Expansion of CalFresh to Supplemental Security Income and/or California State Supplementary Payment (SSI/SSP) Recipients Legislative Briefing Report

Beginning June 1, 2019, SSI/SSP recipients are eligible to apply for CalFresh. The Human Services Omnibus Bill (Assembly Bill 1811) reversed the long-standing policy known as "cash-out" that made SSI/SSP recipients ineligible for CalFresh (Chapter 35, AB 1811). AB 1811 also created two state funded nutrition benefit programs, known as the Supplemental Nutrition Benefit (SNB) and Transitional Nutritional Benefit (TNB) programs. These programs provide state funded food benefits to households adversely impacted by the policy change. Throughout this report, "SSI recipients" refers to recipients of SSI and/or SSP.

A. Impact on the CalFresh Caseload Overall

As a result of the expansion of CalFresh, between June 2019 and November 2019, the statewide CalFresh caseload increased consistently (households and persons). Figures 1 and 2 below demonstrate this increase.

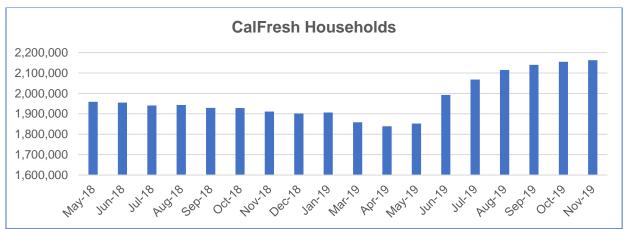


Figure 1: Total CalFresh Households Over Time

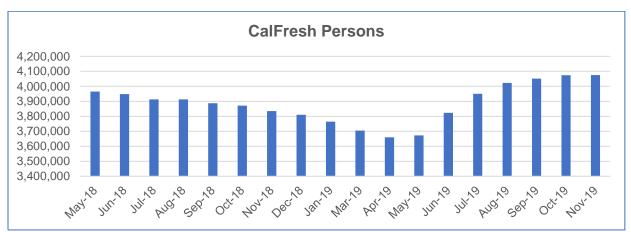


Figure 2: Total CalFresh Persons Over Time

Table 1 below shows the rate of increase in CalFresh households and persons. Note that the rate of increase in households outpaced the rate of increase in persons. This is likely driven by an overall increase in one- and two-person households as a result of the expansion of CalFresh. Many newly eligible households that include SSI recipients are households of one and two. Table 2 below shows the resulting decrease in the average household size statewide.

	2019 Monthly Change (%)					
	May-Jun	Jun-Jul	Jul-Aug	Aug-Sep	Sep-Oct	Oct-Nov
CalFresh Households	7.55%	3.79%	2.28%	1.17%	0.70%	0.34%
CalFresh Persons	4.10%	3.34%	1.84%	0.71%	0.55%	0.04%

Table 1: CalFresh Caseload Rate of Change

Calendar Year	Average HH Size
2014	2.15
2015	2.10
2016	2.07
2017	2.06
2018	2.02
2019 (Jan-Nov)	1.94
2019 (Jun-Nov)	1.90

Table 2: CalFresh Caseload Average Household (HH) Size

With the increase in total CalFresh households and persons receiving CalFresh, total CalFresh benefits issued statewide also increased. Figure 3 below shows monthly CalFresh dollars issued since April 2019, and the monthly % change. Between May 2019 and November 2019, total benefits issued increased by about 3.24%, i.e., from \$489,096,695 in May 2019 to \$504,956,122 in November 2019.

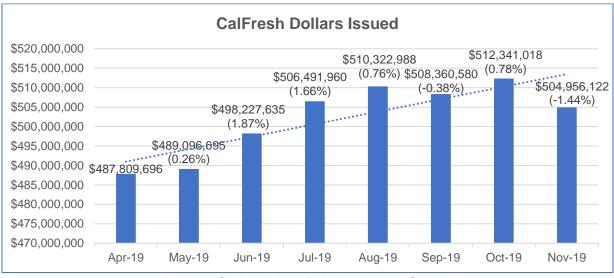


Figure 3: CalFresh Benefit Dollars Issued Statewide

Figure 4 below shows the average benefit amount per CalFresh household and per person. After implementing the expansion of CalFresh, the average benefit amount per household and per person decreased. This is likely driven by the overall increase in one- and two-person households and a decrease in overall benefit eligibility at the household- and individual-level because households including an SSI recipient often have more income relative to other CalFresh households.

