

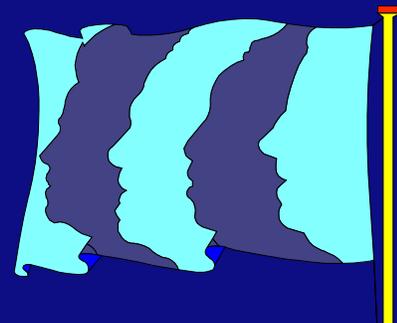
Special Circumstances Program Services, Application and Expenditure Information



California Department of Social Services ■ Research and Development Division ■ Data Analysis and Publications Branch



February
2001



SPECIAL CIRCUMSTANCES PROGRAM

SERVICES AND APPLICATION INFORMATION
JULY 1999 – JUNE 2000

EXPENDITURE INFORMATION
JULY 1998 – JUNE 2000

February 2001

California Department of Social Services
Research and Development Division
Data Analysis and Publications Branch
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INTRODUCTION

SPECIAL CIRCUMSTANCES PROGRAM

PURPOSE OF THIS PUBLICATION

This publication was developed to provide program managers, county staff, and other interested organizations and individuals with an overview of the recently reinstated Special Circumstances Program. The information presented in this publication can be used as a tool to assist in the management, planning, and evaluating of the program.

This publication consists of charts and tables with data descriptive of the services provided to eligible recipients, the applications received, along with allocation and expenditure patterns for State Fiscal Years (SFY) 1998/99 and 1999/00.

BACKGROUND

The Special Circumstances Program (SCP) is supervised by the California Department of Social Services (CDSS) and is a county-administered, special needs, cash assistance program. The SCP provides limited vendor payments and cash benefits to recipients for certain emergencies for: replacement or repair of essential household furniture, equipment, supplies, and clothing lost, damaged or destroyed by a catastrophe, necessary moving expenses, required housing repairs or modifications, and payment to prevent mortgage foreclosure or for unmet shelter needs.

The population eligible for SCP are recipients of Supplemental Security Income/State Supplementary Payment (SSI/SSP), In-Home Supportive Services (IHSS), or Cash Assistance Program for Immigrants (CAPI). Potential SCP recipients are required to utilize all but \$300 of their liquid resources before they are eligible for SCP benefits. They may retain funds above the \$300 threshold only for limited circumstances, such as: property tax, home insurance, known medical expenses, liens, etc. Therefore, only the most destitute SSI/SSP, IHSS, or CAPI recipients are eligible for SCP benefits.

These are the key dates for the Special Circumstances Program:

- In 1973, Assembly Bill 134 established the Special Circumstances Program.
- In 1992, due to an economic recession in California, the Special Circumstances Program was suspended.
- SCP was reinstated on August 21, 1998 when the Governor signed the Budget Act of 1998, allocating \$8.3 million for the program (\$3.3 million for administrative costs and \$5.0 million for services costs).

ABOUT THE DATA

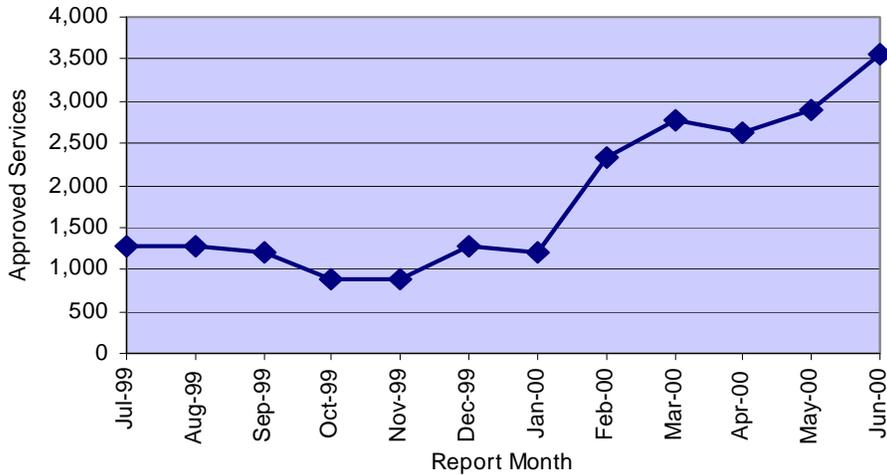
The source of the application and service data for this publication is the SC-12, Special Circumstances Program Monthly Caseload Movement Statistical Report. Counties began submitting SC-12 data in September 1998. Because of the urgency to reinstate the SCP, the first six months of data were captured on a six-month cumulative report. Therefore, no monthly data are available for the months of September 1998 through February 1999. March 1999 is the first monthly data available.

