ELIGIBILITY FOR CASH ASSISTANCE PROGRAMS

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- I. Basics
- II. Cash Assistance
 - 1. MFIP (Minnesota Family Investment Program)
 - 2. **DWP** (Diversionary Work Program)
 - 3. FSS (Family Stabilization Services)
 - 4. WB (Work Participation Cash Benefits)
 - 5. GA (General Assistance)
 - 6. MSA (Minnesota Supplemental Assistance)
 - 7. SSI (Supplemental Security Income)
 - 8. SSDI (Social Security Disability Insurance)
- III. Immigration Considerations

1. Government Benefits Basics

- Most benefit programs are need-based & have INCOME & ASSET limitations.
- Most programs have STATE RESIDENCY requirements.
- O Most programs have limitations based on IMMIGRATION STATUS.
- O Most cash and food benefits are issued ELECTRONICALLY.
- Some programs have limitations based on AGE &/or DISABILITY STATUS.
- O Most programs include APPEAL RIGHTS for applicants & recipients through state or federal agency.

II. Cash Assistance Programs

1. MFIP: Minnesota Family Investment Program (Minn. Stat. ch. 256J)

What Is MFIP?

- ➤ MFIP is a welfare-to-work cash & food assistance program for low-income families.
- Federal welfare reform law enacted 8/22/96 eliminated AFDC (Aid to Families with Dependent Children) family cash entitlement program.
- AFDC was replaced with TANF (Temporary Assistance for Needy Families) block grants to states.

- MFIP is administered by county welfare agencies.
- It has been Minnesota's TANF program since 1998.
- Federal law imposes lifetime limits on receipt of **TANF**, maximum 60 months; Minnesota has chosen maximum **5-year limit** for **MFIP**.
- Federal law includes strict work requirements.
- Federal funding is contingent on participants meeting "participation rate" set by government.

Things to know about MFIP

- State law governs most aspects of MFIP, with minimal directives from federal law.
- MFIP benefits are retroactive only to date of application.
- ☐ MFIP has very restrictive income & asset limits.
- MFIP applicants can own only \$2000 in nonexcluded assets; recipients can own up to \$5000 in assets.
- ☐ MFIP applicants are subject to initial income test; recipients must meet monthly income test.

- ■MFIP consists of a cash component & a food component. A "food only" grant does not count toward 5-year lifetime limit.
- MFIP cash grant levels (\$437 for HH of 2, \$532 for HH of 3, \$621 for HH of 4) haven't changed since 1986.
- Starting 7/1/15, MFIP recipients not living in subsidized housing will get a \$110/month housing assistant grant.
- Child-only MFIP units will not be eligible for the housing grant.

- Financial eligibility for MFIP is determined prospectively, based on anticipated income.
- Income is budgeted "retrospectively" by 2 months, so income received in October affects December MFIP grant.
- Special rules allow a cash supplement (called "significant change") up to twice a year when income decreases at least 40% due to loss of job or child support & retrospective budgeting doesn't accurately reflect household income.
- Eligibility for MFIP ends when income exceeds 115% of FPG. (115% FPG for 2013 is \$1487.37/mo for HH of 2, \$1871.62/mo for HH of 3, \$2256.87/mo for HH of 4).

- Families may be exempt from 5-year lifetime limit.
- Exempt months include those in which caregiver is 60 or older, caregiver is 18 or 19 & going to school, or household is experiencing family violence.
- Some non-exempt families may qualify for "extensions" beyond 5 years *if* they meet statutory criteria (illness of self or family member, family violence, low IQ or learning disability, "unemployability," or inability to earn enough \$ to get off MFIP).

