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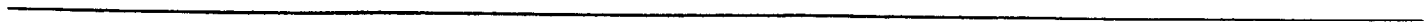
*Labrador*

WELFARE  
SIMPLIFICATION  
Thirty-Two States'  
Views on Coordinating  
Services for Low-  
Income Families

October 1986



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B-222701

October 30, 1986

The Honorable Mickey Leland, Chairman  
The Honorable Marge Roukema, Ranking Minority Member  
Select Committee on Hunger  
House of Representatives

The Honorable Harold E. Ford, Chairman  
The Honorable Carroll A. Campbell, Ranking Minority Member  
Subcommittee on Public Assistance  
and Unemployment Compensation  
Committee on Ways and Means  
House of Representatives

The Honorable Leon E. Panetta, Chairman  
The Honorable Bill Emerson, Ranking Minority Member  
Subcommittee on Domestic Marketing,  
Consumer Relations, and Nutrition  
Committee on Agriculture  
House of Representatives

As requested by your offices in November 1985, we are doing work on the integration of human services programs--a concept often referred to as "one-stop shopping." As part of that work, we sent a questionnaire to the 50 states for their views on service integration for low-income families. We also sent a questionnaire on service integration to three federal departments.

This fact sheet is in answer to your offices' request for a preliminary summary of states' responses to selected questions to help with your planning efforts and to enable your staff to gain insights into the data as we progress with our work. Thirty-two states returned questionnaires to us in time to include their responses in this fact sheet. (See app. I for a list of the 32 states.) It is important to note that (1) some of the larger states, such as California and New York, are not included in the summary and (2) although we discussed and clarified the states' responses as necessary through telephone calls, we have not completed our analysis of the responses. As agreed with your offices, early next year we will provide our analysis of the questionnaire responses of all 50 states and the federal agencies.

For purposes of this report, we used the following broad definition of service integration: the unifying of benefits and/or services to (1) allow access to and use of benefits by all clients, (2) improve effectiveness of service delivery, and (3) achieve efficient use of human service resources. Service integration may include a variety of activities either individually or in combination. For example, at the service delivery level, service integration may involve providing a common resource directory of available benefits from two or more programs, delivering benefits from two or more programs in one location, and using a single form to apply for benefits from more than one program. At the state or federal government level, service integration may involve consolidating two or more programs.

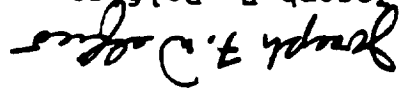
After discussions with your offices, we agreed to focus our work on low-income families--defined as families with children who live together and are eligible to receive benefits from at least one of the following six programs: Aid to Families with Dependent Children (AFDC), Emergency Assistance to Needy Families with Children (EA), Medicaid, Food Stamp, Low-Income Energy Assistance, and Section 8 Housing.

We asked the states about service integration demonstration projects begun since January 1983, recent service integration legislation their state legislatures have considered, and their views on various aspects of service integration. Also, our questionnaire included a pairing of the six programs with each other and asked the states to indicate for each pair of programs whether their service delivery units offer any of the following types of service integration: (1) collocation of services, (2) coapplication for services, (3) coeligibility determination for services, and (4) a single case manager for services. (See p. 10 for definitions of these terms.) Finally, we asked for possible reasons eligible families may not receive benefits to determine whether such reasons might be related to the lack of service integration.

A synopsis of the preliminary information based on the 32 states' responses follows:

- Thirty-one states would like to achieve more service integration, some to a much greater extent than others. (See p. 6.)
- Nineteen states have started at least one service integration demonstration project since January 1, 1983. (See p. 8.)
- Eleven states have considered legislation related to service integration since January 1, 1985. (See p. 8.)

Senior Associate Director  
Joseph F. Delitto



Further information on this fact sheet can be obtained by calling me on 275-6193.

As agreed with your offices, unless you publicly announce its contents earlier, we plan no further distribution of this fact sheet until 10 days after its issue date. At that time, we will send copies to the federal departments and the 32 states involved and other interested parties and make copies available to others upon request.