The allocation and expenditure data were provided by the California Department of Social Services, County Financial Analysis Bureau.

SERVICES INFORMATION

The Number of Approved Services for SCP Increased by 198 Percent from January 2000 to June 2000

*Total Approved Services
California, July 1999 through June 2000*

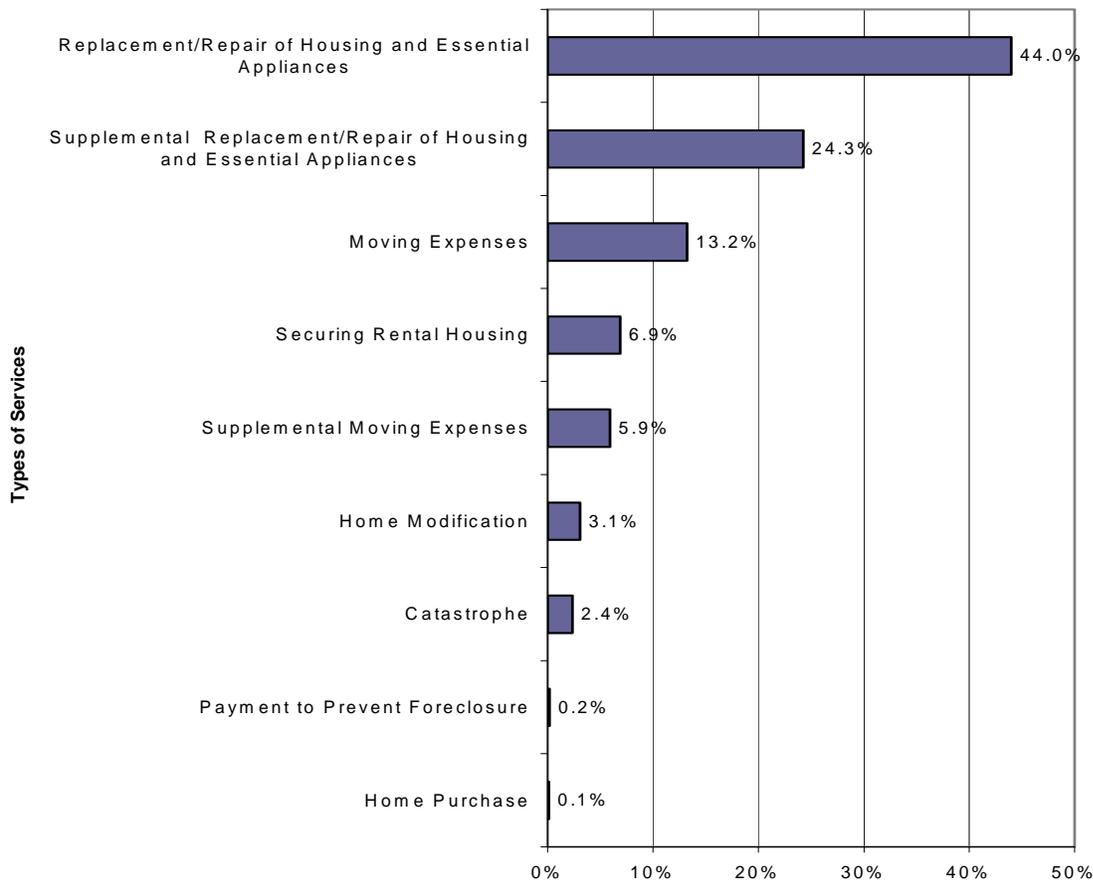


Source: SC-12, Special Circumstances Program Monthly Caseload Movement Report, CDSS
Part A, Line 15, Total Approved Services

- From July 1999 through January 2000, the number of approved services averaged approximately 1,140 per month.
- From January 2000 to June 2000, approved services increased 198 percent.
- We attribute this increase in approved services to the availability of \$3.6 million in unspent funds from SFY 98/99 which were reappropriated for SFY 99/00 and allocated to the counties in January 2000.