"Ill or Incapacitated"

To qualify for a hardship extension under this category, an MFIP participant must:

- a. suffer from an illness, injury or incapacity which:
 - is certified by a qualified professional;
 - is expected to last > 30 days; and
 - "severely limits the person's ability to obtain or maintain suitable employment";

OR

- b. be needed in home as caregiver because of the illness, injury or incapacity of another member of the unit, a relative in the household, or a foster child when:
 - illness or incapacity AND need for person to provide assistance in home has been certified by qualified professional; and
 - Illness or incapacity will last >30 days;

c. be caregiver with child or adult in household who meets disability or medical criteria for:

- home based services; or
- o home & community-based waivered services program; or
- o "severe emotional disturbance"; or
- o "serious & persistent mental illness"

Hard-to-employ

Another basis for an MFIP extension is if person:

a. is developmentally disabled or mentally ill, IF:

- Diagnosed by licensed physician, psychological practitioner, or other qualified professional, AND
- Condition "severely limits" person's ability to obtain or maintain suitable employment;

OR

b. has been assessed by vocational specialist OR county agency as "unemployable"; or

c. has IQ below 80, IF:

- determination was made by qualified professional, and
- person was assessed as "employable" by vocational specialist or county agency, BUT
- condition severely limits person's ability to obtain or maintain suitable employment;

OR

d. has learning disability IF:

- determined by "qualified professional,"
- determination was made or confirmed within previous 12 months, and
- condition severely limits ability to obtain or maintain suitable employment.

NOTE: If rehabilitation plan is developed or approved by county agency, plan must be incorporated into employment plan.

Definition: "Severely limits...person's ability to obtain or maintain suitable employment"

- qualified professional has determined that person's condition prevents her/him from working 20 or more hours/week; OR
- qualified professional has determined that person with low IQ or LD has condition that:
 - o significantly restricts range of employment person is able to perform, OR
 - significantly interferes with person's ability to obtain or maintain suitable employment 20 or more hours/week

Assessing non-English-speakers in "hard-to-employ" category

- In cases involving low IQ or LD for non-English-speakers,
 - ✓ determination of low IQ or LD must be made by qualified professional with experience conducting culturally-appropriate assessments;
 - ✓ report must include statement of assessor's confidence in results.
 - ✓ For IQ test, county must accept reports that identify an IQ range as opposed to a specific score.

- MFIP has "family cap" preventing most families from getting increase in cash grant for new baby. (Family cap will be ending 1/1/15).
- "Fleeing felons" & parole violators are not eligible for MFIP; those convicted of felony drug offense within 10 years of application must have benefits "vendored."
- Most immigrants in U.S. can get MFIP if residing here permanently & lawfully.
- U.S. citizen child of ineligible parents can get "child only" grant.
- New immigrants (in U.S. < 1 year) get FSS, not MFIP.
- Sponsor-deeming may affect eligibility.

- MFIP has "universal participation" requirement.
 Almost all participants must have employment plan approved by county (even if plan doesn't call for work).
- Most parents have to work or look for work specified number of hours per week.
- Once-in-a-lifetime work exemption exists for singleparent families with child under 12 months.

- o Failure to cooperate in developing or following employment plan results in financial sanction.
- o Failure to "fix" sanction causes another sanction following month.
- O Applicants & recipients must cooperate with establishment of paternity & collection of child support; failure also results in financial sanction.
- o MA, MinnesotaCare, & child care assistance programs also require cooperation with child support enforcement.

"Good cause" for non-cooperation with child support collection efforts exists when:

Pursuit of support could "reasonably result" in:

- ✓ Physical or emotional harm (of "serious nature") to child, OR
- Physical harm to parent or caregiver that would reduce ability to adequately care for child, OR
- ✓ Emotional harm to parent or caregiver, IF of such nature or degree that it reduces ability to adequately care for child (must demonstrate emotional impairment that "substantially affects" parent's ability to function).

Additional bases for "good cause":

- child was conceived as result of incest or rape, OR
- legal proceedings for child's **adoption** are pending in court, **OR**
- parent is currently being assisted by social services to resolve issues of whether to keep or place child for adoption. (This exemption lasts only 90 days).
- "Best interests of child" are considered in determining "good cause."