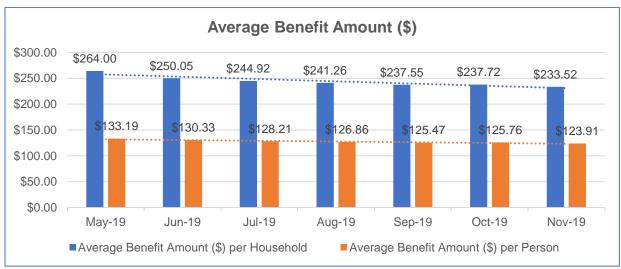


Figure 4: Average Benefit Amount

B. Impact on Households with Members Receiving SSI

Number of Applications and Approval Rates

Between June 2019 and November 2019, about 311,311 new CalFresh applications from households including at least one SSI recipient member were processed. Of these new applications, 281,196 were approved and 30,115 were denied. These newly processed applications include a total of 366,820 SSI recipients (table 3). On average, there were about 1.2 SSI recipients in these new CalFresh households (table 4.). Figure 5 provides snapshot of new CalFresh applications approved and denied each month since June 2019.

	New CalFresh Applications Processed	Total SSI Recipients Processed
Jun-19	115,929	134,259
Jul-19	79,242	92,677
Aug-19	44,642	52,007
Sep-19	27,671	32,775
Oct-19	24,341	29,592
Nov-19	19,486	25,510
Total	311,311	366,820

Table 3: New CalFresh Applications ProcessedContaining at Least One SSI Recipient and SSIRecipients Processed

	SSI Recipients per New Application Processed
Jun-19	1.16
Jul-19	1.17
Aug-19	1.16
Sep-19	1.18
Oct-19	1.22
Nov-19	1.31
Average	1.20

Table 4: SSI Recipients per New CalFresh Application Processed

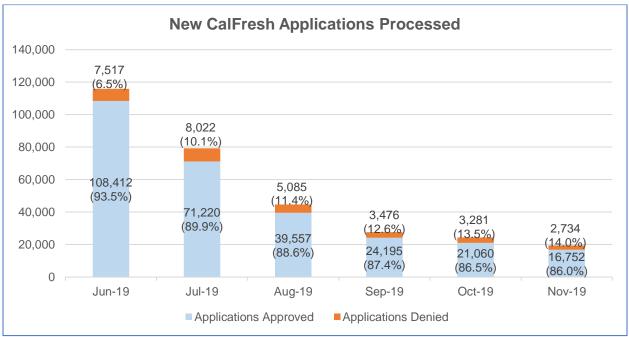


Figure 5: New CalFresh Applications Processed Including at Least One SSI Recipient

C. Implementation of the Supplemental Nutrition Benefit (SNB) and Transitional Nutrition Benefit (TNB) Programs

Figure 6 provides a snapshot of SNB and TNB program participation since June 2019 and figure 7 shows monthly SNB and TNB dollars issued since June 2019.

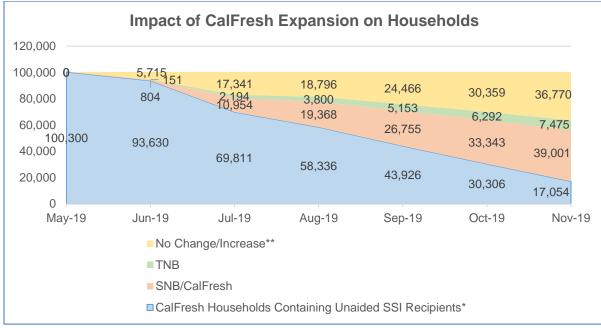


Figure 6: Outcome of CalFresh Expansion on Continuing Households

*Count of CalFresh households that include an excluded SSI recipient member and have not yet implemented the expansion of CalFresh.