Replacement/Repair of Housing and Essential Appliances, Moving Expenses, and Securing Rental Housing Were the Most Utilized SCP Services

*Percent of Approved Services, by Service Type
California, July 1999 through June 2000*



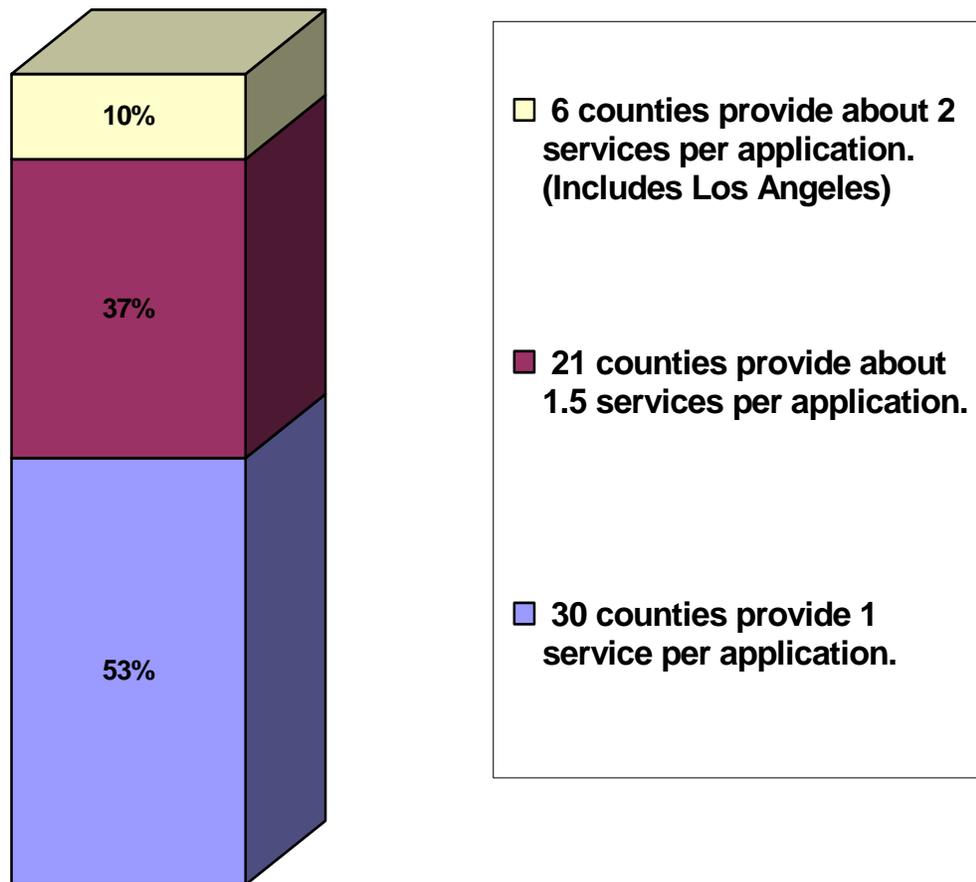
Source: SC-12, Special Circumstances Program Monthly Statistical Report, CDSS
Part B, Approved Services

- During SFY 1999/00, there were over 22,150 services provided through the Special Circumstances Program. Forty-four percent of the applications approved received services for replacement or repair of housing and essential appliances and 24 percent were for supplemental replacement/repair of housing and essential appliances.
- Just over 13 percent of the applications were approved for moving expenses and approximately 6 percent were approved for supplemental moving expenses. Almost 7 percent of the approved applications received funds to secure rental housing. Descriptions of these frequently utilized services are outlined on the following page.