Proof of "good cause"

Those claiming good cause have 20 days to provide evidence, including:

- birth, medical, or law enforcement records indicating child conceived by rape, OR
- court or other records showing adoption pending in court, OR
- court, medical, criminal, child protection, social services, domestic violence advocate services, psychological, or law enforcement records indicating alleged father might inflict physical or emotional harm on child, parent or caregiver,

OR

- medical records or written statements from "licensed medical professional" indicating emotional health history, status, diagnosis or prognosis re: emotional health of child, parent or caregiver, OR
- written statement from social services agency that parent is deciding whether to keep or place child for adoption, OR
- sworn statements from other individuals that provide evidence supporting a "good cause" claim.

NOTE: if requested by person seeking good cause claim, child support & public assistance agencies "shall" assist in obtaining evidence of good cause.

Duration of "good cause" claim

- "Good cause" requires annual redetermination, BUT
- "good cause" must be allowed to continue without additional evidence when factors that led to exemption continue to exist.

- o Families sanctioned 6 times for noncooperation with work OR child support lose all benefits the 7th month of sanction.
- Months don't have to be consecutive.
- Once MFIP is closed, it must stay closed full month.
- o Families in sanction are not eligible for EA.

- Overpayments must be repaid regardless of fault.
- **Fraud** is dealt with criminally or through civil Administrative Disqualification Hearing (ADH) process. 1st ADH fraud determination renders adult recipients **ineligible** for **12 months**.
- ADH Disqualification requires clear & convincing proof of intent to defraud.

MFIP has carried over some old AFDC concepts:

- There must be "needy child" in home, with some exceptions.
- Parents under 20 must stay in school to remain eligible.
- *Blood or legal relationship must be proven between caregiver & child.
- ❖ Both parents must be on MFIP grant if both are in home, unless they're exempt (due to receipt of SSI or because of immigration status).

MFIP has some new features as well:

- People living with MFIP family who are not caring for household's children must be reported; their presence may reduce grant by 10%.
- Most families living in subsidized housing will lose \$50 of cash grant.
- New applicants have to meet 30-day Minn. residency requirement unless hardship documented.

2. DWP: Diversionary Work Program (Minn. Stat. § 256J.95)

What Is DWP?

- ✓ **DWP** is **4-month** program for new **MFIP** applicants & former **MFIP** recipients reapplying after being off 12 months. Such applicants are **ineligible for MFIP**.
- ✓ DWP is administered by county welfare departments.
- ✓ Goal is to provide short-term supports & services for families to get them back to work post-haste.

- Many aspects of DWP are same as in MFIP: financial eligibility, state residency, retroactivity, immigration issues, cooperation requirements, & overpayments.
- ✓ During 4 months of DWP, family receives no cash. Vendor payments are made for rent & utilities, up to standard MFIP grant. (Leftover \$ can be given in form of "personal needs" allowance).
- ✓ If no work is secured during 4 months of **DWP**, family gets **transferred** automatically to **MFIP**.
- ✓ Supports, including SNAP (Food Stamps), Medical Assistance (MA), & MFIP child care, are provided to DWP households.

- ✓ DWP families have to have an employment plan. It basically says, "Go find a job."
- ✓ Certain families are exempted from DWP, including those determined appropriate for Family Stabilization Services (FSS) or considered "unlikely to benefit" from DWP.
- ✓ Among those exempted from DWP are:

- those determined appropriate for FSS;
- "child only" cases (parent on SSI or ineligible due to immigration status);
- single-parent families with child under 12 months (exemption available only once in lifetime);
- caregivers age 60 or older;
- parents under 20 with no high school diploma who plan to go to school; &
- non-citizen immigrants who arrived in U.S. < 12 months before applying for assistance.</p>

- DWP does not use retrospective budgeting.
 Budgeting does not change during 4-month period, so recipients who find job get to keep all their earnings.
- Non-cooperation with DWP employment plan means no eligibility for MFIP or EA.
- DWP months do not count toward MFIP 60month lifetime limit.