**"No Change/Increase" category also includes households that may have left CalFresh after June 1, 2019 for reasons unrelated to the expansion of CalFresh.

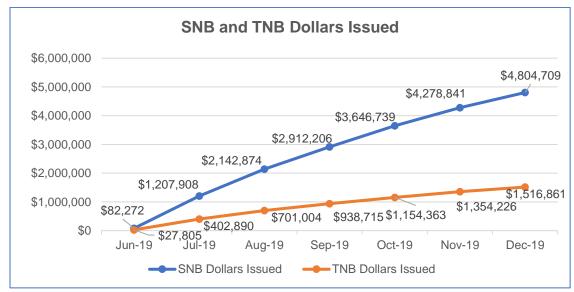


Figure 7: SNB and TNB Dollars Issued

D. Statewide Outreach Campaign and Partnerships

California dedicated \$5 million in general fund, for a total of \$10 million after federal match, to carry out CalFresh outreach activities in support of the expansion of CalFresh to SSI recipients. The CDSS used these funds for two primary purposes: (1) to develop a statewide outreach campaign and (2) to expand partnerships in support of providing community outreach and application assistance.

CalFresh Statewide Outreach Campaign

To increase awareness of the expansion of CalFresh, the CDSS implemented a first-ofits-kind statewide outreach campaign that employed several communication and media strategies. The statewide campaign involved the creation of concise and client friendly messaging, partner and stakeholder engagement, the development of tools to support application, such as a new webpage and office locator, outreach material development, social media, radio ads, and mailers.

The success of this first-ever statewide outreach campaign was dependent on creating a simple statewide message about how SSI recipients could apply for CalFresh. This simple statewide message was built around the "Click, Call, Come-In" framework. The "Click" option drives potential applicants to GetCalFresh.org, the "Call" option drives potential applicants to the state CalFresh information line, and the "Come-In" option drives potential applicants to the newly developed "find an office" tool that identifies the closest local county office for in-person application. The "Click, Call, Come In" framework was also the cornerstone of planning for on the ground implementation.

To engage partners and stakeholders and coalesce around the "Click, Call, Come In" approach as well as build knowledge about the different components of the campaign, the CDSS hosted a State Outreach Campaign Kick-off event launching the CalFreshFood.org public-facing webpage and digital Outreach Tool Kit for partners. The event took place at the California Endowment Sacramento location and was live streamed for remote partners to join. Clients, advocates, outreach partners, application assisters, and county partners shared feedback on the collaborative efforts undertaken to create the client-centered campaign and spread excitement about the upcoming policy change and positive impact on clients.

Materials

The CDSS created various materials for messaging the expansion of CalFresh to SSI recipients. Materials include three unique toolkits targeted to (1) older adults, (2) people with disabilities, and (3) caregivers. The toolkits contain brochures, posters, flyers, and fact sheets. Toolkits are available in English, Spanish, Vietnamese, Russian, and Chinese.

Social Media

The CDSS created sample social media messages for various platforms, including Facebook and Twitter. In addition, the CDSS launched a paid social media campaign for Facebook and Instagram which ran from October 21, 2019 through October 31, 2019. The paid social media campaign included 0:15 and 0:60 second video ads

tailored to each of the three target audiences: older adults, people with disabilities, and caregivers. Table 5 shows the results of the highly successful social media campaign. The paid social media campaign resulted in a 21.67% conversion rate compared to Facebook's average conversion rate of 9.21%.

Measurement	Definition	Outcome
Impressions	The number of times an ad	6,079,981 impressions
	was seen on screen	
Link Clicks	The number of times an ad	90,189 link clicks
	was clicked sending individuals	
	to CalFreshFood.org	
Conversions	The number of individuals who	19,541 conversions
	clicked through to	
	CalFreshFood.org and clicked	
	on one of the "Call, Click,	
	Come-In" buttons	
Conversion Rate	The number of conversions	21.67%
	divided by link clicks	

 Table 5: CDSS Paid Social Media Campaign Results

Radio Ads

The CDSS ran a paid radio campaign from August 5, 2019 through September 30, 2019. The primary target audiences were older adults and people with disabilities. Secondary audiences were family members, caregivers and client advocates. The paid radio campaign included a 0:30 second spot recorded by the California Health and Human Services Secretary, Dr. Mark Ghaly, pre-recorded spots in Spanish, Mandarin and Cantonese, and live on-air reads. Table 6 shows the results of the campaign.

