

**Senate Bill 1041 Implementation  
Field Monitoring  
Visit Summary**

**Monterey County**

**Visit Date: August 13, 2013**

CALIFORNIA DEPARTMENT OF SOCIAL SERVICES  
Welfare to Work Division  
Todd R. Bland, Deputy Director

**Monterey County**  
Senate Bill (SB) 1041 Implementation  
Field Monitoring Visit Summary

---

**Executive Summary**

---

**Purpose of Field Monitoring Visit**

The purpose of the Senate Bill (SB) 1041 Implementation Field Monitoring Visit is to obtain information regarding the county's progress in implementing program changes enacted by SB 1041 (Chapter 47, Statutes of 2012).

**Scope of Field Monitoring Visit**

Specifically, the California Department of Social Services (CDSS) will review how each County Welfare Department (CWD) implemented SB 1041 program changes, including but not limited to:

- New Welfare to Work (WTW) participation requirements;
- WTW 24-Month Time Clock;
- Reengagement of the former short-term young child exempt population (Assembly Bill [AB] 4X 4 group);
- CWD staff knowledge of SB 1041 changes;
- Training provided to staff in order to implement these changes; and
- Any pertinent data related to these program changes that are available.

**Goals of Field Monitoring Visit**

The CDSS' goals are to ensure that SB 1041 is being implemented correctly by each CWD, to gather promising practices in regards to implementation, to share these promising practices (when able) amongst all CWDs throughout the state, and to determine whether systematic or program issues relating to the integration of SB 1041 changes into the existing California Work Opportunity and Responsibility to Kids (CalWORKs) and WTW program exist throughout the state. If such issues exist, they will be addressed by the SB 1041 Oversight Workgroup.

**County Visit General Information**

The one-day field visit was performed in Monterey County on August 13, 2013, at the County of Monterey, Department of Social Services in Salinas California. The field visit team included three managers from the CDSS, WTW Division, CalWORKs Employment and Eligibility Branch. Monterey County participants included Director of Aging and CalWORKs Employment Services, Henry Espinosa; Management Analyst, Marcie Castro; and two county case managers. The field visit consisted of a kick-off meeting, close-out meeting, staff interviews, and the review of five client cases with county staff.

**Implementation Strategies**

Monterey County participated in the SB 1041 workgroups, review of draft ACLs and training tools. The general informing notice was sent out to all customers on November 9, 2012 by the Consortium-IV (C-IV). Implementation of the new young child exemption 0-23 months of age, the use of the new WTW 2 and the new participation hours began on January 1, 2013. However, the

County began implementation of the comprehensive discussion relative to the WTW 24-month time clock upon receipt of the final instruction from the CDSS.

In April and May 2013, all county case managers and supervisors completed 9 hours of SB 1041 training over 3 days. Future training on motivational interviewing will also be conducted by an outside vendor for case managers. All case managers were observed when initially conducting comprehensive discussions to support the transfer of learning and ensure adherence to State Regulations. Comprehensive discussions began the week of May 13, 2013, and as of July 31, 2013, the comprehensive discussions have been completed.

Clarification on additional issues was addressed through numerous staff action memorandums, flash communications, bulletins and county form revisions and the development and use of checklist tools.

### **Promising Practices**

Several changes had been made in Monterey County that have been of benefit to the clients they serve. The county is co-located with other service providers such as behavioral health and domestic violence professionals. They also provide general education development (GED) classes on-site, resulting in an improved participation rate. The learning disability screener is co-located as well. This allows for the client to be served in a more immediate and streamlined fashion. Monterey County took the initiative to request motivational training for all case managers and produced a video from a successful client which was refreshing and rewarding for case managers to view.

Monterey County recognized the challenge of the case manager presenting the new 24-month WTW clock options to clients. A pros/cons form was developed which enabled the client to do their own self-assessment by listing the pros and cons of opting for certain activities over others. The pros/cons form was then used in discussion with the case manager to help the client make an informed decision as they developed the WTW plan together. Monterey County has a small subsidized employment program and offers customers volunteer opportunities in their office. The county is looking for ways to expand their programs.

