# Agenda

**Subcommittee No. 1 on Health and Human Services**

**Assemblymember Jerry Hill, Chair**

**Wednesday, April 29, 2009**

**State Capitol, Room 444**

**1:30 p.m.**

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**Assembly Budget Committee**
- Maintenance and Operation
- CWS/Web

**Issue 3**  
Statewide Automated Welfare System (SAWS)
- ISAWS Migration
- C-IV
- Welfare Client Data System (WCDS)
- LEADER Replacement System

**Issue 4**  
CMIPS II

Attachment
PROPOSED CONSENT

4140 OFFICE OF STATEWIDE HEALTH PLANNING AND DEVELOPMENT

ISSUE 1: INCREASE EXTERNAL CONTRACT SPENDING AUTHORITY

This BCP increases the OSHPD Facilities Development Division’s (FDD) annual Hospital Building Fund external contract spending authority by $8 million. This will increase FDD’s external contract budgeted line item to $9.758 million. OSHPD is experiencing a substantial increase in workload due to both new construction and seismic retrofit projects, many with the looming June 2013 deadline for compliance.

Staff Recommendation:

This proposal, as with all of the BCPs for OSHPD, were included in the 2009-10 Budget Act (SB x3 1) without prejudice, and are subject to review pursuant to the usual Spring budget subcommittee process.

No issues have been raised with this proposal and staff recommends approval of the BCP.

ISSUE 2: OVER-THE-COUNTER REVIEW UNITS

This BCP increases Hospital Building Fund expenditure authority by $457,000 in 2009-10 and $425,000 ongoing, and adds four positions to establish two new Over-the-Counter (OTC) Units in order to improve the efficiency of the hospital construction plan review process.

Staff Recommendation:

No issues have been raised with this proposal and staff recommends approval of the BCP.
ISSUE 3: HEALTH CARE WORKFORCE CLEARINGHOUSE PROGRAM

OSHPD’s Healthcare Workforce Development Division (HWDD) requests expenditure authority of $1.499 million and nine positions in 2009-10 and $2.688 million and 12 positions in 2010-11 to fund the additional costs associated with the development and administration of the Health Care Workforce Clearinghouse Program (Clearinghouse). OSHPD has identified the California Health Data and Planning Fund (CHDPF), a non-General Fund source, to fund the costs of developing, implementing, and sustaining the Clearinghouse.

Staff Recommendation:

No issues have been raised with this proposal and staff recommends approval of the BCP.

ISSUE 4: MENTAL HEALTH LOAN ASSUMPTION PROGRAM

This BCP increases the Mental Health Services Fund budget authority by $230,000 to support two additional positions in 2009-10 and $206,000 in 2010-11 and ongoing years in order to manage the continued growth of the Mental Health Loan Assumption Program.

Staff Recommendation:

No issues have been raised with this proposal and staff recommends approval of the BCP.

ISSUE 5: OSHPD PROJECT MANAGEMENT OFFICE STAFFING

This BCP requests authority and funding of $262,000 in 2009-10 and $246,000 ongoing to establish two permanent full-time positions to augment current staffing in the OSHPD Project Management Office (PMO). The two new positions are necessary for project oversight, project management, communication with control agencies, and managing project contracts and budgets to keep up with program demands and changing technology.

Staff Recommendation:

No issues have been raised with this proposal and staff recommends approval of the BCP.
ISSUE 6: CPHS WEB-BASED APPLICATION SYSTEM

This BCP requests an increase in the California Health Data and Planning Fund authority of $38,000 in 2009-10 and $15,000 ongoing for the Committee for the Protection of Human Subjects (CPHS) to purchase a web-based application product developed specifically for institutional review boards (IRBs), such as CPHS.

Staff Recommendation:

No issues have been raised with this proposal and staff recommends approval of the BCP.

ISSUE 7: STEVEN M. THOMPSON PHYSICIANS CORPS LOAN REPAYMENT PROGRAM

This BCP is requesting $900,000 in Medically Underserved Account for Physicians, Health Professions Education Fund expenditure authority beginning in 2009-10 to implement SB 1379 (Ducheny, Chapter 607, Statutes of 2008) for the Steven M. Thompson Physicians Corps Loan Repayment Program.

Staff Recommendation:

No issues have been raised with this proposal and staff recommends approval of the BCP.