Language	Total Impressions	Radio Markets
English	54,834,105	Bakersfield, Chico, Fresno, Los Angeles, Merced, Modesto, Monterey-Salinas, Oxnard-Ventura, Riverside-San Bernardino, Sacramento, San Diego, San Francisco, San Jose, Santa Barbara, Stockton, Visalia-Tulare-Hanford
Spanish	17,355,110	Fresno, Los Angeles, Riverside-San Bernardino, Sacramento, San Diego, San Francisco, San Jose, Santa Barbara, Visalia-Tulare-Hanford
Mandarin/Cantonese	525*	Los Angeles, Sacramento, San Francisco
Total	72,189,215	16 markets and 36 counties
*The Asian market is comprised of smaller independent stations that are not able to provide impressions delivered.		

Table 6: CDSS Paid Radio Campaign Results

CalFresh Website

The CDSS launched <u>www.CalFreshFood.org</u> to provide a one-stop-shop for both current and potential CalFresh applicants, partners, and other stakeholders. All materials developed for the campaign directed interested individuals to CalFreshFood.org which houses active links according to the "Click, Call, Come-In" application framework, along with a partner's page that houses all of the campaign materials.

Enhanced CalFresh Information Line

The CDSS enhanced the capacity of existing CalFresh information line to provide additional call capacity in anticipation of increased call volume, language access needs, and a need to better connect clients to counties by phone. Figure 8 shows call volume to the CalFresh information line between May 2019 and December 2019.

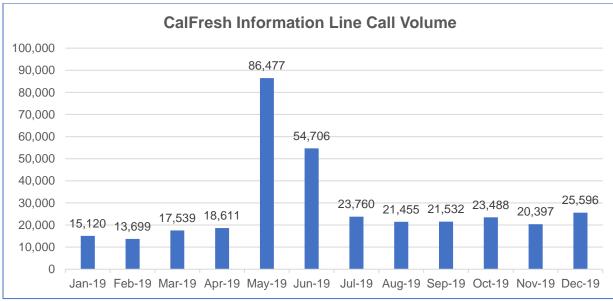


Figure 8: CIL Number of Calls January 2019 through December 2019

In April 2019, the CalFresh information line added four new languages in addition to English and Spanish, including: Cantonese, Russian, Korean, and Vietnamese. Table 7 shows the CalFresh information line count of language selections from January 2019 through December 2019.

Language	CalFresh Information Line Count of Language Selection
English	276,601
Spanish	27,267
Vietnamese	1,819
Russian	1,581
Cantonese	1,507
Korean	966

Table 7: CalFresh Information Line Count of Language Selection January 2019 through December 2019

Mailers

The CDSS designed and distributed over 1.2 million informational postcards to potentially CalFresh eligible SSI recipients. The statewide mailers informed SSI recipients about the expansion of CalFresh, provided easy to digest details about the policy change, and used the "Click, Call, Come-in" framework to promote application. Call volume to the CalFresh information line increased substantially in May 2019 when the mailers were sent statewide. The extraordinarily high call volume in May 2019 suggests the mailers were successful in reaching SSI recipients.

Op-Eds

The CDSS facilitated the creation and placement of various opinion editorial pieces through local media outlets. These op-eds include the voices of various community leaders such as Alejandra Campoverdi from Well Women Coalition published in La Opinion and Rita Saenz from America Association of Retired Persons published in the Sacramento Bee.

American Sign Language Video Blog

The CDSS produced an American Sign Language (ASL) video blog (vlog) to provide a brief overview of the CalFresh expansion to those who are deaf or hard of hearing. The ASL vlog also included a brief walkthrough and navigation of the CalFreshFood.org webpage.