### **Key Recommendations**

Monterey County should continue to collect data on their progress of SB 1041 implementation. Follow-up is needed to ensure that all clients receive the Your Welfare-to-Work (WTW) 24-Month Time Clock Notice (CW 2208) as required by All County Letter (ACL) 13-12. In addition, Monterey County was reminded to pay special attention to data reported on the WTW 25/25A as well as in the Welfare Data Tracking Implementation Project (WDTIP) Tracking Recipients Across California System, as those data sources are relied upon heavily by CDSS.

**Acknowledgments** The CDSS thanks to Monterey County Social Services Agency for hosting the field monitoring visit. The CDSS appreciates the open collaboration with CWD staff to ensure the continued success of the CalWORKs program.

## Field Monitoring Visit Summary

---

### Introduction

---

#### **Purpose of Field Monitoring Visit**

The purpose of the Senate Bill (SB) 1041 Implementation Field Monitoring Visit is to obtain information regarding the county's progress in implementing program changes enacted by SB 1041 (Chapter 47, Statutes of 2012).

#### **Scope of Field Monitoring Visit**

Specifically, the California Department of Social Services (CDSS) will review how each County Welfare Department (CWD) implemented SB 1041 program changes, including but not limited to:

- New Welfare to Work (WTW) participation requirements;
- WTW 24-Month Time Clock;
- Reengagement of the former short-term young child exempt population (Assembly Bill [AB] 4X 4 group);
- CWD staff knowledge of SB 1041 changes;
- Training provided to staff in order to implement these changes; and
- Any pertinent data related to these program changes that are available.

#### **Goals of Field Monitoring Visit**

The CDSS' goals are to ensure that SB 1041 is being implemented correctly by each CWD, to gather promising practices in regards to implementation, to share these promising practices (when able) amongst all CWDs throughout the state, and to determine whether systematic or program issues relating to the integration of SB 1041 changes into the existing California Work Opportunity and Responsibility to Kids (CalWORKs) and WTW program exist throughout the state. If such issues exist, they will be addressed by the SB 1041 Oversight Workgroup.

#### **County Visit General Information**

The one-day field visit was performed in Monterey County on August 13, 2013, at the County of Monterey, Department of Social Services in Salinas California. The field visit team included three managers from the CDSS, Welfare-to-Work Division, CalWORKs Employment and Eligibility Branch. Monterey County participants included Director of Aging and CalWORKs Employment Services, Henry Espinosa; Management Analyst, Marcie Castro; and two county case managers. The field visit consisted of a kick-off meeting, close-out meeting, staff interviews, and the review of five client cases with county staff.

---

### Background and Data

---

#### **Monterey at-a-glance**

Total Caseload (as of June 2013 CA 237 part 8).....	5793
WTW Enrollees (as of June 2013 WTW 25/25A Line Item 1 ).....	1078
Mandatory Participants (as of June 2013 WTW 25/25A enrollees +sanctioned +non-compliance).....	2051
Reengagement Plan Received.....	Received on September 3, 2013
Beginning Date of Reengagement.....	September 2013

**Data/Statistics:**

Clients who had more than 24 months left on their CalWORKs 48-month time limit as of January 1, 2013, that have had their comprehensive discussion: **330**

- Clients who had less than or equal to 24 months left on their CalWORKs 48-month time limit as of January 1, 2013, that have had their comprehensive discussion: **111**
- Sanctions that were cured as a result of SB 1041: **9**
- Former short-term young child exempt clients (Assembly Bill [AB] X4 4) that have been reengaged: **reengagement scheduled to begin September 2013.**
- WTW plans that have changed as a result of SB 1041 implementation: **441**
- Clients that have used the new once in a lifetime young child exemption: **345**

**Summary of Documents provided by Monterey County:**

- CalWORKs Employment Services Action Memorandums (18 of them).
- Flash Communication memorandums to staff.
- SB 1041 24-month tracking instructions, forms and scenarios to assist county staff.
- SB 1041 related training needs assessment and materials including PowerPoint presentations on various SB 1041 topics.

---

**County Administrator and Case Manager Interviews**

---

The CDSS Field Monitoring Team used the county administrator and case manager interview tools released in All County Information Notice I-42-13 to interview the county administrator and case managers in-person regarding SB 1041 implementation. The tool was provided to the county administrator and case managers in advance of the visit. The administrator interview panel consisted of three CDSS staff with one county administrator and one management analyst. The case manager interviews were conducted by two teams of CDSS staff members with each team interviewing one case manager.