ISSUE 8: SONG-BROWN PROGRAM

This BCP requests continuation of the funding change made in 2008-09 for the Song-Brown Program, when the funding source was changed from the General Fund to the California Health Data and Planning Fund (CHDPF). This proposal requests that the Song-Brown Program continue to be funded for the 2009-10 fiscal year from the CHDPF.

Staff Recommendation:

No issues have been raised with this proposal and staff recommends approval of the BCP.
ITEMS TO BE HEARD

4140 OFFICE OF STATEWIDE HEALTH PLANNING AND DEVELOPMENT

ISSUE 1: COLLABORATIVE DESIGN/PLAN REVIEW REGIONS

This BCP requests to increase the OSHPD Hospital Building Fund expenditure authority by $4.63 million in 2009-10 and $4.204 million ongoing to add a total of 31 new positions. This proposal requests 24 positions to establish two new Collaborative Design/Review Regions within the Facilities Development Division (FDD) in order to improve the efficiency of the hospital construction plan review process, three administrative support positions within FDD, and four positions in OSHPD’s Administrative Services Division to support the new Collaborative Regions.

The new Collaborative Regions, located in the Sacramento and Los Angeles offices, will improve the efficiency of the plan review process with the objective of reducing the time to design, review, and permit large hospital construction projects while maintaining protection of public safety and improving access to healthcare services.

The two new plan review regions would enable OSHPD to focus on performing accelerated review on large projects exceeding $50 million in cost. The staff of the new regions will focus on large projects that require permitting in the minimum possible time, including most collaborative design/review projects. Based upon OSHPD estimates of industry forecasts for new hospital construction, it is anticipated that approximately ten projects will be submitted in 2009-10 utilizing the collaborative design/review process. The estimated cost of construction for these projects is over $3.5 million. For some large projects, the local environmental and entitlement processes take longer than the OSHPD permitting process. In such cases, there may be no benefit to the hospital in accelerating the permit process.

OSHPD indicates that it can increase its current plan review and construction observation fee by less than one third of one percent to support the increase in expenditure authority requested in this proposal. This fee increase would be optional in nature. Currently, hospitals are charged a fee of 1.64% of the estimated construction cost of a project. For hospital projects using the accelerated large project review or collaborative design/review process, this fee would be 1.95%. This rate increase is in accordance with authority granted under Section 129785 of the Alquist Hospital Facilities Seismic Safety Act.

HOSPITAL BUILDING FUND

Please see the attachment to this agenda titled "Hospital Building Fund Condition Statement" for a nine year profile of this fund and its reserve, carryover balance against actual and estimated expenditures. In 2008-09, a loan of $20 million was made to the
General Fund from this account, expected to be repaid in 2010-11. There is an expected balance of $117.5 million in Fund in 2009-10 and $131.4 million in 2010-11.

**PANELISTS**

- Office of Statewide Health Planning and Development
- Department of Finance
- Legislative Analyst's Office
- Public Comment

**Questions:**

OSHPD, please discuss the optional nature of the fee increase. How much is expected to be generated in revenue from this and does this fully support the request for positions being made in the BCP?

OSHPD, please describe the need for the 31 new positions and what the current staffing level is at the FDD.

**Staff Recommendation:**

The Subcommittee is not aware of issues of concern with this proposal at this time; therefore staff recommends approval of the BCP after hearing answers to the suggested questions from OSHPD.
The Department of Social Services (DSS) proposes to implement an automated solution to meet the state's need for timely access to California Work Opportunity and Responsibility to Kids (CalWORKs) data from the four consortia systems, collectively known as the Statewide Automation Welfare System (SAWS). A Feasibility Study Report (FSR) has been developed for an automated solution, known as CBARS, to meet the state's data needs.

DSS asserts that this new tool will enable the department to: (1) accurately and timely assess performance in meeting the federal work participation rate (WPR) requirement for the Temporary Assistance for Needy Families (TANF) program at any point in time; (2) provide technical assistance to counties facing challenges in keeping clients engaged in welfare-to-work activities or in meeting their WPR; (3) evaluate program effectiveness and make mid-course corrections; (4) allocate penalties if the WPR is not met; (5) collect and publish data and establish a more meaningful longitudinal database as is required in current law for the CalWORKs Data Master Plan; (6) more effectively estimate the CalWORKs budget and the fiscal impacts of new proposals using universal data rather than the piecemeal data obtained from various sources; and (7) respond more effectively and timely to inquiries from the Legislature, Legislative Analyst's Office (LAO), Health and Human Services Agency (HHSA), Department of Finance (DOF), federal government, and other interested stakeholders. DSS states that use of the CBARS will allow California to mitigate future federal penalties for not meeting the WPR.

