

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

**San Francisco County**

**Visit Date: September 12, 2013**

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

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

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## **Executive Summary**

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### **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] X4 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 San Francisco County on Tuesday, September 12, 2013 at the City and County of San Francisco Human Services Agency in San Francisco, CA. The field visit team included three managers and one associate analyst from the CDSS, Welfare-to-Work Division, CalWORKs Employment and Eligibility Branch along with San Francisco County's Health and Human Services Deputy Director of Economic Support and Self Sufficiency, the Welfare to Work Program Director, CalWORKs Program Managers and Specialists, and Employment Specialists. The field visit consisted of a kick-off meeting, close-out meeting, staff interviews, and case management observations with county staff.

### **Implementation Strategies**

In December 2012, San Francisco County began holding monthly half-day all staff trainings on SB 1041 that included welfare advocate partners and Managers and Employment Staff. These presentations included program, planning and support staff as well. Training packets provided for these all-staff meetings were created based on

information provided through release of the CDSS information notices and letters.

Employment staff received training on:

- The necessity of a thorough and timely SB 1041 comprehensive discussion;
- Transitioning WTW participants to SB 1041 program requirements
- How to amend or develop a SB 1041 WTW 2 plan; and
- Implementation of the 24-Month Time Clock and 24-Month Time Clock Tracking.

### **Successes**

San Francisco County created a detailed strategy for completing comprehensive discussions regarding the SB 1041 changes. Employment Specialists were provided with a list of all clients who would need to receive a comprehensive discussion and given a deadline and prioritization of populations which were then reviewed by supervisors upon completion. Helping with the implementation of the SB 1041 program are two strategies already in place in San Francisco County. The first strategy is an exceptional subsidized employment program, where clients are placed in county, private, and public sector jobs which help to provide them with skills and trades needed to find a job in the county's labor market. The second strategy is the placement of Employment Specialists at the community colleges that serve the county's CalWORKs clients. By placing Employment Specialists at the community colleges the county has created a near seamless line of service for clients to have all resources for their education and public assistance needs at one location.

### **Key Recommendations**

San Francisco County may consider developing a process for ensuring the accuracy of clients WTW 24-Month Time Clock ticking, as some time limit information reviewed in the clients' files conflicted with other information provided in the case files reviewed. Additionally, the county should continue to review and verify participation data submitted to the CDSS to guarantee that information provided to the CDSS matches the records that the county retains. San Francisco County has assured the CDSS that as full automation of the 24-Month Time Clock is implemented in CalWIN, San Francisco County will begin utilizing 24-Month Time Clock alerts to trigger a TOA referral to ensure accuracy of the 24-Month Time Clock and assess for possible need for additional services.

### **Acknowledgments**

The CDSS thanks San Francisco 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

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### Introduction

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## Background and Data

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### San Francisco At-a-glance

Total Caseload .....	<b>4,353</b>
<small>(Source: CalWORKs Cash Grant Caseload Movement Report CA 237 CW Item 8-June 2013)</small>	
WTW Enrollees .....	<b>1,660</b>
<small>(Source: CalWORKs Welfare-to-Work Monthly Activity Report WTW 25/25A Line Item 1-June 2013)</small>	
Mandatory Participants (enrollees + sanctioned + non-compliance) .....	<b>2,131</b>
<small>(Source: CalWORKs Welfare-to-Work Monthly Activity Report WTW 25/25A Line Items 1, 3A, and 31-June 2013)</small>	
Reengagement Plan Received .....	Yes
Beginning Date of Reengagement.....	April 1, 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: **455**.
- 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: **256**.
- Sanctions that were cured as a result of SB 1041: **2**.
- Former short-term young child exempt clients (Assembly Bill [AB] X4 4) that have been reengaged: **164**.
- WTW plans that have changed as a result of SB 1041 implementation: **92**.
- Clients that have used the new once in a lifetime young child exemption: **79**.
- Other statistics that the county is keeping related to SB 1041 implementation:
  - ❖ **The total number of sanctioned cases in San Francisco County in March 2013 was 219.**
  - ❖ **Due to the SB 1041 Comprehensive discussions the following has occurred with the county's sanctioned population:**
    - **Four of those sanctioned cases have been lifted due to an existing activity.**
    - **10 were lifted due to an exemption, good cause, etc.; and**
    - **13 sanctioned cases signed a curing plan.**

