



# DEPARTMENT OF HEALTH AND HUMAN SERVICES

Thomas Peters, Ph. D., Director

February 5, 1998

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Mr. Glen Brooks  
CalWORKs Regional Advisor  
744 - P Street, MS 14-44  
Sacramento, CA 95814

Dear Mr. Brooks:

Below are the responses to the five areas of concern raised in your January 27<sup>th</sup> fax on Marin County's CalWORKs Plan.

- 1) Stage two and stage three child care *will be* provided by the Marin Child Care Council.
- 2) The Department has developed the following criteria to determine on a case by case basis the required participation for parents caring for a child between six months, and one year for the first child, and for children between twelve weeks and six months for an additional child(ren).
  - ▶ There must be an available slot(s) in the type of child care situation preferred by the parent, whether that be a center or a family day care home, or the parent may opt to choose license exempt care. The Department will expect a parent to make a choice if offered three referrals for vacant slots in the type of care facility of their choice.

The criteria have been reviewed and approved by the Marin Child Care Commission.

- 3) The Department *will* utilize the grievance procedure which was established for GAIN. The procedure is attached. We have updated the procedure to say CalWORKs as opposed to GAIN. However, the Board approved process remains the same.
- 4) The Department believes the screening processes in use are legally defensible.
- 5) The Marin Child Care Council *is* the Resource and Referral agency in Marin.

Please feel free to contact me should you have any questions or concerns.

Very truly yours,

Jane Chopson  
Director, Division of Social Services

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Attachment

Marin County  
CalWORKs Plan Grievance Procedures

Formal Grievance Procedure

CalWORKs requires a Formal Grievance Procedure and the right to State Appeal through the State Hearing system. The right to a State Hearing will exist for recipients if they are dissatisfied with the results of a Formal Grievance. A recipient may also request a State Hearing directly without going through the Formal Grievance Procedure.

The State Hearing procedures have been in existence for many years and requests for Hearings involving the CalWORKs Program will be handled within these existing procedures.

CalWORKs Program Grievance Hearing Officer

The Board of Supervisors authorizes the Director of Health and Human Services to designate a CalWORKs/General Assistance/CMSP Programs Grievance Hearing Officer. The Grievance Hearing Officer must be someone who is familiar with the aims, objectives and regulations of the CalWORKs/General Assistance/CMSP Programs. Additionally, this person must be able to be impartial.

If the Grievance Hearing Officer is unavailable or absent, the Director or the Director's designee may appoint a Supervisor or Manager in the Division of Social Services to conduct these Grievance Procedures. The person appointed in this capacity also must be familiar with the CalWORKs Program, be suited to conduct such Hearings and must not have participated in making any decisions on the individual case of the client filing the grievance. The appointee is to be impartial in handling a formal grievance.

Procedures

Any person who is dissatisfied with Marin County Division of Social Services action because he/she believes the program requirement or assignment is in violation of his/her contract or is inconsistent with the programs has a right to have such action reviewed. The participant must file a request for a Formal Grievance with the county Department of Health and Human Services either verbally or in writing, within 90 days of the date the action was taken.

When a request for a Formal Grievance is received by the Department, the Department will schedule a Formal Grievance Hearing no sooner than 5 nor more than 15 working days from the date of receipt of the request.

The notification of the scheduling of the Formal Grievance Hearing will advise the grievant of the time, date and location of the Hearing. It will include notification of the right to present evidence, to bring witnesses, to question witnesses, to be represented by an attorney or anyone else of the recipient's choosing, to have access to the case record and any relevant documents in advance of the Grievance Hearing and the right to a written statement two working days prior to the Hearing.

Marin County  
CalWORKs Plan Grievance Procedures

A participant is subject to sanctions pending the outcome of the formal grievance procedure or any subsequent appeal only if they fail to participate during the period the grievance procedure is being processed. If the participant files a county formal grievance procedure after the sanction commences, the sanction will not be suspended.

Hearings may be postponed for good cause by the hearing officer. Situations which constitute good cause are those outlined in MPP 22-503.16.

If the grievance hearing had to be postponed or if the grievant did not appear at the time of the hearing, a letter will be sent to the grievant stating he/she has ten (10) calendar days to contact the Hearing Officer and request the hearing be rescheduled. The letter will state if there is no response within the 10 day period, the Agency will consider the request abandoned.