The total cost of CBARS is $12.3 million over three years, beginning with $1.82 million (TANF/GF) in the 2009-10 Budget Year. There are two components to this request:

- $610,000 in 2009-10 for six positions at DSS, some of which are limited-term for three years and others which are permanent to provide critical program direction and subject matter expertise and perform Independent Project Oversight and Independent Verification and Validation.

- $1.21 million in 2009-10 for the Office of Systems Integration (OSI) and five positions to provide project management, technical consultation, and procurement support services during the project initiation and planning phases of the CBARS project. This local assistance budget also includes the funding
needed for the four county-administered consortia systems that comprise the Statewide Automated Welfare System (SAWS) to extract the data.

**PANELISTS**

- Department of Social Services and Office of Systems Integration
- Department of Finance
- Legislative Analyst's Office
- Public Comment

**STAFF COMMENT**

This Subcommittee previously considered the Work Incentive Nutritional Supplement (WINS) Proposal, as was adopted in the 2008-09 Budget Act and Human Services trailer bill (AB 1279, Chapter 759, Statutes of 2008). WINS provides a $40 food benefit to working families who are receiving food stamps but not receiving CalWORKs assistance if they are participating sufficient hours in paid employment to meet federal TANF work participation requirements. The statute required DSS to begin implementation of WINS benefits October 1, 2009 and achieve full implementation by April 1, 2010; however the appropriation of $2 million that was included to begin programming guidance activities was vetoed entirely by the Governor. DSS proposed Trailer Bill Language to delay implementation until October 1, 2011 with full implementation by April 1, 2012.

Though CBARS is a laudable automation endeavor to assist in collecting more accurate information, there are significant questions as to how the implementation will result in timely and useful tools for caseworkers and real benefit for struggling clients, particularly in county environments that are stretched in service provision and in local economies where unemployment rates are exceeding 10 percent.

WINS has the doubly positive effect of raising the WPR as well as providing a real food benefit for families. Resources budgeted for CBARS could be redirected to WINS automation purposes in 2009-10.

**Questions:**

Department and OSI, please provide a brief overview of the proposed project.

Department and OSI, how exactly would CBARS help improve the services or benefits for low-income families receiving CalWORKs?

Department and OSI, how would delays in collecting verification from clients or service providers affect the ability of CBARS to provide longitudinal reports?
LAO, please comment on the WPR effects for both the CBARS proposal and the WINS proposal. What are impacts of the TANF Emergency Contingency Fund here?

Staff Recommendation:

Reject the administration’s DSS and OSI proposals on CBARS and redirect the $1.82 million to begin implementation of the WINS program. Adopt corresponding placeholder trailer bill language to adjust the timeline for WINS implementation in current law, extending each deadline by one year or other appropriate measure as to be determined after further consultation with counties, the LAO, and the administration.
BACKGROUND

The administration is continuing with the development of a new Child Welfare computer system, referred to in the past as the New System and now as CWS/Web, to eventually replace the legacy CWS/CMS system. The CWS/CMS is a statewide computer system deployed in all 58 counties to support the administration of Child Welfare Services (CWS). From 1992 until 1995, state and county staff participated with the vendor to develop system requirements and design. Statewide system implementation began in 1995, and by 1997 the CWS/CMS was in use in all 58 counties.

In 1993, the federal government offered “incentive funding” to states that would develop a Statewide Automated Child Welfare Information System (SACWIS) that met federal requirements. These systems would receive 75 percent federal funding for the first three years of system development and 50 percent thereafter. California received the 75 percent funding through 1997 when it implemented CWS/CMS and has received 50 percent federal funding since that time.

