$80,000	Increase in janitorial costs due to increased cleaning needed in response to the coronavirus pandemic.
\$192,155	Increase in General Liability Insurance Premium expense, as departmental charges are resuming after a rate holiday in FY 2020-21.
\$2,590	Increase in Equipment costs to purchase radios for Adult Protective Services Social Workers for use in the field in the event of an emergency.
(\$34,483)	Decrease in operating expenses to align with historical actuals and changing programmatic operating expense needs.

Other Charges

\$41,815	Increase in In-home Supportive Services (IHSS) Maintenance of Effort (MOE) rate according to the 4% annual inflator and compensation increases associated with the labor agreement with the United Domestic Workers of America, AFSCME, Local 3930, AFL-CIO, representing IHSS providers.
\$20,000	Increase in General Assistance Cash Relief.
\$108,857	Increase to Child Care costs mostly due to statutory eligibility changes and the Emergency Child Care Bridge program funding.
\$119,356	Increase to Foster Care Independent Living Program costs.
\$364,123	Increase in Housing services primarily due to additional State General Fund allocations for the Housing Support Program.
\$23,367	Increase in Transportation Services and Expenses to align budget with current spending trends.
(\$285,756)	Decrease in Ancillary Services to align budget with current spending trends.
(\$2,717,032)	Decrease in CalWORKs cash assistance Other Charges to align budget with current and projected trends.
\$434,124	Increase in Adoptions Assistance (\$479,189) due to a rise in adoptions cases, partially offset by a slight decrease in Foster Care Assistance costs (\$45,065).
\$400,000	Increase in Kinship Assistance due to an increase in foster care cases with relative placements.
\$230,000	Increase in County Foster Care due to a special needs foster care placement.
\$5,071	Increase in Interfund Transfers Out for the Victim Witness Specialist funded by the California Office of Emergency Services Victim Services Grant.

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Intrafund Transfers

- (\$695,656) Decrease in Intrafund Transfers Out primarily due to a reduction in the County Cost Allocation Plan as provided by the Auditor-Controller's Office.
- \$25,393 Increase in Intrafund Transfers Out due to the cost of reimbursing the Community Services Division for management of the Housing Support Program (\$38,222), which is offset by a slight decrease in reimbursement to Public Health for the Public Health Nurses that serve Protective Services clients (\$12,829).
- \$3,462 Increase in Intrafund Transfers Out to Central Services for Mail, Stores and Facilities services.

DEPARTMENT BUDGET SUMMARY

DEPT : 51 SOCIAL SERVICES

Description	Prior Year Actual	Current Year Adopted	CAO Recommended	Difference from Adopted
Rev Use Money/Prop	634	306	306	0
IG Rev - Federal	153,002	250,000	250,000	0
Fund Balance	0	28,648	22,447	(6,201)
Total Revenue	153,636	278,954	272,753	(6,201)
Salaries & Benefits	7,394	24,346	18,048	(6,298)
Other Charges	154,943	254,608	254,705	97
Total Appropriations	162,337	278,954	272,753	(6,201)
FUND 1113 WRAPAROUND SB163 TOTAL	8,701	0	0	0

MAJOR BUDGET CHANGES

Revenue

Fund Balance

- (\$6,201) Decrease in Fund Balance for SB 163 Wraparound Services, budgeted to use all remaining balance in FY 2021-22.

Appropriations

Salaries and Benefits

- (\$6,298) Decrease in Temporary Employees to align budget with current spending levels.

Interfund Transfers

- \$97 Increase in Interfund Transfers Out for the Indirect Cost Rate associated with staffing costs.

PROGRAM SUMMARIES

Social Services Administration and Public/Client Assistance

Social Services Public Assistance Programs are designed to protect and meet the basic needs of El Dorado County's most vulnerable population groups. These are Federal and/or State mandated programs which require that the County provide assistance to eligible applicants regardless of the availability of local resources. If the County does not comply with applicable regulations, it can result in Federal and/or State fiscal sanctions and/or a loss of funding. Public Assistance Programs include the California Work Opportunity and Responsibility to Kids (CalWORKs), Cal-Fresh, Homeless Assistance, Adoption Assistance, Foster Care Assistance, and Supportive General Assistance.