3. FSS: Family Stabilization Services (Minn. Stat. § 256J,575)

What Is FSS?

- ☐ FSS is for families not making progress in MFIP.
- **IFSS** is administered by county welfare departments.
- □FSS was created to increase state's TANF work participation rates by taking people not making progress in MFIP off TANF-funded benefits.

FSS eligibility exists for caregivers who are:

- o granted or eligible for "ill or incapacitated" or hard-to-employ MFIP extensions;
- o applying for SSI or SSDI;
- o non-citizens in U.S. < 12 months; or
- o age 60 or older.

- FSS has "universal participation" requirement but work requirements are more relaxed than in MFIP.
- FSS offers increased protections against sanctions.
- o FSS provides same cash & food benefits as MFIP, has same financial eligibility requirements, & is same as MFIP re: state residency, retroactivity, immigration, fraud, overpayments, & appeals.
- Non-citizens on FSS must be provided ESL opportunities.
- FSS participants aren't counted in TANF work participation rates.

4. WB: Work Participation Cash Benefits (Minn. Stat. § 256J.621)

What Is WB?

- O WB was created to increase Minnesota's TANF participation rates by including in TANF former MFIP recipients exiting MFIP due to earnings.
- County welfare departments can give participants exiting DWP or MFIP with earnings WB benefits of \$25/mo.

- Other purpose of **WB** program is to give former recipients "bonus" to help them as they move toward self-sufficiency.
- O Participants must no longer receive DWP, MFIP, or FSS in month.
- o WB "bonus" program ends 12/1/14.

- O Caregivers must be employed certain # hours per mo.
- O WBP benefits are available up to 24 consecutive months.
- Net income must be below 200% of FPG.
- WBP months count for state in TANF participation.
- O Months receiving WBP do not count against participants as MFIP months.
- O State residency, retroactivity, immigration status, overpayments, fraud, & appeal rights are same as in MFIP.

5. GA: General Assistance (Minn. Stat. ch. 256D; Minn. Rules ch. 9500)

What Is GA?

- GA is state-funded, non-family cash program administered by county welfare departments.
- GA is for adults who can't work.
- GA is also for minor children who can't qualify for MFIP because of inability to demonstrate blood or legal relationship to caregiver.

- GA has income & asset limits which are very low.
- Most income (earned or unearned) counts dollar-for-dollar to reduce grant.
- GA applicants & recipients can own only \$1000 in real or personal property or liquid assets.

- Benefit payments are extremely low: \$203 for single; \$260 for married couple (no increase since 1986).
- Income is determined prospectively and budgeted retrospectively, as it is in MFIP.
- Applicants must apply for other benefits for which they may be eligible.
- ✓ Recipients must reimburse county if later found eligible for other benefits (SSI, SSDI, UI) for same period of time.

GA has categorical eligibility requirements.

Applicants must:

- a. suffer from a permanent or temporary illness, injury or incapacity which:
 - *is "professionally certified"
 - is expected to continue >45 days
 - prevents them from obtaining or retaining employment

- b. be needed in the home on a substantially continuous basis:
 - ✓ because of an illness, injury, or incapacity
 - √of another household member
 - √ that has been professionally certified;

- c. be placed or residing in a licensed or certified facility for physical or mental health or rehabilitation, OR an approved chemical dependency inpatient or domestic violence shelter facility.
 - For those in rehabilitation or chemical dependency facilities, the placement must be based on illness or incapacity AND
 - be according to a plan developed or approved by the county agency through its director or designated director;

d. be developmentally disabled or mentally ill, IF

o diagnosed by a licensed physician, psychological practitioner, or other "qualified professional" AND

o condition prevents them from obtaining or retaining employment;