In 1999, a federal review raised concerns about the extent to which CWS/CMS complied with the requirements of SACWIS. In 2003, the federal government notified the state that CWS/CMS did not meet all SACWIS functional requirements. The missing functions included Adoptions case management, Foster Care eligibility, financial management, and automated interfaces to the Child Support and Human Services Systems. In 2004, the state submitted a plan (referred to as the Go Forward Plan) to the Department of Finance (DOF) and the federal government for achieving SACWIS compliance and for meeting additional county business requirements. The counties had two business requirements beyond the SACWIS requirements: (1) a simplified data entry process and (2) the ability to access CWS/CMS from locations other than their office (remote access). The plan proposed to conduct a study to determine the technical viability of the current system to provide the additional functionality and a technical analysis of alternatives. The federal government approved the plan and the State has moved forward with CWS/Web.

Counties state that the new system will significantly improve the tools that county social workers have to investigate alleged child abuse, stabilize families, support children in foster care, and increase adoptions. The interfaces with other automated systems will enable social workers to quickly learn more about a family before taking life-changing actions to protect the child. The system will also allow the social worker to access information while working with families in their homes or collaborating with schools and community organizations. With this information, workers will be able to readily guide families to services that address their needs. In addition, the system will provide an inventory of available Foster Homes, which will allow county staff to more efficiently place children where their needs can be met. The system will add support for the adoptions program. Greater automation support will enable staff to more effectively
match children with prospective parents, improving adoption outcomes. Robust reporting tools will provide the Legislature, the administration, and the counties with critical information to continually improve Child Welfare Services program outcomes.

2009-10 BUDGET REQUESTS

CWS/Web Development.

- DSS requests a net increase of $438,000 ($200,000 General Fund) for three, two-year limited term positions and one permanent position to support activities associated with the planning, vendor selection, detailed system design, implementation, and transition to the CWS/Web Project. The request is based on an assessment of the status of the new system project. DSS states that need to implement this new system will involve better protection for children, improve county operational effectiveness to fulfill federal Statewide Automated California Welfare System (SACWIS) requirements. Failure to comply with federal SACWIS requirements will result in a loss of on-going federal funding and a requirement to repay funds previously incurred.

- OSI requests a net increase of $1.737 million for six positions. The adjusted funding level will provide the necessary resources for staff, operating expenses and equipment, and contract services in support of the CWS/CMS Web system development. Included in this request is funding for increased contract services and an increase for county travel, offset by reductions to hardware and software.

CWS/CMS Maintenance and Operations (M&O).

- This supplementary premise requests a net increase in DSS Local Assistance of $1.738 million and a corresponding decrease in OSI spending authority in the amount of $797,000. The adjustment consists of an increase for two positions, an increase for consultant services, and an increase for Data Center Services, offset by a reduction in Prime Vendor Services.

PANELISTS

- Department of Social Services and Office of Systems Integration
- Department of Finance
- Legislative Analyst's Office
- Public Comment
Questions:

Department and OSI, please provide a brief overview of the budget requests in CWS/CMS.

Department and OSI, please review the status of SACWIS funding and its interrelationship with continued development of CWS/Web.

Department and OSI, please discuss the role of the stakeholder management consultant for CWS/CMS M&O.

Staff Recommendation:

While the Subcommittee reserves the ability to reopen this open if a need is seen for further review, staff recommends approval of the budget proposals as presented by the administration related to CWS/CMS M&O and CWS/Web systems.
ISSUE 3: STATEWIDE AUTOMATED WELFARE SYSTEM (SAWS)

BACKGROUND

Since the 1970s, the state has made various efforts to develop a single, statewide automated welfare system. Each county uses one of four automated systems to administer California’s human services programs. In the 1990s, the state was working with certain counties to develop an automation system which came to be known as the Interim Statewide Automated Welfare System (ISAWS). At the same time, Los Angeles County was pursuing its own system called the Los Angeles Eligibility Automated Determination, Evaluation, and Reporting System (LEADER). Meanwhile other counties came together to pursue their own automated systems. Each group was attempting to demonstrate that its system could be the one statewide system.