Description of the Most Frequently Approved Services	Maximum Allowance
<p><i>Housing repairs</i> are repairs necessary to provide safe and healthful housing and/or essential appliances for the recipient. This includes:</p> <ul style="list-style-type: none"> - Repairs to the physical structure of the home, - Removal of a tree which endangers the home, - Repair of a cesspool or sewer, - Fumigation for pests, - Repair of essential appliances, such as, stove, heater, water heater, refrigerator, and air conditioner. 	\$300
<p><i>Supplemental housing repair funds</i> are available for those repairs in excess of \$300, which are evaluated as necessary for safe and healthful housing, and are determined to be cost beneficial.</p>	\$450
<p><i>Moving expenses</i> include the cost of packing, storage, and moving, necessary because of eviction or because the current housing is unsafe or unhealthful.</p>	\$200 per recipient OR \$300 for two or more recipients
<p><i>Supplemental moving expenses</i> are the required costs of securing suitable housing. This includes:</p> <p><u>For rental housing:</u></p> <ul style="list-style-type: none"> - Required deposits and hook up fees for gas, water, sewage, electricity, and installation charges for a telephone, - First and last months' rent, - Cleaning fees and security deposits. 	\$300
<p><u>For purchasing a home:</u></p> <ul style="list-style-type: none"> - Down payment, - Closing costs, - Real estate fees, - Other costs entailed in real property or mobile home purchase, including required deposits and hook up fees for utilities. 	\$750

About Half of the Counties Provide One Service to Each Applicant

*Average Number of Services Provided per Approved Application, by Percentages
California, July 1999 through June 2000*



- There were just over 22,150 approved services and 12,100 approved applications during SFY 99/00.

Mono County had no approved SCP applications during SFY 99/00

Source: SC-12 Special Circumstances Program Monthly Caseload Movement Statistical Report, CDSS
Part A, Column (a), Line 3.a, Applications approved in the report month
Part B, Line 15, Total approved services

**SC -12, Special Circumstances Program
Approved Services Compared to Approved Applications
SFY 99/00**

	Approved Services SFY TOTAL (Jul-Jun) (SFY 99/00)	Approved Applications SFY TOTAL (Jul-Jun) (SFY 99/00)	Services per Case	% to Total Based on Total Approved Applications
Statewide	22,168	12,117	1.8	100.0%
Alpine	1	1	1.0	0.0%
Amador	4	4	1.0	0.0%
Butte	65	65	1.0	0.5%
Calaveras	15	15	1.0	0.1%
Del Norte	6	6	1.0	0.0%
Kings	1	1	1.0	0.0%
Lake	22	22	1.0	0.2%
Lassen	3	3	1.0	0.0%
Mariposa	2	2	1.0	0.0%
Mendocino	72	72	1.0	0.6%
Merced	71	71	1.0	0.6%
Modoc	10	10	1.0	0.1%
Napa	25	25	1.0	0.2%
Orange	69	69	1.0	0.6%
Sierra	1	1	1.0	0.0%
Siskiyou	20	20	1.0	0.2%
Sutter	12	12	1.0	0.1%
Trinity	10	10	1.0	0.1%
Yolo	21	21	1.0	0.2%
San Francisco	568	542	1.05	4.5%
Sonoma	110	102	1.1	0.8%
Glenn	10	9	1.1	0.1%
Imperial	57	51	1.1	0.4%
Placer	56	50	1.1	0.4%
Kern	64	57	1.1	0.5%
Plumas	8	7	1.1	0.1%
El Dorado	13	11	1.2	0.1%
Tehama	37	31	1.2	0.3%
Inyo	6	5	1.2	0.0%
San Luis Obispo	72	60	1.2	0.5%
Madera	5	4	1.3	0.0%
Santa Barbara	72	57	1.3	0.5%
Santa Cruz	110	87	1.3	0.7%
Solano	67	51	1.3	0.4%
Sacramento	546	396	1.4	3.3%
San Bernardino	910	655	1.4	5.4%
San Mateo	139	100	1.4	0.8%
Fresno	196	140	1.4	1.2%
San Joaquin	354	243	1.5	2.0%
Humboldt	181	123	1.5	1.0%
San Diego	219	148	1.5	1.2%
Tuolumne	9	6	1.5	0.0%
Shasta	237	156	1.5	1.3%
Yuba	31	20	1.6	0.2%
Marin	57	36	1.6	0.3%
Monterey	119	75	1.6	0.6%
Contra Costa	211	131	1.6	1.1%
Santa Clara	454	281	1.6	2.3%
Tulare	382	234	1.6	1.9%
Nevada	33	20	1.7	0.2%
Ventura	67	40	1.7	0.3%
Riverside	606	312	1.9	2.6%
Colusa	2	1	2.0	0.0%
San Benito	2	1	2.0	0.0%
Alameda	225	108	2.1	0.9%
Stanislaus	718	340	2.1	2.8%
Los Angeles	14,785	6,997	2.1	57.7%
Mono	0	0	N/A	0.0%

This table shows the number of approved services per approved application, by county.