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-- The two reasons most often given by states for why eligible families may not receive benefits were (1) transportation difficulties (25 states) and (2) lack of local outreach services (21 states). (See p. 18.)

-- Most of the states indicated that the Departments of Agriculture and Health and Human Services, which are responsible for five of the six programs in our survey, already have encouraged or in the future will encourage service integration at least to some extent. Few states indicated, however, that these departments have encouraged or will encourage service integration to a great extent. Further, only one state indicated that the Department of Housing and Urban Development, responsible for the sixth program, has encouraged or will encourage integration beyond a moderate extent. (See p. 16.)

-- Nearly all of the states indicated that certain desirable outcomes could result from more service integration. For example, 31 states indicated that client use of benefits could increase, and 27 indicated that federal and state administrative costs could decrease. (See p. 14.)

-- Most of the states offer the four types of service integration listed above for the AFDC, Food Stamp, and Medicaid programs at one or more of their service delivery units. The EA and Low-Income Energy Assistance programs are integrated with each other and with the other four programs to a lesser extent. The Section 8 Housing program is rarely integrated with any of the other programs. (See pp. 10 and 12.)

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	<u>ABBREVIATIONS</u>
	Aid to Families with Dependent Children
	Emergency Assistance to Needy Families with Children
	EA
	AFDC
	I
	APPENDIX

FOR LOW-INCOME FAMILIES  
ON COORDINATING SERVICES  
THIRTY-TWO STATES' VIEWS

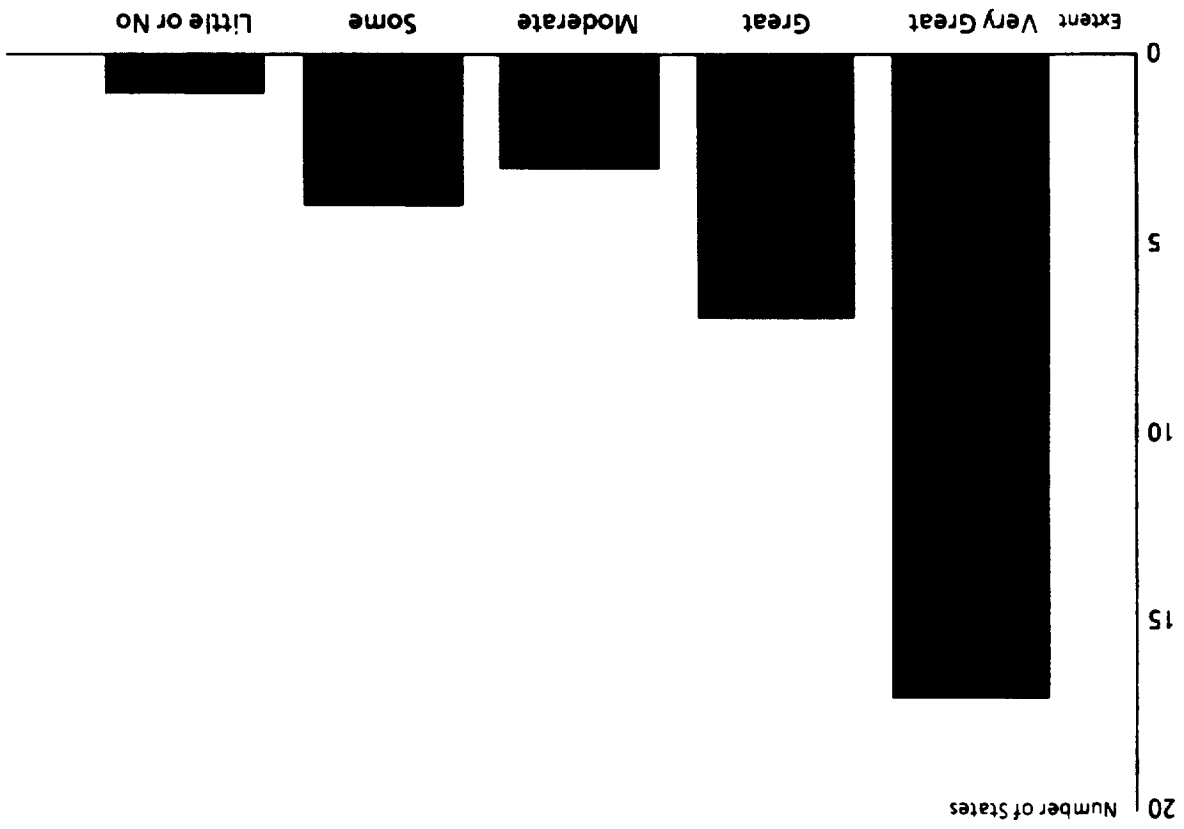
WELFARE SIMPLIFICATION:

We asked the states to what extent they would like to achieve more service integration for low-income families. As shown in figure 1, 31 states indicated that they would like to achieve more service integration; 24 indicated either a "great" or "very great extent."

EXTENT STATES WOULD LIKE TO ACHIEVE  
MORE SERVICE INTEGRATION



Figure 1: Extent States Would Like to Achieve More Service Integration



We asked the states about their efforts to integrate services in recent years. We asked them to identify the number of integrated services demonstration projects they have started since October 1, 1983, and whether their legislatures have considered legislation on service integration since January 1, 1985. As shown in figure 2, one or more demonstration projects were started by 19 of the 32 states, and 11 have considered legislation on service integration for low-income families. One state responded "don't know" to whether legislation has been considered.

**RECENT STATE SERVICE INTEGRATION PROJECTS**  
**AND STATE LEGISLATION CONSIDERED**

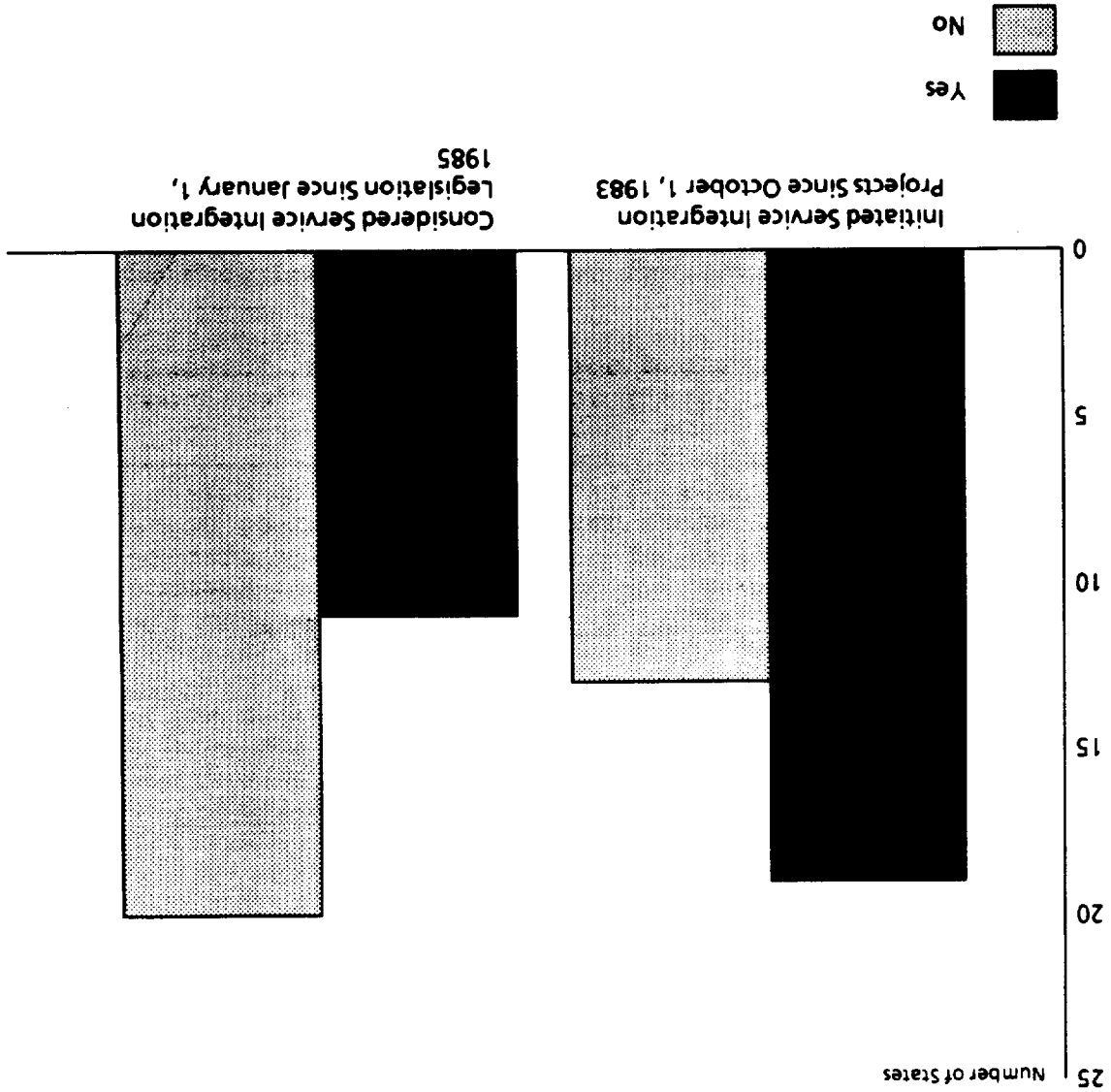


Figure 2: Recent State Service Integration Projects and State Legislation Considered

**PROGRAMS AND TYPES OF SERVICE INTEGRATION**

We paired programs that provide assistance to low-income families and arrayed the following four types of service integration that could be offered at service delivery units.

1. Collocation of services--assistance from two or more programs provided in one location. For purposes of this questionnaire, one location is defined as a distance between two points no more than one city block apart.

2. Coapplication for services--assistance from two or more programs applied for using a single application form. Although a single form is used, some questions may apply to all programs, while others may relate to specific programs with unique requirements.

3. Coeligibility determination for services--applicants have eligibility determined for two or more programs using the same process/procedures. In some instances, this may involve determining eligibility using the same process/procedures to review application forms for several programs having different eligibility requirements.

4. Single case manager for services--when applying for two or more benefits, an applicant deals with one case manager from the beginning of the application process through provisions or denial of benefits.