- e. have an application pending for, or are appealing, a denial or termination of SSI or SSDI benefits, IF
 - they have a permanent or temporary illness, injury or incapacity
 - which is professionally certified,
 - which is expected to continue >30 days, and
 - which prevents them from obtaining or retaining employment;

- f. are of "advanced age" (>54):
 - which makes them unable to obtain or retain employment because it
 - significantly affects their ability to seek or engage in "substantial work";

- g. have been determined "unemployable" by vocational specialist in consultation with county agency.
 - People are considered "employable" if positions exist in the local labor market they are capable of performing, regardless of availability of or openings for those positions.
 - Onus is on applicant or recipient to obtain vocational assessments.
 - Certification must occur annually.

- h. have a "specific learning disability" (SLD).
 - SLD must be determined by county agency according to rules adopted by Commissioner that qualify under state Special Education rules.
 - ☐ Must have rehabilitation plan developed or approved by county agency.
 - ☐ Must be following plan;

- i. be eligible for displaced homemaker services, programs or assistance, IF enrolled as full-time student; OR
- j. be involved with protective or court-ordered services that prevent work at least 4 hours/day; OR
- k. be attending high school at least half-time IF over 18 AND primary language is not English;

- I. have alcohol or drug addiction (DAA), IF:
 - ✓ DAA is a "material" factor that "contributes" to disability; AND
 - ✓ they undergo assessment by county agency to determine amenability to treatment.
 - If determined NOT amenable to treatment, then GA must be "vendor-paid" for shelter costs up to GA grant amount limit.
 - If determined amenable to treatment, must be in treatment program or on wait list, AND benefits must be vendor-paid.

- O GA applicants convicted of drug offense after 7/1/97 are ineligible for GA for 5 years after completion of sentence.
- o "Fleeing felons" & parole violators are not eligible.
- O GA applicants & recipients are subject to many of same requirements as in MFIP, including state residency, retroactivity, immigration status, overpayments, & fraud.
- O Sponsor-deeming may affect eligibility, & noncitizens must take "steps" toward citizenship.
- O GA has same appeal rights & processes as MFIP.

6. MSA: Minnesota Supplemental Assistance (Minn. Stat., §§ 256D.33-256D.54)

What Is MSA?

- MSA is state supplement administered by county welfare departments for recipients of SSI & those who would receive SSI but for excess income.
- MSA serves primarily to ameliorate effects of high housing costs for those living alone.
- People in "shared households" are usually ineligible (due to theory of economies of scale). Average supplement \$81 per month.

MSA can pay for furniture replacements & other needs. It can pay for special medical diets. MSA can be used to pay "representative payee" fees for SSI recipients required to have someone manage their federal benefits. To qualify, MSA applicants have to receive SSI or be barely over SSI income limits. ☐ Asset rules are the same as for SSI (i.e., very strict). ☐ Immigration limitations are very strict for MSA. They relate to eligibility for SSI.

O MSA is similar to MFIP & GA in terms of state residency, retroactivity, fraud, & appeal rights. 7. SSI: Supplemental Security Income (42 USC ch. 7, subch. XVI, 1381-1383; 20 CFR pts. 404, 416)

8. SSDI: Social Security Disability Insurance (42 USC ch. 7, subch. II, secs. 401-434; 20 CFR pt. 404)

What Are SSI and SSDI?

federal disability benefits
administered by
Social Security Administration (SSA).

- SSI is need-based no work history required, strict income & asset limits. Even "in-kind" income counts.
- Resource limit \$2000 for single & \$3000 for married couple on SSI. Recipients not paying pro rata share of hh expenses will have grant reduced by 1/3.
- For SSDI, recipients (or deceased or disabled parent, spouse or child) must have paid into system via FICA wage deductions.
- ❖ SSDI has no income or asset limits, other than limitation on earned income for recipients. Receipt of other benefits may reduce payments.