There was active discussion about this in the 1995 budget hearings and the Legislature ultimately decided that one statewide system was not feasible. The 1995 Budget Act instructed the Health and Welfare Data Center, now the Office of System Integration (OSI) to collaborate with the County Welfare Directors Association (CWDA) on a consortia strategy for statewide welfare automation. Specifically, the Legislature required that there be “...no more than four county consortia, including ISAWS and LEADER.” During the fall of 1995, OSI worked with CWDA and the counties to develop an agreement on the consortia systems and their member counties. They decided there would be two more consortia in addition to ISAWS and LEADER. An existing system, which included Bay Area counties, would be renamed CalWIN and the Merced County system would be renamed Consortium IV (C-IV). The remaining, unaligned counties selected the consortium they each wanted to join and the four county consortia were formed.

In the 2008-09 Budget, the Legislature adopted trailer bill language inserting various timelines on the migration of the 35 counties that currently use the ISAWS to the C-IV system.

ISAWS MIGRATION

Counties state that migration to the C-IV system will eliminate the obsolete ISAWS system, saving $36 million annually. The C-IV system takes a holistic view of public assistance, employment and child care programs, and applies policies in a consistent manner while accommodating ever-changing program requirements. C-IV provides for more accurate and timely delivery of services and benefits. The standardized intake and ongoing application processes result in the elimination of errors and redundancy. The C-IV system contains current policy and regulations. Since the existing ISAWS system is not current to policy, it forces staff to complete tasks manually “outside” the system. With migration, time will no longer be spent on those manual tasks, resulting in the avoidance of the costs associated with the additional staff time. Providing this basic functionality will allow county staff to spend more time assisting clients.
C-IV

As use of the Internet increased, vendors began to develop applications that could be accessed over the web, referred to as “web enabled.” Web enabled applications do not require special software on a PC to access the application like client/server applications. At the time C-IV was being formulated, vendors also changed the way they develop large systems. Now a series of smaller applications are developed and each performs a discreet function or “service.” This is referred to as “service-oriented architecture” and it allows for system changes to be accomplished more quickly. The C-IV system takes advantage of these more current technologies. This makes it easier to maintain and less expensive to adapt the C-IV system to process and regulatory changes.

C-IV provides document imaging that will eliminate the maintenance, storage and tracking of hard copy case files. C-IV incorporates an interactive voice response subsystem that automatically will respond to client inquiries without caseworker intervention. The C-IV system allows for direct access and maintenance of a directory of resources. Service providers can update their own information regarding training and employment programs and child care vacancies. Clients will have access to more information from which to make informed choices.

WELFARE CLIENT DATA SYSTEM OR CALWIN

The WCDS Consortium CalWORKs Information Network (CalWIN) system is managed by the 18 consortium counties.

The technology used to develop CalWIN is referred to as client/server. With this technology, the data is stored in a database on a large mainframe. This data interacts with an application on the desktop personal computer (PC). For client/server systems, as the amount of software on the PC grows, the PC must also grow. Therefore, the PC’s capacity must be increased periodically via an upgrade or replacement. This drives up the cost of maintaining client/server systems.

LEADER REPLACEMENT SYSTEM

The LEADER Replacement System (LRS) will replace the existing LEADER system, which is based on proprietary technologies. LRS will provide significant benefits to Los Angeles County’s health and human services program participants, as well as County’s eligibility workers. The LRS architecture (e.g., SOA, modularity, rules and work flow engines) will provide the flexibility to rapidly respond to the changing welfare policy environment, quickly adapting to new business needs, and accelerating process improvements to increase productivity and efficiency in operations and delivery of services to the public. The LRS solution will leverage other current technologies and
capabilities (e.g., e-Learning, knowledgebase) to accelerate staff development and facilitate knowledge transfer and sharing. The implementation of e-Government functionality in LRS will enable self-screening and on-line application functionality to potential and existing participants, as well as web-based case maintenance functionality to service providers which will improve service access and delivery to the public.

The 17-month Budget package included a delay in LEADER replacement by six months in the 2009-10 budget year, moving development activities to July 1, 2010 instead of January 1, 2010. Due to this action, $14.6 million in General Fund was scored for the 2009-10 budget, with these costs for the project moved forward by six months. There are significant concerns regarding any further additional delays. These center around cost duplication in future years, continued reliance on a sole source contract, and scrutiny by federal agencies potentially jeopardizing funding if such action were taken.

### 2009-10 BUDGET REQUESTS

- **C-IV.** This supplementary premise requests a net increase of $1.387 million in 2009-10 for ongoing M&O services for the current C-IV system, provides new foster care functionalities to the existing system, and to conduct a competitive procurement for continuing M&O services.