For each pair of programs, we asked the states to indicate about how many of the service delivery units in their state currently offer each type of service integration. We defined a service delivery unit as the physical location where potential recipients may apply for and/or receive benefits.

Table 1 shows the integration reported by the 32 states among five of the six programs. Because of low state participation, EA is shown separately in table 2 on page 13. For the ARDC, Food Stamp, and Medicaid pairings (items 1, 2, and 5), at least two-thirds of the 32 states indicated that they offer the four types of service integration at one or more service delivery units in the state. The states indicated a lesser extent of service integration for the Low-Income Energy Assistance program (items 3, 6, and 10), and minimal service integration for the Section 8 Housing program (items 4, 7, 9, and 10).

This report includes only the "categorically needy" part of Medicaid, which assists persons receiving AFDC and Supplemental Security Income benefits and is offered by all states. Data on the "medically needy" part of Medicaid, which not all states offer, will be included in our later reports.

TABLE 1:

PROGRAMS AND TYPES OF SERVICE INTEGRATION

Number of states with one or more service delivery units integrated by...		(A)	(B)	(C)	(D)
Program pairing	Collocation of services	32	27	26	A single case manager for services
1) ARDC and Food Stamp		32	27	26	
2) ARDC and Medicaid		32	29	29	
3) ARDC and Low-Income Energy Assistance		20	8	10	
4) ARDC and Section 8 Housing		0	0	0	
5) Food Stamp and Medicaid		31	22	22	
6) Food Stamp and Low-Income Energy Assistance		19	6	9	
7) Food Stamp and Section 8 Housing		0	0	0	
8) Medicaid and Low-Income Energy Assistance		17	6	7	
9) Medicaid and Section 8 Housing		0	0	0	
10) Low-Income Energy Assistance and Section 8 Housing		2	0	0	

Thirteen of the 32 states reported that they participate in the EA program.<sup>2</sup> Table 2 shows the reported integration of the EA program with the five other programs. The 13 states indicated that this program is integrated at one or more service delivery units with the AFDC, Food Stamp, and Medicaid programs (items 1, 2, and 3) by:

- (A) collocation of services in all of the 13 states.
- (B) coapplication and (C) coeligibility determination in about one-half of the states.
- (D) a single case manager in 10 states.