New and Expanded Outreach Partnerships

To further the success of the statewide CalFresh Outreach campaign, new outreach partnerships were developed with organizations serving older adults and people with disabilities and existing partnerships where further leveraged.

New outreach partnerships resulted in the addition of three new prime contractors to the CalFresh Outreach network, including the California Department on Aging (CDA), the California Department of Rehabilitation (DOR), the California Department of Developmental Services (DDS), as well as 82 community based organizations (CBOs), each with the potential to reach SSI recipients in all 58 counties across California.

The CDA, DOR, and DDS and their networks are uniquely qualified to conduct outreach to SSI recipients. Through these partnerships, the CDA, DOR, DDS, and their networks are collectively estimated to submit a total of 74,046 new CalFresh applications containing at least one SSI recipient member starting in July 2019 and through the end of Federal Fiscal Year 2020 (FFY 2020).

Prime	Target Population	Methodology
California Department of Aging (CDA) and 33 Area Agencies on Aging (AAA)	Older adults who are receiving services through the AAA network	 Disseminate materials Schedule mailings Engage volunteers Coordinate with Title IIIC Congregate meals, Title IIID Disease Prevention and Health Promotion classes, SNAP-Ed activities, and home-delivered meals programs Provide application assistance through in person, over the telephone, and online enrollment processes
California Department of Rehabilitation (DOR) and 28 Independent Living Center (ILC)	People with disabilities who are receiving services through the ILC network	 Disseminate personalized outreach materials with Independent Living Center specific information at varying sites, county agencies, and within Independent Living Center consumer mailings Provide Pre-screening and application assistance online, via telephone, and in-person; with high touchpoint and follow-up with clientele
California Department of Developmental Services (DDS) and 21 Regional Center	People with developmental disabilities who are receiving services through the Regional Center network	 Disseminate outreach materials at regional center sites Schedule mailings Provide messaging tools for Regional Center staff to communicate with clientele, and their family and caregivers Provide one-on-one prescreenings and application assistance online, via telephone, and in-person to developmentally disabled clientele and/or their caregivers

Partner contracting and onboarding on the tight timeframe required by the expansion of CalFresh proved to be the most challenging aspect of developing these new partnerships. To address this, the CDSS expedited contracting activities and the CalFresh Outreach team provided intensive technical assistance (TA). Technical assistance addressed the programmatic, fiscal, and data reporting requirements of becoming a contracted outreach provider, as well as the general program and policy knowledge required to provide accurate application assistance for SSI recipients.

To onboard these new partners, the CalFresh Outreach team developed a webinar training series, that was also available to the entire outreach network, including the following:

- Access for All Guest Speaker Webinar Series subject matter experts provided an overview of best practices in providing excellent customer service to older adults and people with disabilities;
- CalFresh Policy Webinar Series refresher trainings providing a basic overview of CalFresh and relevant policies related to the expansion of CalFresh to SSI recipients; and
- CalFresh Outreach Webinar Series –contractor-specific reporting and fiscal processes.

In addition, leading up to the CalFresh and SSI Outreach Campaign Kick-off and the onboarding activities, the CalFresh Outreach team instituted a weekly communication providing application assisters the latest updates on the expansion of CalFresh.

Leveraging Existing Partnerships

California Association of Food Banks

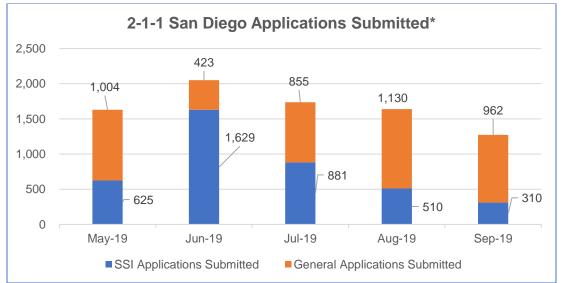
The California Association of Food Banks normally provides CalFresh outreach and application assistance. For the purposes of this effort, the CDSS utilized the expertise of this partner to support the onboarding of the new outreach partners, including CDA, CDR, and DDS, and their networks.