**Summary of Observations****WTW 24-Month Time Clock Implementation and New WTW Participation Requirements****For clients with less than and more than 24 months left on their CalWORKs 48-month time limit**

Monterey County targeted all clients, regardless of time on aid, for SB 1041 implementation strategies. Monterey County mailed the WTW 24-Month Time Clock General Informing Notice (CW 2205) issued through the C-IV system on November 9, 2012. They began their comprehensive discussions with all clients on May 13, 2013. An appointment for the discussion was to be made during their next natural contact. The CalWORKs Employment Case Manager (CCM) called to set up an appointment, sent an appointment letter and followed up as needed. Most customers opted to come into the office for their comprehensive discussion. The completion date was July 31, 2013. Approximately 1050 discussions have been completed.

In general, some customers with children under six did opt to reduce their participation hours but none voluntarily reduced employment. Comprehensive discussions lasted approximately one hour and more in some cases depending on the need of the customer.

**Customers who failed to attend SB 1041 appointments:**

Customers meeting new participation requirements who failed to respond to the county's request to discuss the SB 1041 changes received additional contact(s) by the case manager. If the customer was meeting the new participation requirement the CCMs would send the customer an amended WTW plan to sign and return. If the customer was not meeting requirements, SB 1041 WTW Plan Needed Letter scheduling an appointment was sent to the customer. Customers have 10 days to respond to the letter. If no response is received, the WTW compliance process would be initiated.

**New Young Child Exemption**

Monterey County had 345 customers choose to take the new once in a lifetime young child exemption. Customers that chose the new once in a lifetime young child exemption were offered the opportunity to volunteer to participate.

**Clients with Good Cause for Lack of Supportive Services**

Monterey County did not opt to use the good cause for customers due to lack of supportive services exemption.

**The new WTW Activity Plan/Form (WTW) 2**

The new Welfare-to-Work Plan Activity Assignment (WTW 2) form was made available via the CDSS website December of 2012. Monterey County staff were instructed to use the new form beginning January 2, 2013.

***General Comments***

*Monterey County's labor markets include agriculture, tourism, service industry, medical field and government employment. Seasonal fluctuations in employment opportunities make it difficult to engage customers as they often come on and off aid depending on the availability of work. The county also has a large child-only customer base.*

*In regards to providing wrap-around services to customers, the county has found that the co-location of several behavioral health professionals as well as GED classes being provided on-site have increased the engagement of the WTW customers. Caseloads for the case managers have been as high as 90 to 1 in the recent past. However, the county is working on getting that number down.*

*When asked about their relationship with community colleges, Monterey County noted that county staff participate on two college boards and did provide training to CalWORKs coordinators at the colleges. On-going communication has been very beneficial in the county and community college relationship.*

*In regards to the new changes with SB 1041, the case managers interviewed felt that the Welfare-to-Work Plan Activity Assignment (WTW 2) is lengthy but was effective as a guide during the SB 1041 comprehensive discussion with the customer. It allows the customer to have a visual aid demonstrating the different options available to them. One case manager noted that the expanded supportive services section helped clients understand the services available to them while participating in an activity. For many of the customers, the marketing of supportive services is critical to get them engaged in WTW activities. In addition, case managers use the Welfare-to-Work Plan Activity Assignment (WTW 2) to strategize ways to preserve the WTW 24-Month Time Clock and strategize the types and combinations of activities used based on the individual short-term and long-term goals of each customer.*

### **Reengagement Process**

The county had not begun the reengagement process at the time of the visit.

Monterey County's Sequencing Plan has since been received and the plan is as follows:

- **September 2013** – Engage customers with 23-0 months left on cash aid.
- **November 2013** – Engage customers with 24-35 months left on cash aid.
- **January 2014** – Engage customers with 36-42 months left on cash aid.
- **March 2014** – Engage customers with 43-48 months left on cash aid.
- **April 2014** – Engage customers with 48 months left on cash aid.

---

### **Case Reviews**

---

The CDSS Field Monitoring Team reviewed five cases selected by Monterey County in advance of the visit. The purpose of this component of the visit is to review how SB 1041 program changes are being integrated into case management, understand how SB 1041 policies are being operationalized by the case manager, and better comprehend case management within the county.