The states indicated that EA is less integrated with the Low-Income Energy Assistance program than with the three programs above, and not at all with the Section 8 Housing program.

<sup>2</sup>See appendix I for a list of the states.

Number of states with one or more service delivery units integrated by...	
(A)	(B)
Colllocation of services	Coapplication for services
13	8
1) EA and AFDC	
13	5
2) EA and Food Stamp	
13	6
3) EA and Medicaid	
9	3
4) EA and Low-Income Energy Assistance	
0	0
5) EA and Section 8 Housing	
(D)	(C)
A single case manager for services	Coeligibility determination for services
10	7
10	6
10	7
5	3
0	0

PROGRAMS AND TYPES OF SERVICE INTEGRATION (Continued)

TABLE 2:

**DESIRABLE OUTCOMES STATES BELIEVE COULD  
RESULT FROM MORE SERVICE INTEGRATION**

We listed 10 possible desirable outcomes and asked the states to indicate which they believe could result from increasing service integration in their states. For each of the first nine outcomes listed, 27 or more of the 32 states indicated that the outcome could result at least to some extent. For the first six outcomes, one-half or more of the states indicated the outcome could result to a great or very great extent. For the 10th outcome listed, only nine states indicated the outcome could occur at least to some extent. Only one indicated it could occur to a great extent (14 states indicated that outcome was not applicable in their state because local governments bear no administrative costs.)



**DESIRABLE OUTCOMES STATES BELIEVE COULD RESULT FROM  
MORE SERVICE INTEGRATION**

**TABLE 3:**

Outcomes	Very great extent	Great extent	Moderate extent	Some extent	Sub- total	Little or no extent	N/A <sup>a</sup>	Total	Number of states														
									1	2	3	4	5	6	7	8	9	10	11	12			
1) Increased client awareness of the availability of additional sustain- ment benefits	5	11	8	4	28	4	0	32															
2) Improved client access due to local- tion of benefits	6	12	6	5	29	3	0	32															
3) Improved client access due to simpler application for benefits	9	14	3	3	29	3	0	32															
4) Increased client use of benefits	7	9	9	6	31	1	0	32															
5) Increased efficiency of service delivery (i.e., (1) more output for the same amount of input or (2) the same amount of output with a reduced amount of input)	10	8	8	4	30	2	0	32															
6) Increased effectiveness of service delivery (e.g., producing intended effect of service delivery)	8	8	10	5	31	1	0	32															
7) Increased accountability of service delivery officials	3	5	14	7	29	3	0	32															
8) Reduction in administrative costs for the federal government	5	6	9	7	27	4	1	32															
9) Reduction in administrative costs for the state government	3	8	7	9	27	4	1	32															
10) Reduction in administrative costs for local governments	0	1	1	7	9	9	14	32															

<sup>a</sup>N/A<sup>a</sup> indicates a state did not know the answer to the question except, as reported in outcome number 10, an "N/A" response means the local government bears no administrative cost in that state.

**EXTENT FEDERAL AGENCIES HAVE ENCOURAGED AND  
WILL ENCOURAGE SERVICE INTEGRATION**

We asked the 32 states to indicate the extent to which the Departments of Agriculture, Health and Human Services, and Housing and Urban Development, which are responsible for the six programs in our survey, encouraged service integration activities during the past few years and likely will encourage service integration activities in the future. Sixteen or more of the states indicated that Agriculture and Health and Human Services components (1, 2, and 3 in table 4) have encouraged or will encourage service integration at least to some extent. However, few states indicated that these departments already have encouraged or will encourage service integration to a great extent. Only one state indicated that Housing and Urban Development has encouraged or will encourage service integration beyond a moderate extent.