Although the statewide average is 1.8 services per approved application, evaluating individual counties show something more reflective of what is actually occurring in the program.

Nineteen counties reported a one-to-one relationship of exactly the same number of approved applications and approved services. In 11 other counties, the relationship was 1:1.1 to 1:1.2. Therefore, 30 out of 58 counties were generally speaking providing one service for one application.

Twenty-one counties ranged from 1.3 to 1.7 services per approved application. Six counties (including Los Angeles) had a ratio of 1:1.9 to 1:2.1, and one county had no approved SCP applications during SFY 99/00.

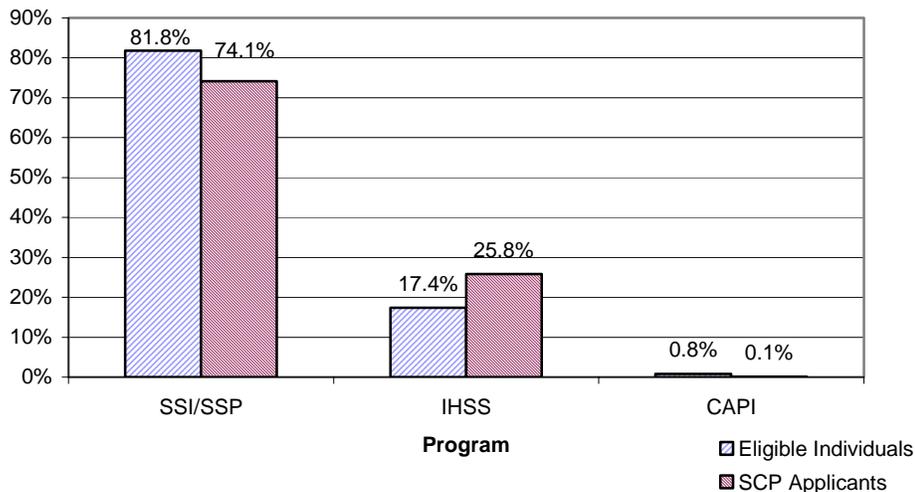
Counties where Approved Services equals Approved Applications is denoted in red.
Counties where Approved Services per Approved Applications equals the range 1.1 to 1.2 is denoted in blue.
Counties where Approved Services per Approved Applications equals the range 1.3 to 1.7 is denoted in green.
Counties where Approved Services per Approved Applications is equal to or greater than 1.9 is denoted in black.

Source: Part A, Column (a), Line 3.a., Applications approved in the report month
Part B, Line 15, Total approved services

APPLICATION INFORMATION

SSI/SSP Recipients Represent the Largest Group of Individuals Eligible for Special Circumstances Benefits and is the Largest Group of Recipients Who Request SCP Benefits

Percent of Recipients Potentially Eligible to Participate in the Special Circumstances Program Compared to the Percent of SCP Applications Received, by Program Area California, July 1999 through June 2000

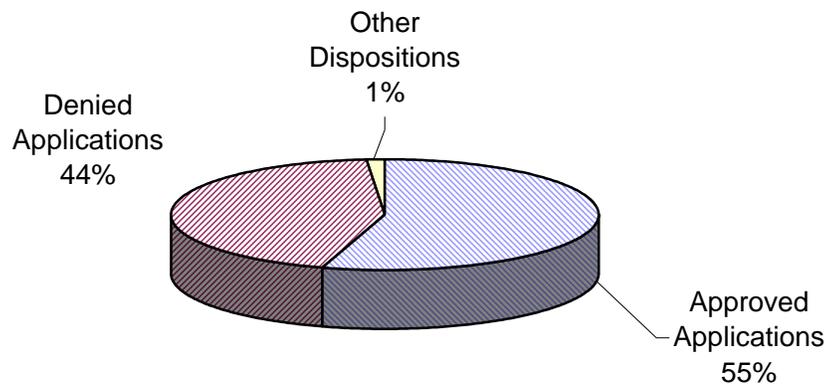


Source: State Data Exchange, SSI/SSP, CDSS
 Case Management, Information and Payroll System, IHSS, CDSS
 SC-12, Special Circumstances Program Monthly Statistical Report, CDSS
 Line 1, Applications Received in the Report Month, SSI/SSP, IHSS & CAPI columns
 CA 1037, Cash Assistance Program for Immigrants Monthly Caseload Movement
 Statistical Report, CDSS, Part C, Line 10, Total recipients paid