- **Welfare Client Data System or CalWIN.** This supplementary premise requests a net increase of $2.854 million in 2009-10 for caseload growth, database license upgrades, M&O Reprocurement, and hardware and software maintenance, offset by reductions for tech refresh and networking charges.

### PANELISTS

- Department of Social Services and Office of Systems Integration
- Department of Finance
- Legislative Analyst's Office
- Public Comment

### Questions:

Department and OSI, please provide a brief overview of the outlined requests in SAWS.

Department and OSI, what oversight, monitoring, and review mechanisms exist for information technology consortia contracts that support these systems?

### Staff Recommendation:

While the Subcommittee reserves the ability to reopen this open if a need is seen for further review, staff recommends approval of the budget proposals as presented by the administration related to SAWS, including the C-IV and Cal-WIN adjustments.
ISSUE 4: CMIPS II

BACKGROUND

The In-Home Support Services (IHSS)/Personal Care Services Program (PCSP) was established in 1973 and is administered at the county level by county welfare departments and at the State level by DSS Adult Programs Division (APD). California considers IHSS/PCSP service recipients to be the "employers" of their service providers for purposes of managing, hiring, firing, and training. As a result, legislation in 1978 mandated DSS to develop and maintain a payroll system to relieve IHSS/PCSP recipients of their payrolling responsibility as the employer of record. DSS contracted with Electronic Data Systems (EDS) for the development, implementation, and operation of the Case Management, Information, and Payrolling System (CMIPS). EDS has held the contract to operate and maintain the system since its development.

The purpose of the CMIPS II Project is to award and administer a contract to build, operate, and maintain a replacement system for the more than 20-year-old legacy CMIPS. The Project has two phases – planning and implementation. In the planning phase, the Project Office conducts the competitive procurement and awards a contract to the winning bidder. The projected CMIPS II Contract work start date, and consequently Implementation phase start up, was extended nine months from July 1, 2007 to April 1, 2008 to enable the State to competitively procure consultant services to perform an independent cost evaluation, support the independent contractor in completing the cost assessment, and conduct contract negotiations and update Project planning and budget documents.

The current CMIPS system provides very basic payrolling and minimal case management support for the In-Home Supportive Services (IHSS) program. CMIPS II, which is currently in development, will significantly improve county ability to manage this fast-growing program. This new system will provide social workers with essential case management tools to correctly assess client needs, monitor care, identify instances when follow-up is needed, and share appropriate information between staff. CMIPS II will also include a centralized payroll system for IHSS provider payroll production, which will fully support negotiated employee benefits. In addition, the system will interface with the Medi-Cal eligibility systems, enhancing accuracy and improving client understanding of their eligibility and their Share of Cost for services. New tools in the CMIPS II system will assist county staff to improve program integrity by identifying potential problems for investigation.

2009-10 BUDGET REQUEST

This supplementary premise requests a reduction of $33 million in 2008-09 and $31 million in 2009-10 to reflect the delayed start of the implementation phase. This delay does not affect the total project budget or project schedule as included in the approved CMIPS II Fall 2007 Implementation Advance Planning Document (IAPD).
reduction of the DSS Local Assistance budget is $31.864 million for 2008-09 and $14.223 million for 2009-10.

SPRING FINANCE LETTER

The Subcommittee is additionally in receipt of a Spring Finance Letter that requests an increase of $12.064 million to reflect a shift in CMIPS II project costs from fiscal year 2008-09 to 2009-10. This request aligns the OSI expenditure authority with the funding amounts reflected in the DSS Local Assistance Estimate. The shift does not affect the total project budget as shown in the approved CMIPS II Fall 2007 IAPD, but distributes costs over the remaining term of the project.

PANELISTS

- Department of Social Services and Office of Systems Integration
- Department of Finance
- Legislative Analyst's Office
- Public Comment

Questions:

Department and OSI, please provide a brief overview of the outlined requests for CMIPS II in the SPI and the Spring Finance Letter.

Department and OSI, what additional features in CMIPS II will assist in strengthening program integrity for the IHSS program?

Staff Recommendation:

While the Subcommittee reserves the ability to reopen this open if a need is seen for further review, staff recommends approval of the budget proposals as presented by the administration related to CMIPS II both in the SPI and the Spring Finance Letter.