TABLE 4:

**EXTENT FEDERAL AGENCIES HAVE ENCOURAGED AND WILL ENCOURAGE SERVICES INTEGRATION**

Extent agencies have encouraged

Agency	Very great extent	Great extent	Moderate extent	Some extent	Sub-total	Little or no extent	No response	Total	Number of states												
									1) Department of Health and Human Services--Office of Family Assistance	2) Department of Agriculture--Food and Nutrition Service	3) Department of Health and Human Services--Health Care Financing Administration	4) Department of Housing and Urban Development--Office of Housing									
	0	6	4	11	21	11	0	32													
	1	3	3	15	20	12	0	32													
	0	1	6	10	17	15	0	32													
	0	0	1	3	4	18	10	32													

Extent agencies will encourage

Agency	Very great extent	Great extent	Moderate extent	Some extent	Sub-total	Little or no extent	No response	Total	Number of states												
									1) Department of Health and Human Services--Office of Family Assistance	2) Department of Agriculture--Food and Nutrition Service	3) Department of Health and Human Services--Health Care Financing Administration	4) Department of Housing and Urban Development--Office of Housing									
	0	5	3	12	20	11	1	32													
	0	3	7	12	22	9	1	32													
	0	2	2	12	16	15	1	32													
	0	1	1	7	9	14	9	32													

We asked the 32 states to indicate to what extent each of nine possible reasons might explain why low-income families, who may be eligible for program benefits in their state, may not receive benefits. The four reasons most often cited as applying were:

- Difficulty obtaining transportation. (25 states)
- Unavailability of a local outreach service. (21 states)
- Insufficient referral from one program to another. (20 states)
- Not enough funds are available to provide all benefits for limited-funding programs (e.g., Section 8 Housing). (20 states)

REASONS LOW-INCOME FAMILIES ELIGIBLE FOR  
PROGRAM BENEFITS MAY NOT RECEIVE THEM

TABLE 5:

REASONS LOW-INCOME FAMILIES ELIGIBLE FOR PROGRAM BENEFITS MAY NOT RECEIVE THEM

Factor	Number of states									
	Very great extent	Great extent	Moderate extent	Some extent	Sub- total	Little or no extent	N/A	Total		
1) Insufficient referral from one program to another	0	2	7	11	20	10	2	32		
2) No single case manager oversees clients with multiple needs	2	5	3	8	18	10	4	32		
3) Unavailability of common local resource directory	1	4	1	8	14	14	4	32		
4) Lack of knowledge that a common local resource directory exists	0	4	2	5	11	11	10	32		
5) Unavailability of a local outreach service	0	3	7	11	21	4	7	32		
6) Difficulty obtaining transportation	1	8	6	10	25	6	1	32		
7) Benefits are not collocated	0	2	4	4	10	16	6	32		
8) Multiple applications are required to obtain benefits	1	6	4	3	14	12	6	32		
9) Not enough funds are available to provide all benefits for limited-funding programs (e.g., Section 8 Housing)	6	10	3	1	20	3	9	32		

N/A indicates a state thinks the factor does not exist or the state cannot answer the question.

\*Participates in the Emergency Assistance to Needy Families  
With Children Program.

17.	Mississippi	18.	Missouri
18.	Montana	19.	*19.
19.	*20.	20.	Nebraska
20.	21.	21.	Nevada
21.	22.	22.	New Hampshire
22.	23.	23.	North Carolina
23.	24.	24.	North Dakota
24.	*25.	25.	Oklahoma
25.	26.	26.	South Carolina
26.	27.	27.	South Dakota
27.	28.	28.	Tennessee
28.	29.	29.	Utah
29.	30.	30.	Washington
30.	*31.	31.	West Virginia
31.	*32.	32.	Wyoming
32.			
		1.	Alabama
		2.	Alaska
		3.	Arizona
		*4.	Arkansas
		5.	Colorado
		*6.	Delaware
		*7.	Georgia
		8.	Hawaii
		9.	Idaho
		*10.	Illinois
		11.	Indiana
		12.	Iowa
		*13.	Kansas
		14.	Louisiana
		*15.	Maine
		*16.	Michigan

**STATES REPRESENTED IN THE FACT SHEET**

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