- Of the *total pool of eligible recipients*, 81.8 percent are SSI/SSP recipients, 17.4 percent IHSS recipients, and 0.8 percent CAPI recipients. Of the *total applications received for SCP*, 74.1 percent were from SSI/SSP recipients, 25.8 percent from IHSS recipients, and 0.1 percent from CAPI recipients. The proportion of people eligible for SCP closely aligns with the proportion of people who apply for SCP benefits.
- Of the individuals eligible to participate in the SCP, only 1.1 percent actually receive SCP benefits. SCP targets the most needy SSI/SSP, IHSS and CAPI recipients with limited liquid resources. Therefore, participation in SCP is limited.
- There is an overlap between SSI/SSP and IHSS recipients of about 18 percent. In other words, 18 percent of SSI/SSP recipients also receive IHSS. There are no data available on the overlap of the CAPI and IHSS recipients.

Over Half the Applications for SCP Benefits are Approved

*Disposition of Applications
California, July 1999 through June 2000*



Source: SC-12, Special Circumstances Program Monthly Caseload Movement Statistical Report, CDSS Part A, Column (a), Lines 3a, 3b, and 3c, Applications approved, denied and other dispositions during the report month

- Fifty-five percent of the applications received during SFY 99/00 were approved.
- Applications for SCP are usually denied because the applicants are not recipients of SSI/SSP, IHSS, or CAPI.
- “Other dispositions” are applications withdrawn or cancelled.
- During SFY 99/00, 12,117 applicants were approved for SCP benefits.

**SC-12, Special Circumstances Program
Applications Received During SFY 99/00
Counties Compared to Statewide Total**

County	SFY Total	SFY Monthly Avg.	% to Total Based on SFY 99/00 Total Applications Received
Statewide	20,345	1,695	100.0%
Alameda	163	14	0.8%
Alpine	1	0	0.0%
Amador	5	0	0.0%
Butte	148	12	0.7%
Calaveras	25	2	0.1%
Colusa	5	0	0.0%
Contra Costa	209	17	1.0%
Del Norte	12	1	0.1%
El Dorado	24	2	0.1%
Fresno	146	12	0.7%
Glenn	12	1	0.1%
Humboldt	163	14	0.8%
Imperial	83	7	0.4%
Inyo	5	0	0.0%
Kern	158	13	0.8%
Kings	5	0	0.0%
Lake	54	5	0.3%
Lassen	6	1	0.0%
Los Angeles	12,071	1,006	59.3%
Madera	14	1	0.1%
Marin	50	4	0.2%
Mariposa	2	0	0.0%
Mendocino	156	13	0.8%
Merced	152	13	0.7%
Modoc	10	1	0.0%
Mono	0	0	0.0%
Monterey	119	10	0.6%
Napa	28	2	0.1%
Nevada	36	3	0.2%
Orange	80	7	0.4%
Placer	75	6	0.4%
Plumas	10	1	0.0%
Riverside	539	45	2.6%
Sacramento	604	50	3.0%
San Benito	2	0	0.0%
San Bernardino	1,280	107	6.3%
San Diego	366	31	1.8%
San Francisco	702	59	3.5%
San Joaquin	479	40	2.4%
San Luis Obispo	77	6	0.4%
San Mateo	119	10	0.6%
Santa Barbara	71	6	0.3%
Santa Clara	380	32	1.9%
Santa Cruz	107	9	0.5%
Shasta	238	20	1.2%
Sierra	1	0	0.0%
Siskiyou	35	3	0.2%
Solano	66	6	0.3%
Sonoma	131	11	0.6%
Stanislaus	501	42	2.5%
Sutter	26	2	0.1%
Tehama	52	4	0.3%
Trinity	28	2	0.1%
Tulare	336	28	1.7%
Tuolumne	16	1	0.1%
Ventura	59	5	0.3%
Yolo	30	3	0.1%
Yuba	73	6	0.4%

This table displays each county's proportion of applications received to the statewide applications received.