Conduct of the Grievance Hearing

The CalWORKs Program Hearing Officer is responsible for conducting the Hearing. The Employment Service Case Manager is responsible for preparing the necessary documents and exhibits. The formal rules of evidence as used in a Court of Law are not required. The Hearing should be conducted informally so as to elicit a complete airing of the facts. The County and the recipient shall have the opportunity to question any witness. The Hearing Officer may limit questioning if the information produced becomes unduly repetitious, irrelevant or is needlessly demeaning to any party. The Hearing Officer may raise questions to clarify any points.

A tape recording or other verbatim record of the hearing shall be maintained and provided to the participant upon request.

The testimony of all parties will be given under oath.

The Hearing Officer may postpone or continue the hearing in order to obtain testimony or evidence needed to reach a fair decision.

The grievant shall receive a written decision within 30 days of the date of the hearing. The decision must contain findings of fact and conclusions of law. The decision must also inform the grievant of the right to appeal the decision through the state hearing process.

## DEPARTMENT OF HEALTH AND HUMAN SERVICES

Thomas Peters, Ph. D.  
Director

January 6, 1998

Marin County Board of Supervisors  
Civic Center  
San Rafael, CA 94903

**SUBJECT: MARIN COUNTY CALWORKS PLAN**

Dear Board Members:

**RECOMMENDATION:** Authorize the Chair to approve the Marin County CalWORKs plan.

**SUMMARY:** Pursuant to the requirements of AB 1542, each California county is required to submit a plan to the California Department of Social Services. This plan outlines the CalWORKs Employment and Support Services which will be provided in Marin.

The Department is thankful to the many interested community agencies and individuals whose comments during the development of the plan shaped this final version.

**FISCAL IMPACT:** Some revenue and expenditure categories will be consolidated or re-titled as a separate action. This plan does not increase County cost.

<b>REVIEWED BY:</b>	Auditor Controller	[ ]	N/A	[X]
	County Counsel	[ ]	N/A	[X]
	Human Resources	[ ]	N/A	[X]

Respectfully submitted,



Thomas Peters, Ph.D.  
Director of Health and Human Services

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**APPROVED**  
JAN 06 1998

MARIN COUNTY  
Board of Supervisors

# MARIN COUNTY

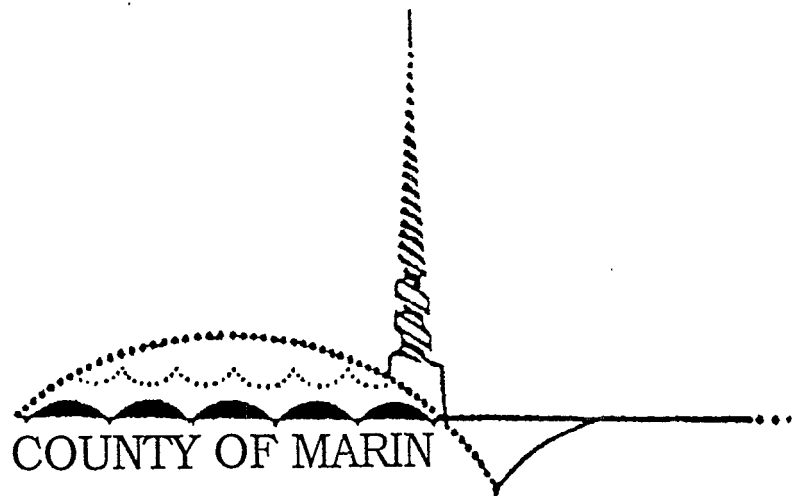
## CalWORKs Plan

Date Submitted

January 6, 1998

Prepared by:

DEPARTMENT OF HEALTH AND HUMAN SERVICES



This plan is submitted pursuant to Section 10531 of the Welfare and Institutions Code required by The Welfare to Work Act of 1997, AB 1542.

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## EXECUTIVE SUMMARY

In 1996, Congress passed, and the President signed, historic welfare reform legislation. This Act is known as the Personal Responsibility and Work Opportunity Reconciliation Act. The new law combined and replaced the Aid to Families with Dependent Children (AFDC) and the Job Opportunities and Basic Skills (JOBS) programs with a single program, Temporary Assistance to Needy Families (TANF).