There were five specific case types requested:

- Case One-a client with ***less than or equal to*** 24-months left on the CalWORKs 48-month time limit as of January 1, 2013;
- Case Two-a client with ***more than*** 24-months on the CalWORKs 48-month time limit as of January 1, 2013;
- Case Three-a new client (beginning date of aid January 1, 2013 or later);
- Case Four-a client who is sanctioned that has earnings and is curable based on the new participation requirements (may be a case actually cured since January 1, 2013 based on new participation requirements); and

- Case Five-a client that is part of the former short-term young child exemption (AB X4 4)/ reengagement population, and is currently in the process of or has been reengaged.

### **General Comments**

*Monterey County uses the C-IV case management system. The following is a summary of the case findings:*

- Noticing Requirements: All noticing requirements were met.
- Comprehensive discussions and additional outreach: Three ongoing cases noted a comprehensive discussion occurring. The case file for the new client was not assessed as new clients receive the comprehensive discussion components as part of orientation.
- Learning Disability Screening was offered appropriately in all cases reviewed. Customers either waived or were reviewed as appropriate.
- WTW 2
  - All case files with plans developed on or after January 2013 used the new Welfare-to-Work Plan Activity (WTW 2).
  - One case file showed a reduction in hours (not related to employment) as result of SB 1041. Two cases showed changes unrelated to SB 1041.
  - Two cases are scheduled to develop new plans.
- Supportive services: Were noted appropriately on the WTW 2.
- The sanction case reviewed had cured after receiving an invitation appointment.
- New Young Child: None of the cases reviewed chose to take the new young child exemption.

---

### **Conclusion**

---

#### **Successes**

Monterey County developed an extensive amount of training materials for SB 1041 implementation. This training included formal training sessions and staff memorandums on SB 1041 changes. Several changes had been made in Monterey County that have been of benefit to the clients they serve. Monterey County is co-located with other service providers such as behavioral health and domestic violence professionals. They also provide GED classes on-site, resulting in an improved participation rate. The learning disability screener is co-located as well. This allows for the client to be served in a more immediate and streamlined fashion.

Monterey County took the initiative to provide motivational training to all case managers and produced a video from a successful client which was refreshing and rewarding for case managers to view.

Given the timing of final guidance issued from the CDSS, Monterey County had completed over 1,000 comprehensive discussions at the time of the field visit in August 2013 and has cured 9 sanctions due to the reduction in the hourly requirement to 20 hours per week for adults with children under 6 years old. County staff are to be commended on how quickly they were able to train and put policies in place for SB 1041.

## **Challenges**

Monterey County found that one of their challenges was the implementation of such significant changes to the program in such a short amount of time. Even with county staff participating in the stakeholder workgroups, the process of policy development with numerous interests involved was challenging and did result in a delay in final guidance. Monterey County waited for the final guidance to be issued before conducting the comprehensive discussions with customers.

Monterey County recognized the challenge of the case manager presenting the new 24-month WTW clock options to clients. A pros/cons form was developed which enabled the client to do their own self-assessment by listing the pros and cons of opting for certain activities over others. The pros/cons form was then used in discussion with the case manager to help the client make an informed decision as they developed the WTW plan together.

## **Key Recommendations**

Monterey County should continue to collect data on their progress of SB 1041 implementation to ensure that all clients receive the Your Welfare-to-Work (WTW) 24-Month Time Clock Notice (CW 2208) as required by All County Letter 13-12 and received the comprehensive discussion as required by All County Letter 12-67. In addition, Monterey County should reconcile their county information with information in the Welfare Data Tracking Implementation Project Tracking Recipients Across California System.

Looking forward to 2014, Monterey County is well positioned for the new Family Stabilization component of the CalWORKs program. Consideration of how the additional funding can enhance the current behavioral health components of the program is encouraged. In addition, utilization of the expanded subsidized employment funding is all encouraged as a way to provide additional employment opportunities to the WTW customers.

---

## **Contact**

---

Kären Dickerson  
CalWORKs Employment and Eligibility Branch, Welfare to Work Division  
California Department of Social Services  
744 P Street, M.S. 8-8-33  
Sacramento, CA 95814  
Phone: (916) 651 -6562  
Email: Karen.Dickerson@dss.ca.gov