Prime	Target Population	Methodology
California Association of Food Banks	CDA & Area Agencies on Aging, DOR and Independent Living Centers, DDS and Regional Centers	 Prime contractor onboarding training Four regional trainings covering CalFresh policy and application assistance CalFresh policy interactive slide deck CalFresh Outreach fiscal webinar

2-1-1 San Diego

The CDSS expanded its partnership with 2-1-1 San Diego, a confidential phone-service organization that specializes in providing telephonic application assistance to clients who may be experiencing language access barriers. Through this expanded partnership, 2-1-1 San Diego and their CBO network will provide application assistance to SSI recipients who may be experiencing language access barriers. This partnership is anticipated to result in the submission of an additional 13,467 CalFresh applications for FFY 2019 and FFY 2020. Figure 9 shows that from May 2019 through September 2019, 2-1-1 San Diego submitted a total of 3,955 applications from SSI recipients.

Prime	Target Population	Methodology
2-1-1 San Diego with their 12 CBOs	All likely CalFresh-eligible populations including older adults and people with disabilities who may be receiving SSI benefits. An emphasis is placed on clientele with language access barriers.	 Telephonic application assistance In-person application assistance Use data to inform neighborhood level information to target eligible populations Utilize specific messaging and strategies for specific populations



*Applications submitted does not include applications from their 12 CBO network. Figure 9: 2-1-1 San Diego Applications Submitted from May 2019 through September 2019 Table 8 shows the language of applications submitted by SSI clients through the partnership with 2-1-1 San Diego compared to all applications from May 2019 through September 2019.

Languages	Application Languages* SSI clients	Application Languages* All clients
English	2,971	6,480
Spanish	651	1,323
Data not		
captured	213	345
Tagalog	21	40
Russian	30	33
Other	14	31
Vietnamese	18	22
Farsi	13	21
Arabic	8	18
Mandarin	3	11
Korean	6	7
Cantonese	2	5
Chinese	3	3
Punjabi	2	2
Filipino	0	0

*Applications submitted does not include applications from their 12 CBO network. Table 8: 2-1-1 San Diego Application Languages May 2019 through September 2019

Code for America

Code for America operates GetCalFresh.org, a mobile-friendly and simplified online application assistance tool. Beginning May 2019, GetCalFresh.org was made available statewide, providing application assistance in all 58 counties for the first time. In July 2019, GetCalFresh.org also began providing assistance in Traditional Chinese, in addition to English and Spanish.

GetCalFresh.org allows clients to apply for CalFresh benefits in less than 10 minutes. The tool can be accessed via multiple platforms including a desktop computer, tablet, and cellphone with either Android or iOS software. With GetCalFresh.org available statewide, Code for America is estimated to provide CalFresh outreach and application assistance to an additional 145,800 SSI recipient applicants for FFY 2019 and 2020. Of the total applications submitted in 2019 through GetCalFresh.org, an estimated 30% had at least one SSI recipient in the household.

Figure 10 shows that the total volume of applications submitted via GetCalFresh.org increased in May 2019 and peaked in June 2019, likely as a result of the mailers sent as part of the broader outreach campaign. GetCalFresh.org has maintained a higher

application volume post-implementation compared to pre-implementation of the expansion of CalFresh.

Prime	Target Population	Methodology
Code for America	All likely CalFresh-eligible populations, including older adults and people with disabilities who may be receiving SSI benefits. SSI beneficiaries through the Social Security Administration.	 On-line application assistance through the GetCalFresh.org application assistance tool Utilize specific messaging through social media platforms Custom GetCalFresh.org portal for the Social Security Administration workers

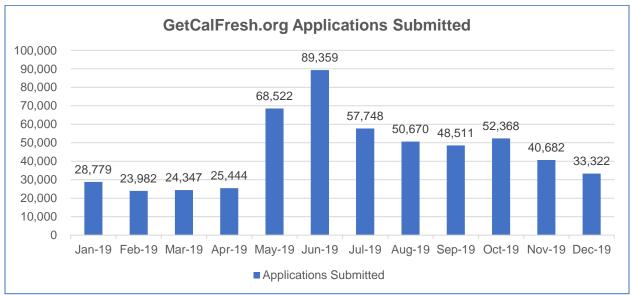


Figure 10: GetCalFresh.org Applications Submitted January 2019 through December 2019