### Summary of Documents provided by San Francisco County:

- Instructional announcements provided by the county to county staff relevant to SB 1041 implementation.
- Informing notices and flyers provided to clients relevant to SB 1041 implementation.
- SB 1041 related training materials (formal and informal) including but not limited to a list of training strategies, materials available on-line, and materials distributed during staff meetings.
- San Francisco County's Reengagement Sequencing Plan.

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## County Administrator and Case Employment Specialist Interviews

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The CDSS Field Monitoring Team used the county administrator and case Employment Specialist interview tools released in All County Information Notice I-42-13 to interview the county administrator and case Employment Specialists in-person regarding SB 1041 implementation. The tool was provided to the county administrator and case Employment Specialists in advance of the visit. The administrator interview panel consisted of four staff

from the CDSS with one county administrator. The Employment Specialist interviews were conducted by two staff members from the CDSS with one Employment Specialist.

## **Summary of Observations**

### **WTW 24-Month Time Clock Implementation and New WTW Participation**

#### **Requirements**

#### **Process Observations**

##### **For clients with less than 24 months left on their CalWORKs 48-month time limit:**

San Francisco County Employment Specialists were instructed in prioritizing clients with less than 24 months left on their CalWORKs 48-month time clock and begin holding comprehensive discussions with these clients beginning January 1, 2013. The County provided check lists for tracking which clients had completed their comprehensive discussions. The check lists were created in order of prioritization and as each Employment Specialist finished with their check list they were provided a new list with the next prioritized population. There were 256 clients that had less than 24 months left on their CalWORKs 48-month time clock as determined by the county in December 2013. At the time the CDSS visited San Francisco County, the county believed that all clients in this population would have had received their SB 1041 Comprehensive Discussion by no later than September 30, 2013. In general, clients with 24 months or less remaining on CalWORKs were opting to remain in their current activity and in most cases, because the county has incorporated very successful work study and subsidized employment programs, most clients also choose to remain at their current level of hourly participation.

##### **For clients with more than 24 months left on their CalWORKs 48-month time limit:**

The SB 1041 Comprehensive Discussions for this group of 455 clients began at varying times, based on the workload of each Employment Specialist. In general, clients with more than 24 months remaining on their CalWORKs 48-month time limit, like the less than 24-month population, were opting to remain in their current activity and in most cases, because the county has incorporated very successful work study and subsidized employment programs, most clients also choose to remain at their current level of hourly participation.

##### **Clients who failed to attend SB 1041 appointments:**

San Francisco County has a specialized unit dedicated to pre-sanctioned clients. This unit provides enhanced case management and rapid response outreach to clients who are in a situation of non-compliance and possible sanction. Any clients who failed to respond to the County's attempts at a face-to-face SB 1041 Comprehensive Discussion were referred to a Pre-sanction Outreach Social Worker for additional client support.

#### **New Young Child Exemption**

San Francisco indicated that of those clients eligible for the new one-time exemption most clients currently participating opted to save the exemption for a later time. Of those remaining clients eligible for the new one-time exemption San Francisco reported 79 clients to date have received the new young child exemption.

## **The new WTW Plan Activity Assignment Form (WTW) 2**

The new WTW 2 form was made available on the county Intranet forms library and the county began its use effective January 1, 2013.