- SSI extends only to disabled or elderly recipients, so no "dependent" or "survivor" SSI benefits.
- SSDI is available to non-disabled dependents, based on "family maximum" formula.
- Derivative benefits are relevant to child support determinations.

- Neither SSI nor SSDI can be garnished for most debts.
- Exceptions exist in SSDI for federal government debts (SNAP [Food Stamps], student loans) & for child support & maintenance.
- SSI benefits can be retroactive only to date of application.
- SSDI benefits can go back 1 year before application if disability is proved for that period of time.

- Both programs encourage attempts to work through "Ticket to Work" program via state vocational rehabilitation (VR) agencies.
- SSI allows creation of "PASS" plan for training & work through VR; SSDI program has "trial work period" (TWP) allowing recipients to try to work before losing benefits.
- In SSI, half of most earned income from competitive work counts (after \$65 disregard) to reduce grant.
- Disabled SSI recipients under 65 are not eligible for Medicare. Disabled SSDI recipients can get Medicare after 2 years of SSDI eligibility.

o SSI applicants must be elderly (65 or older), blind, or disabled. SSDI applicants must be "disabled."

- O SSI has children's disability program. Determinations usually involve assessment of child's functioning in 6 "domains," compared with same-age, non-disabled peers.
- O There is **no children's** disability benefit program in **SSDI**, but disabled **adult** children may get benefits through deceased, disabled or retired parent.

Adult "disability" for SSI and SSDI

- SSI & SSDI define "disability" for adults as:
 - **✓** inability to work competitively
 - √ for 12 months
 - ✓ due to severe impairment(s).

Considerations for adult disability include vocational factors (age, education, past work) & exertional & non-exertional limitations.

- O Applications for SSDI or SSI will be denied if alcoholism or drug dependency is "contributing" factor "material" to finding of disability.
- O In other words, applicants will be eligible only if they are completely disabled without regard to usage.
- o SSDI & SSI benefits can be denied or stopped if recipient is "fleeing felon" or parole violator.

- SSI grant amounts are set & much higher than comparable GA or MFIP grants: \$710 for single, \$1066 for married couple (where both are SSI-eligible).
- SSDI grant amounts are based on workers' earnings histories. Benefits vary based on age, recency and length of work, & earnings.
- ➤ Both SSI & SSDI usually increase via annual COLAs.

- Applicants who "meet" criteria contained in one of SSA's "listings" of impairments (20 CFR Pt. 404, subpt. P, appendix 1), or who have non-listed impairment medically "equivalent" in severity to listed impairment, are categorically eligible.
- Applicants who don't "meet" or "equal" listing may still qualify if they prove there are no jobs they could perform regularly that are "substantial" and "gainful." (In 2013, substantial gainful activity [SGA] is presumed if worker could earn \$1040/month).

- SSI & SSDI overpayments (OPs) must be repaid.
 - In SSI, SSA can withhold 10% of benefits from current recipients to recover non-fraud OP & entire grant to recover fraud OP.
 - In SSDI, SSA can withhold entire grant in non-fraud OP case, but amount of withholding can be negotiated.
- OP waivers can be granted in both programs if recipients can show lack of fault in creating OP and inability to repay.

- SSI is most restrictive of federal programs for non-citizens.
- Eligibility depends on specific immigration status, date of arrival in U.S. or of adjustment to LPR status, & whether sponsor-deeming applies.
- SSDI has **no** immigration-related restrictions if worker resides **lawfully** in U.S. Because **SSDI** is not need-based, sponsor-deeming does **not** apply.

Immigration considerations

- Generally, only non-citizens lawfully & permanently in US are eligible for benefits.
- There is a **5-year bar** (waiting period) on eligibility for federally-funded benefits.
- Some immigrants in US on temporary basis, or in process of adjusting to Lawful Permanent Residency, may qualify for **state-funded** benefits.
- Sponsor-deeming makes many immigrants ineligible for whole range of benefits.