In addition to the publicly available GetCalFresh.org online application tool, the CDSS leveraged its partnership with Code for America to develop a simplified application assistance tool for the Social Security Administration (SSA). The SSA offices in California are the only SSA offices in the country providing required CalFresh application assistance electronically. The unique tool, which is only available to SSA workers, allows SSI applicants or recipients who are doing business in the SSA office to receive application assistance and submit an application online without completing a CalFresh interview. The tool went live statewide in June 2019, and Figure 11 shows that a total of 27,614 applications were submitted through December 2019.

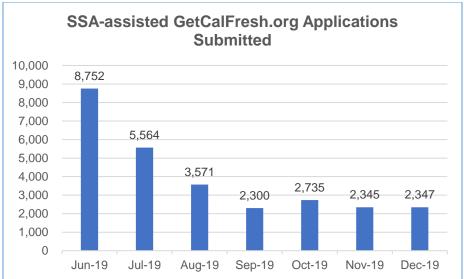


Figure 11: GetCalFresh.org Applications Submitted June 2019 through December 2019

CDSS Deaf Access Program

The CDSS CalFresh Branch partnered with the CDSS Deaf Access Program (DAP) to provide funding to their contracted DAP agencies that provide services throughout California. The DAP and contracted agencies provide services to the entire state in eight service regions. These agencies will provide CalFresh outreach and application assistance to the deaf and hard of hearing population that receive SSI who may now be eligible to receive CalFresh benefits.

E. Implementation Strategies

To guide implementation planning, the CDSS identified four key strategies and deliverables outlined below.

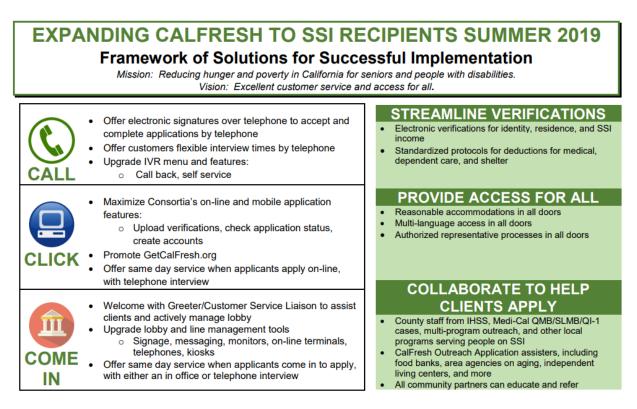
E	ngage and mpower lients	2.	Target Outreach for Awareness and Assistance	3.	Streamline Customer Experience at Initial Application and Beyond	4.	Develop Policy, Automation, and Training Foundation
st • C • C m • C	lient takeholders lient stories lient journey napping lient data ashboard	•	Comprehensive partner network for outreach/in- reach Outreach kits and campaign Application assisters serving seniors and people with disabilities Application assistance tools: on-line, in-person, and by phone	•	County "Framework of Solutions" for successful implementation County technical assistance, peer trainings, and resource kits Statewide service enhancements	•	Policy guidance, notices, and forms Statewide Automation Welfare System USDA, SSA, and Tribal partnerships Policy webinar training series

These four implementation strategies were carried forward by several advisory groups. Each group was comprised of key stakeholders and was asked to focus on one of the implementation strategies. Each group advised on the development of implementation plans and process, contributing to best practices sharing and provided key feedback to CDSS. The advisory groups began meeting July 2018 and continued to meet bi-monthly through October 2019 including:

- All Stakeholder Implementation Advisory Group open to all;
- Customer Experience Advisory Group invite-only comprising of the County Welfare Directors Association of California (CWDA), county welfare departments (CWDs), and the Californians for SSI Coalition (CA4SSI), including clients and client advocates;
- Outreach Advisory Group invite-only comprising of CWDA, CWDs, CA4SSI, and CalFresh Outreach prime contractors;
- Data Technical Work Group invite-only comprising of CWDA, CWDs, CA4SSI, and researchers.