### **General Comments**

*San Francisco County Employment Specialists are required to initiate monthly contact with clients in their caseload which ranges on average between 60-120 cases. After formal SB 1041 trainings had been initiated, San Francisco County provided lists of clients based on the prioritization to each Employment Specialist. Employment Specialists were instructed to schedule appointments for the SB 1041 comprehensive discussion with all clients who had less than 24 months left on their CalWORKs 48-month time clock first, followed by sanctioned individuals as these populations as required by the CDSS. All SB 1041 comprehensive discussions with clients were held in person. In order to expedite the SB 1041 comprehensive discussion process and to accommodate participating client's schedules, the County requested staff volunteers to work extended hours including Saturdays. Additionally, the county sent sanctioned clients a county created informing letter with their time on aid information to invite them to explore options to remove their sanction.*

### **Reengagement Process**

The County's reengagement process officially began on April 1, 2013: however, this varied by Employment Specialist, depending on when the individual Employment Specialist completed their other prioritized populations who needed to receive their comprehensive discussions. There were approximately five cases assigned to each Employment Specialist who were part of the Reengagement population. The target completion date for reengagement is Fall 2014.

San Francisco County's Sequencing Plan is as follows:

- **April 1, 2013-** Group One: Clients whose current volunteer activity had ended, or they had not been engaged in any activity.
- **September 1, 2013-** Group Two: Clients who had been partially engaged as an exempt volunteer.
- **February 1, 2014-** Group Three: AB X4 4 Clients who had been fully engaged as an exempt volunteer.
- **July 1, 2014-** Group Four: Two-Parent families who had one parent that was fully engaged as an exempt volunteer.

San Francisco County created a letter that was sent to all AB X4 4 Reengagement clients, inviting them in for a face-to-face interview and to explain the new rules and requirements. At the face-to-face, clients are fully informed of their WTW 24-Month Time Clock, provided information on the availability of supportive services, assessed for any possible barriers, and offered the new once in a lifetime 0-23 month child exemption or any other applicable exemption.

Group One clients who were not currently participating in any WTW activity were placed in the Assessment for Continuing Employment (ACE) activity, so long as the client did not fall under good cause for not participating or any other applicable exemptions. Clients who showed interest in reengaging prior to their groups scheduled reengagement date had

their case reviewed and were allowed to volunteer as an exempt volunteer in order to have their time clocks stopped, until their reengagement group came up for reengagement.

### *Volunteers*

AB X4 4 short term exempt clients who were volunteering in the WTW program on December 31, 2012 were encouraged to continue volunteering until they were reengaged. The AB X4 4 short term clients requesting to volunteer after January 1, 2013 were allowed to volunteer.

### **Implementation Strategies**

In December 2013, San Francisco County developed a detailed monthly SB 1041 all staff training that included participation from Community Colleges, and welfare advocate partners, Managers and Employment Staff. An SB 1041 overview was presented to each of these groups. This included the following trainings:

- December 2012-WTW 24-Month Time Clock;
- January 2013-WTW 24-Month Clock Review and Supplement; and
- February 2013-Understanding Changes to CalWORKs Welfare-to-Work.

In addition to the trainings designed specifically for the Implementation of SB 1041, San Francisco County holds monthly all staff meetings to discuss ongoing SB 1041 implementation issues as well.

The following is a comprehensive list of documents regarding the implementation of SB 1041 generated by San Francisco County:

- County Program Information Memorandums (PIMs)
  - PIM 13-15 24 Month Time Clock Informing Overview
  - PIM 13-17 Implementation of the Form 7067 – 24 Month Tracking Sheet
  - PIM 13-24 Reengagement of Participants – Temporary AB X4 4 Young Child Exemption
- Forms
  - 4200-1 CalWORKs Reengagement Notice (Letter)
  - 4200-2 CalWORKs Reengagement Notice (Letter)
  - 4200-3 CalWORKs Reengagement Notice (Letter)
  - 4200-4 CalWORKs Reengagement Notice (Letter)
  - 7029 - Guidelines for Review the WTW Plan
  - 7067 - 24 Month WTW Activities Worksheet
  - 7223 - WTW Informing
  - 7223-S - WTW Informing – Sanction Letter 2013
  - WTW 2 - WTW Plan Activity Assignment (draft - county edited version)
  - WDD/WTW Training Presentations
- Questions and Answers for All Staff Training (Released February 27, 2013)
  - 24-Month Time Clock
  - 24-Month Time Clock- Clock Review and Supplement
  - 24-Month Time Clock Refresher
  - 24-Month Priority Order
- Client Lists
  - January 2013 48 Month Time Clock List
  - January 2013 Sanctioned List
  - March 2013 Temporary Exempt Families