In 1997, California passed TANF enabling legislation which created California's TANF program "California Work Opportunity and Responsibility to Kids (CalWORKs). The CalWORKs legislation requires each county to submit a plan to implement CalWORKs in their local community. This plan describes the range of services which will be available in Marin County to enable families to move from welfare to self sufficiency. Further it describes the advanced collaborative efforts underway to maximize service delivery effectiveness.

Marin County, the smallest of the California Bay Area counties, has a population of 239,000. Marin currently provides AFDC to 1272 single parent-families and 192 two-parent families. Of this total of 1464 families, 325 are child-only cases and consequently are exempt from the new CalWORKs employment requirements. Marin County has a number of grandparents and other non-parent relative caretakers. Many of the 325 child-only cases are grandparents raising grandchildren. Although the grandparents are exempt

generally exempt from mandatory work participation it is our plan to inform them about Senior Employment programs in which they may voluntarily participate.

Much work has been done in prior years to position Marin to achieve success in the CalWORKs implementation. The public services of health services, mental health, and social services have been integrated in the Marin County Health and Human Services Department (H&HS) since 1970. (See attachment 1 for H&HS organizational chart.) The Employment and Training Branch and its Job Training Partnership Act (JTPA) programs are part of the Social Services Division.

In addition to public sector integration, the county benefits from a mature employment collaborative, the Marin Employment Connection (MEC). This One-Stop is a partnership of public, non-profit and private employment & training providers . (See attachment 3 for members of MEC.)

The seven-year old Coordinated Youth Services Council (CYSC) is a partnership of Marin County H&HS, the Probation Department, the Office of Education and 19 non-profit human service providers. (See attachment 4 for CYSC membership.) CYSC has become nationally recognized for the collaborative work of its public and private agencies. The effort utilizes facilitated, family driven multi-disciplinary team meetings creating single case plans based on the families' needs and goals. This process is called Family Network. Currently, plans are underway to use Family Network to serve



CalWORKs families who have multiple barriers to employment.

In addition Marin County Health and Human Services staff and community child care providers have met monthly for the last seven years in a Seamless Child Care Network. The goal of this group is to insure that public assistance families, as well as the working poor, are served as fully as possible given the total number of subsidized child care slots available in the County. Other efforts underway which serve to position the county to serve families with multiple barriers to self-sufficiency and well being, are: Healthy Start, the Community Partnership for Healthy Families and the AB 1741 pilot project.

There are a number of other factors which will contribute to a successful welfare reform effort. Marin has an unemployment rate of 2.9%. Additionally, Marin County's JTPA program has traditionally served a very high percentage of welfare recipients in its Title 11-A Economically Disadvantaged Adult Program. During the 1996-97 Program Year, this program employed more than 71 % of its participants, at an average wage of \$8.14 per hour.

Welfare reform legislation brought about the creation of the Welfare and Immigration Network (WIN) in Marin. This group of non-profit agencies and individuals from the community met a number of times to analyze the legislation and then provided guidance to CalWORKs planning in their document "Welfare As We Could Know It - A Platform for Reform".

Marin benefits from the strong leadership of the Board of Supervisors, whose record of commitment to health and social services is well-known throughout California. Our community also benefits from partnerships with the Marin Community Foundation, the County Office of Education, and the local Community College and their commitment to the well being of all members of the community. Because of the relatively advanced collaborative efforts already underway, little organizational change is necessary to implement CalWORKs. Marin intends to build on this already firm foundation. Additional funding for employment counselors, child care, and JTPA Welfare-to-Work will expand services to the entire CalWORKs population.

Marin County Health and Human Services has established the following goals for CalWORKs:

- ▶ To offer employment, training, education and support services to CalWORKs recipients to enable them to be employed and financially self-sufficient;
- ▶ To offer substance abuse and mental health treatment services to those recipients who are unable to obtain employment due to incapacity or disability, assisting them to achieve recovery and enabling them to engage in employment activities;
- ▶ To facilitate SSI/SSP applications for those recipients for whom employment activities are not feasible;
- ▶ To assure quality child care is readily available to families engaged in employment activities.

The principles which will guide us in our CalWORKs implementation are:

- Welfare should be an investment in our future.
- Welfare programs should empower recipients.
- The health and well-being of children should be paramount in establishing work requirements for parents.