F. Implementation Challenges and Solutions

A key focus of the Customer Experience Advisory Group was to identify opportunities, barriers, and potential solutions to streamline the customer experience. The group developed a "Framework of Solutions for Successful Implementation" as seen below.



This framework, which was developed with stakeholder input and is aligned with the "Call, Click, Come-In" framework for application highlights potential solutions that could be implemented by counties in support of the three customer access points. The framework was expanded to further include strategies to streamline verifications, provide access for all, and collaborate to help clients apply.

The framework of solutions also guided the development of CDSS' State Readiness Plan and individual county readiness plans which can be found online at <u>www.cdss.ca.gov/inforesources/calfresh/supplemental-security-income/resources</u>. The purpose of the County Readiness Plan was to assist CWDs in evaluating their overall preparedness for the expansion and to identify potential gaps in readiness. In turn, the CDSS used the county readiness plans to identify technical assistance needs.

Ahead of implementation, CDSS, CWDs, and stakeholders identified potential operational challenges related to enrolling newly eligible SSI recipients. As these potential challenges were identified, implementation and contingency plans were developed with these potential challenges in mind in order to avoid implementation issues. Examples of these potential challenges and solutions are outlined in the table below.

Operational Activity	Example of Potential Challenges	Example of Potential Solution
Enrollment of newly eligible SSI recipients	 Lobby management as a result of higher volumes of walk-ins Phone inquiry management as a result of longer wait times due to application volume, need for translation services, program information, etc. 	 CWDs could shift staff from non-essential tasks and offer overtime hours to address increased inquiry and application volume CWDs could leverage existing partnerships for application assistance
Supporting continuing CalFresh households with at least one SSI recipient member	 Client education regarding impact of policy changes on continuing households Informing continuing households why their benefits changed post- implementation of the expansion 	 CWDs could initiate a call queue to quickly address questions stemming from benefit adjustments for existing CalFresh households CWDs could develop educational outreach materials for ongoing households
Implementation of SNB/TNB programs	 Client education regarding household eligibility for SNB or TNB Accurate determination of SNB or TNB eligibility 	 The CDSS should provide policy guidance to CWDs via All County Letters and webinars. In turn, CWDs used these materials to develop staff training curriculum The CDSS should provide training to state hearings staff at the bi-annual State Hearings Division Conference to reduce state hearings issues caused by reduction in benefits
Language access	 Adequate staffing capacity to provide translation services (in- person and over the phone) 	 CWDs could utilize a third-party telephone interpreter service to translate between county social services staff and clients CWDs could leverage bilingual county social services staff by having those staff conduct only the CalFresh interview in the client's preferred language; other non-bilingual staff would then process the rest of the case, allowing bilingual workers to conduct more interviews daily

Access for people with disabilities	 Providing quality customer service to people with disabilities Providing client materials for people with disabilities in various formats (ASL, braille, large print, etc.) 	 The CDSS should conduct a policy webinar "Introduction to ADA and Reasonable Accommodations" that can be recorded and later posted on the CDSS webpage The CDSS should provide the CalFresh application and key program forms in large print, digitally accessible, and Braille formats available for use beginning in May 2019 The CDSS should produce and embed an American Sign Language (ASL) video on the CalFreshFood.org public facing webpage
Automation	 Development and implementation of automation design on a tight timeframe Timely implementation of the expansion of CalFresh eligibility Timely implementation of SNB/TNB 	 The CDSS should participate in regular teleconference calls and a series of automation meetings between the Statewide Automation Welfare System (SAWS) consortia and CWDs to discuss CalFresh expansion policy implications on the system California Office of Systems Integration (OSI) and California's Electronic Benefit Transfer (EBT) vendor, Fidelity National Information Systems (FIS), should confirm that the State's existing EBT infrastructure is adequate for the influx of new customers, transactions, and new cards under the expansion of CalFresh to SSI recipients SNB and TNB program benefits should be directly funded on the EBT card by a newly created state bank account