Social Services Administration staff determines eligibility for: CalWORKs, Medi-Cal, Cal-Fresh, Temporary Assistance for Needy Families (TANF), County Medical Services Program (CMSP) and General Assistance (GA).

Protective services programs provided through Social Services Administration include Child Welfare Services (CWS), Adult Protective Services (APS) and In-Home Supportive Services (IHSS). The Protective Services were fully realigned by the state in 2011, eliminating a state share of cost. These programs provide a voice for children and adults in abusive situations. The CWS program provides supportive services to families for reunification, locating and providing foster care or adoption placement and the legal responsibilities dictated by the courts.

Social Services programs, both administrative and assistance, operate mostly on a cost sharing basis where the County is required to expend a percentage of the non-federal share of costs for the provision of services. This percentage varies by program, and the County share is generally paid for with Realignment funding sources. The CalWORKs administrative program operates under a Maintenance of Effort (MOE) basis, where the County is required to contribute a minimum amount of funding toward the administration of the program after which the County is reimbursed with Federal and/or State funding up to a capped allocated amount.

In-Home Supportive Services Program

The In-Home Supportive Services (IHSS) program provides personal care and domestic services to Medi-Cal eligible individuals to help them remain safely in their own homes and communities. Recipients are eligible to receive assistance with tasks such as bathing, dressing, housework, and meal preparation. The recipients are typically responsible for hiring and supervising a paid IHSS provider. Social Workers employed by the County conduct in-home IHSS assessments of an individual's needs in order to determine the amount and type of service hours to be provided, based on state guidelines. Funding for this mandated service continues to be a budgetary concern for counties because the County's share of provider service costs is paid to the State through a Maintenance of Effort (MOE) and is subject to change, including an annual 4% inflation factor. The MOE is funded by 1991 Realignment, which can be a volatile revenue source and it is dependent on a healthy economy.

SB 163 Wraparound Program

The SB 163 Wraparound Program is designed to improve youth outcomes. Until June 30, 2009, County participation was funded by filling six slots for high-risk youth, with savings available for reinvestment to provide additional services to at-risk youth in the community. As of FY 2010-11, services provided in the community were funded entirely from use of the fund balance and interest earnings related to this program from prior years. Use of the remaining fund balance in FY 2021-22 is budgeted to pay for

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specialized staff to continue working with high-risk youth and their families. Once the fund balance has been exhausted this position will likely be eliminated but services will continue through Child Welfare Services.

CalOES Victim Services Grant

El Dorado County administers a Victim Services Grant from the California Office of Emergency Services (CalOES). This grant provides enhanced funding to Court-Appointed Special Advocates (CASA) of El Dorado County for increased services and support to victimized youth in Foster Care. The grant was originally awarded in FY 2017-18 for a period of two years, but has been extended on a yearly basis.

Adult Protective Services administers a grant from CalOES for Elder Abuse. The grant, originally awarded in FY 2017-18 for a period of two years, continues to be extended on a yearly basis. Collaboration between the District Attorney's Office and the Social Services Department provides enhanced services and support to elderly victims of crime.

BUDGET SUMMARY BY PROGRAM

Social Services Total	Appropriations	Revenues	Net County	
			Cost	Staffing
SB 163 Wraparound	\$ 22,753	\$ 22,753	\$ -	0.00
CalOES Elder Abuse Grant	\$ 206,069	\$ 206,069	\$ -	1.00
CalOES Victim Services Grant	\$ 250,000	\$ 250,000	\$ -	0.00
SS Admin & Public Assistance	\$ 64,640,167	\$ 61,684,081	\$ 2,956,086	272.15
Social Services	\$ 65,118,989	\$ 62,162,903	\$ 2,956,086	273.15

PENDING ISSUES

The Social Services programs are subject to change by federal and state legislation. The following items concern the potential impact to the County due to increasing costs and volatile funding resources:

- **Use of the 10% Realignment Transfer Authority from Social Services to Behavioral Health:** The 10% Realignment Transfer Authority was approved for use in FY 2020-21 from Social Services to Behavioral Health, and a transfer of \$1.2 million is budgeted again in FY 2021-22. If during the year the transfer is not ultimately needed, the funds will remain in the Social Services Realignment subfund and roll into Fund Balance at the end of the year. Should it be necessary to use the full transfer in FY 2021-22, it will deplete Social Services Fund Balance, and this could negatively affect the delivery of the mandatory programs that serve the most vulnerable populations while potentially putting a higher demand on County General Fund to provide these mandated entitlement programs.
- **In-Home Support Services (IHSS):** The redirected and accelerated Realignment Growth received from the State allowed HHSA to fully fund the current MOE obligations, but as Realignment Growth reverts back to the original distribution methods and future economic health is uncertain, IHSS funding continues to be a budgetary concern. In FY 2019-20 the Board approved a labor agreement with the United Domestic Workers Union, which represents the IHSS providers in labor negotiations. The negotiated wage supplemental of \$0.50 above minimum wage increased the annual MOE obligation by approximately \$200,000 and this increase is subject to the annual 4% inflation factor regardless of Realignment Growth collections. Additionally, IHSS Program Administration is largely funded by a capped State allocation. As costs out of the Department's control rise, 1991 Realignment will be required to

fill the gap. Realignment funding is dependent on a healthy economy; therefore, an economic downturn could affect the County's ability to fund these types of mandated obligations.

- **Foster Care Assistance:** As we enter the sixth year of the Continuum of Care Reform (CCR) implementation, Foster Care Assistance costs have stabilized. The lingering concern is that as California's minimum wage rises, fewer foster care cases are eligible for federal reimbursement. As the non-federal share of Foster Care Assistance and Children's Programs is mostly realigned to the County, the reduction of federally eligible cases puts an additional strain on limited Realignment funding sources.
- **Extended Foster Care (AB 12):** This program provides supports for young adults exiting foster care until the age of 22. The funding that supports this service comes from 2011 Realignment which is also impacted by Extended Foster Care and Adoptions assistance costs and is currently estimated to be \$1.4 million over the County's statutory obligation of \$300,000, according to AB 12. As a result, the use of 2011 and 1991 Realignment is required to meet the needs of the program as the program is treated as a mandatory service by all counties at this point. At this time, any changes will be subject to state legislative review.
- **Child Welfare Services:** The Family First Prevention Services Act, signed in the February 2018 Federal Spending Bill prioritizes the limited use of congregate foster care (group homes) and puts more money toward prevention services such as at-home parenting classes, mental health counseling and substance abuse treatment. This law places a two-week cap on the federal funding for group homes (currently, group home placements have open-ended federal funding for federally eligible cases). The new restrictions began in 2019, and California has requested a two-year delay to implement the group home provisions of the law. The delay will cause the State to be ineligible to receive federal funding for preventive services. If California does not delay implementation, counties will be reimbursed for services provided to families outlined in the Title IV-E Prevention Services Clearinghouse for up to 12 months with the goal of keeping families together. The challenge for states will be transitioning the child welfare process and provider base from placement to prevention. California AB 74, effective June 2019, gives authority for the California Department of Finance to provide increased funding to the California Department of Social Services in the event of unanticipated costs due to Families First. It is unclear how this will translate to assisting counties should there be a significant reduction in federal revenue. Additionally, the cost of services aimed at prevention and family reunification has increased by over \$1 million annually over the past few years and it is uncertain how these services will be funded. The increase in costs is currently being funded with limited Realignment sources.