- Client Case Reports
  - Short-Term Exemption County Reengagement Sequencing Report
  - C600 Sanctioned Engagement Report
- Other Documents and Notices related to SB 1041 implementation
  - How To 111.CW.1 - Entering Once-in-a-Lifetime Young Child Exemption in CalWIN
  - 24 Month Clock All County Letter (ACL) – Exemption Attachment
  - Two-parent Family Scenarios – Attachment
  - New Rules for CalWORKs WTW Activities - Notice CW2205

An additional strategy was to begin use of and automate forms as quickly as administratively possible. San Francisco County began using the new WTW 2 in January of 2013, and the form was then automated in March of 2013.

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## Case Reviews

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The CDSS Field Monitoring Team reviewed five cases selected by the CWD 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 Employment Specialist, 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 case 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**

*All cases reviewed by the CDSS contained all of the required forms and notices and benefits as were necessary for each individual case including benefits, supportive services and barrier removal activities. While it was noted that by the CDSS that some time clock information seemed to be in conflict within the case files, San Francisco County has a specialized Time Clock Unit design to verify clients time clocks as various points in a clients time on aid.*

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## Conclusion

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### **Successes**

San Francisco County created a detailed strategy for completing comprehensive discussions regarding the SB 1041 changes. Employment Specialists were provided with a list of all clients who would need to receive a comprehensive discussion and given a deadline and prioritization of populations which were then reviewed by supervisors upon completion. Additionally, thorough instructions for the reengagement of their AB X4 4

population, and once again checklists and tracking logs were instrumental in the execution of the Reengagement Sequencing plan. Employment Specialists were provided with and instructed to use a checklist used to explain the newly implemented SB 1041 program changes to reengagement clients.

Helping with the implementation of the SB 1041 program are two strategies already in place in San Francisco County. The first strategy is an exceptional subsidized employment program, where clients are placed in county, private, and public sector jobs which help to provide them with skills and trades needed to find a job in the county's labor market. The second strategy is the placement of Employment Specialists at the community colleges that serve the county's CalWORKs clients. By placing Employment Specialists at the community colleges the county has created a near seamless line of service for clients to have all resources for their education and public assistance needs at one location. Tutors have been hired by the county to provide additional help to community college students two days a week. San Francisco County Employment Specialists are required to complete a mid-semester check-in with students, and Social workers to be available at all times to intervene on behalf of the students. This allows students to receive additional support to ensure that they will be able to obtain satisfactory progress in their educational activity.

### **Challenges**

San Francisco found that their greatest challenges were implementing significant changes and ensuring thorough understanding of such complex changes in such a short amount of time. Employment Specialists acknowledge that at times it has been difficult explaining those changes to clients, and that they have had to develop many ways of explaining these changes to ensure that clients fully understand not only the changes, but what the changes really mean to them and their future in the WTW program. While the average comprehensive discussion in San Francisco County took one hour, it was acknowledged that there were rare instances where it took up to three hours to explain and ensure understanding by the client. Completion of the WTW 2 form proved difficult in two-parent assistance units as the form does not allow space to complete information for two people, thus requiring the county to fill out two separate forms for one two-parent family. Additionally, due to the need for two separate WTW 2 forms explaining the hourly participation requirements and providing clients with a clear view of which parent would participate in an activity for what hours was very difficult for two-parent families.

### **Key Recommendations**

San Francisco County may consider developing a process for ensuring the accuracy of clients WTW 24-Month Time Clock ticking, as some time limit information reviewed in the clients' files conflicted with other information provided in the case files reviewed. Additionally, the county should continue to review and verify participation data submitted to the CDSS to guarantee that information provided to the CDSS matches the records that the county retains. San Francisco County has assured the CDSS that as full automation of the 24-Month Time Clock is implemented in CalWIN, San Francisco County will begin utilizing 24-Month Time Clock alerts to trigger a TOA referral to ensure accuracy of the 24-Month Time Clock and assess for possible need for additional services.

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**Contact**

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