- Los Angeles County has the lion's share of the SCP applications (59.3%). However, Los Angeles County represents only 35% of the statewide eligible population.
- Six other counties have a combined total of 20.3% of the statewide SCP applications:

	Percent of Applications Received
Riverside	2.6%
Sacramento	3.0%
San Bernardino	6.3%
San Francisco	3.5%
San Joaquin	2.4%
Stanislaus	2.5%
Total	20.3%

- These six counties represent 21% of statewide eligible population.
- Therefore, these seven counties have almost 80% of the applications for SCP, but only 56% of the eligible population resides in the seven counties.

Source: SC-12, Part A, Column (a), Line 1, Applications Received in the Report Month.

**ALLOCATION AND EXPENDITURE
INFORMATION**

Allocation and Expenditure for State Fiscal Years (SFY) 1998/99 and SFY 1999/00

SFY 98/99			
	<u>Administration</u>	<u>Services</u>	<u>Total</u>
Allocation	\$2,819,854	\$5,006,183	\$7,826,037
Expenditure	\$2,554,105	\$1,677,578	\$4,231,683
Net Surplus	\$265,749	\$3,328,605	\$3,594,354
% of Allocation Expended	91%	34%	54%

- In SFY 98/99, 54 percent of the SCP total allocation was expended. This reflects only ten months of program costs (September 1998 to June 1999) since SCP was reinstated on August 21, 1998.
- Administrative costs were high because counties incurred start-up costs during the first year of implementation of SCP. As noted above, 91 percent of the administrative allocation was expended.
- Because counties did not spend their entire allocation in SFY 98/99, the SFY 99/00 allocation was augmented with an additional \$3,580,000 from re-appropriated funds from SFY 98/99. These funds were made available solely for the provision of services. Counties were notified of the availability of additional funds in January 2000.

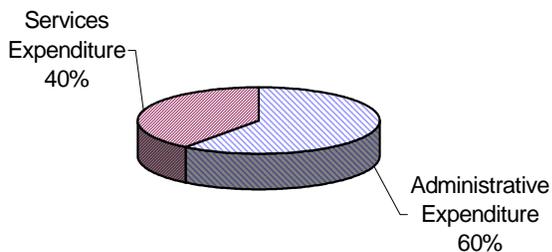
SFY 99/00			
	<u>Administration</u>	<u>Services</u>	<u>Total</u>
Allocation	\$3,300,000	\$8,580,000	\$11,880,000
Expenditure	\$4,483,842	\$4,660,481	\$9,144,323
Net Surplus/Deficit	(\$1,183,842)	\$3,919,519	\$2,735,677
% of Allocation Expended	136%	54%	77%

Source: County Financial Analysis Bureau

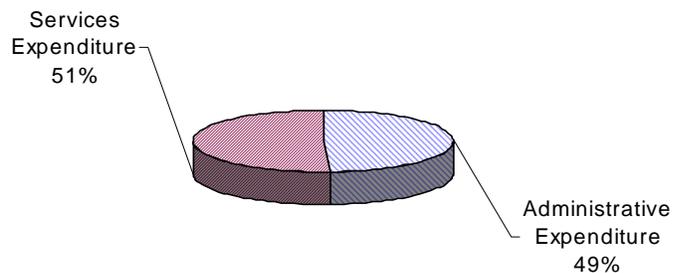
- In SFY 99/00, 77 percent of the SCP total allocation was expended.
- Counties expended 136 percent of their administrative allocation but stayed within their total allocation due to the availability of the re-appropriated funds.

The Share of Administrative Expenses Has Declined in the Past Year But is Still Almost One-Half of the Total Program Expenditures

SFY 98/99 SCP Expenditures



SFY 99/00 SCP Expenditures



Source: County Financial Analysis Bureau

- Between SFYs 98/99 and 99/00, administrative costs declined because county staff became more familiar with the complex SCP application process. Service costs rose during the same period because of the increased funding for services.
- The above pie charts show that the administration-to-service cost ratio is high. This is due to two factors. The maximum allowances for goods and services are based on 1974 cost levels, and the administrative costs are based on inflation-adjusted wages, benefits, and operating costs. When juxtaposed, the imbalance is quite noticeable.
- In addition, the SCP benefit is a one-time benefit, unlike, for instance, the IHSS monthly service benefit. This also contributes to a higher administration-to-service cost ratio.



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