STAFFING TREND

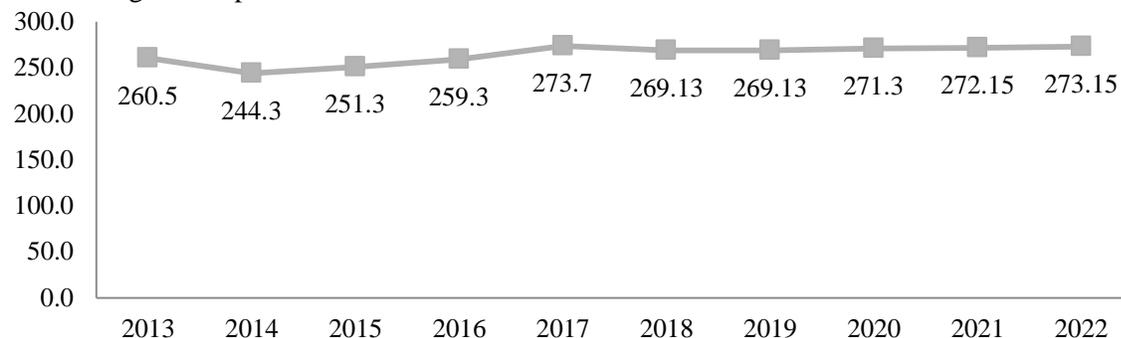
The recommended staff allocation for FY 2021-22 is 273.15 FTEs. The increased allocation reflects the addition of a 1.0 FTE Social Worker I/II allocation to aid the Adult Protective Services Division in meeting program mandates. The Adult Protective Services Division has had the same staffing since May 2015, but program referrals have increased more than 78% during that time. The new position will be funded with Federal Title XIX reimbursement and Social Services Realignment.

The allocation also reflects the movement of a 1.0 FTE Deputy Director, Health and Human Services Agency allocation from Administration and Financial Services to the Social Services Department. The Department has also requested to delete 1.0 FTE vacant Employment and Training Supervisor allocation and add 1.0 FTE Administrative Technician allocation to aid in meeting state mandated data collection and reporting requirements. The addition of the Administrative Technician and deletion of the

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Employment and Training Supervisor will result in an approximate annual savings of \$14,020. Lastly, the Recommended Budget deletes a 1.0 FTE vacant Limited Term System Support Analyst position, as the funding for the position has ended.



RECOMMENDED BUDGET

The Social Services budget is recommended at \$65,118,989 (including Social Services at \$64,640,167 plus Wraparound Services and CalOES Victim Services and Elder Abuse Grants at \$478,822), which is a decrease of \$1,119,465 (1.7%) when compared to the FY 2020-21 Adopted Budget. The General Fund provides 4.5% of the funding for the Department at \$2,956,086, a decrease of \$133 when compared to the FY 2020-21 Adopted Budget.

In concept, the Department applies all state, federal, and realignment funding to cover its operational costs, and considers the County's Cost Plan Allocation charges to be largely unfunded. Total Cost Plan Allocation charges are recommended at \$2,617,552, a decrease of \$791,773 from FY 2020-21. The Department has also budgeted a position vacancy rate of 6% for most cost pools, which is lower than historical actual rates. Historical rates range from 10% to 14%. The 6% rate is below the natural rate of attrition and allows for budgetary and program flexibility.

In the Social Services Department, budgeted realignment expenditures, including the 10% realignment transfer of \$1.2 million from Social Services to Behavioral Health, will deplete Social Services' Realignment Fund Balance by the end of FY 2021-22. Social Services expenditures can vary greatly year to year due to needs of the community members served. Maintaining Fund Balance in Social Services mitigates the impact to the County of unexpected costs. Without Fund Balance, the County may have to implement service level reductions or provide additional General Fund support for these mandated services.

The Chief Administrative Office requested that HHSA explore all options that would allow Behavioral Health to provide current service levels without the 10% transfer of \$1.7 million from Public Health and Social Services to Behavioral Health. HHSA was unable to identify an option that would not increase General Fund support or impact services in time for the Recommended Budget. The Chief Administrative Office has asked that HHSA provide a plan to address all structural budget deficits in the Agency, including a five-year projection of 1991 and 2011 Realignment revenues and expenditures. This plan is to be presented to the Board before the Adopted Budget in September.

Sources and Uses of Funds

The Social Services Department is funded by state, federal and realignment funding streams. Any non-reimbursable costs are charged to the County General Fund. In concept, the General Fund pays primarily for the County Cost Allocation Plan charge.