Marin County will use the following measures to track our success in CalWORKs implementation:

- 1) Caseload increases/decreases (DFA 237)
- 2) Caseload growth/decrease rates (DFA 237)
- 3) The average wage obtained (GEMS ad hoc report)
- 4) The percentage of caseload meeting participation rate (CalWORKs tracking form)
- 5) The Customer Satisfaction Survey currently in use in the MEC (*see attachment 5*)
- 6) The monthly number of families discontinued because of employment (GAIN 25)
- 7) The increases or decreases of available childcare within each community  
(Local Planning Council Needs Assessment)
- 8) A Measure of How Families are Doing (**See attachment 7**)

Clearly CalWORKs families have needs beyond employment services. This plan primarily addresses employment and related support services. However, housing, youth services and health care all are necessary ingredients in building healthy families and communities. Although not all elements are addressed in the plan, the Department recognizes the need to provide or refer clients to a broad range of services to achieve employment.

Lastly CalWORKs families represent many different ethnic and language groups. To serve them effectively, the Department's staff needs to be sensitive to cultural differences and knowledgeable about where to refer individuals who require assistance in integrating into the mainstream culture. Although the vast majority of CalWORKs parents are native born and English speaking some are not. Fortunately the Department is well positioned to provide language appropriate services. Bilingual Eligibility Workers and Employment Counselors offer services in Spanish and Vietnamese. The MEC also makes services available in a range of languages. In addition, referrals are frequently made to community based partners for culturally and linguistically appropriate support services.

**(Each of these elements should be on separate pages to facilitate the review process.)**

Section 10531 of the Welfare and Institutions Code (WIC), requires each county to develop a plan that is consistent with state law and describes the full range of services available to move CalWORKs applicants and recipients from welfare-to-work. Subsections (a) through (q) set forth specific plan requirements which are addressed below. The CalWORKs plan should not duplicate the planning processes which have already occurred within the county, rather it should incorporate other planning efforts where appropriate.

**(a) COLLABORATION WITH PUBLIC AND PRIVATE AGENCIES TO PROVIDE  
TRAINING AND SUPPORTIVE SERVICES**

Briefly describe how the county will work with other public and private agencies to provide necessary training and support services. This section should include, at a minimum, a list of the necessary training and support services and the public and/or private agencies which will provide those services. [References: Education Code Section 10200 and WIC Section 10531(a)]

Does your county have a Refugee Employment Services Plan?

☐

YES

☒

NO

☐

If so, please certify that welfare-to-work activities will be coordinated with the County Refugee Services Plan.

Marin County has a number of collaborative efforts under way. These efforts will facilitate the provision of a full array of training and support services to the Cal Works population.

***Marin Employment Connection:*** The Marin Employment Connection (MEC) represents a partnership of public and non-profit agencies, businesses, education and training providers who share a common goal: to help Marin County residents find work.

To reach that goal, the partners provide a variety of free services to people who seek job skills and employment training. These services may include skills assessment, information and referral, career counseling, job search skills workshops, vocational training, job clubs, training grants, and more.

### **Key Points about MEC:**

#### **Services to job seekers at all levels of skills and experience.**

Whatever the participant's skill level or work history - seeking an entry level position, re-entering the job market, unemployment, underemployment, or changing careers - there is a MEC partner providing services to meet each individual's special needs.

#### **Provides Essential Skills Training**

To a first-time or re-entry job seeker who needs a brush up on skills, the MEC offers:

- Computer-aided math and English skills training
- Basic computer skills
- GED preparation
- Literacy and employment competency programs for English and non-English speakers. In addition referrals to community based partners for life skills are frequently made by center based partners.

#### **Provides Job Skills Training**

For the unemployed seeking to improve marketability or to acquire a new set of career skills, these MEC services can help:

- Skills assessment
- Career counseling
- Labor market information
- Computer skills training
- Vocational training
- Access to a network of training providers

### **Provides Job Search Support**

When ready to start a job search, MEC partners can help prepare individuals to compete in today's market through:

- Job search skills workshops: skills and interest assessment, resume writing, interviewing, salary negotiating, and more;
- Job clubs: support and networking with a group of job seeking peers;
- On-line job search assistance;
- Self-service job center.

### **Provides Additional Services**

Some services may be available only to those who meet specific eligibility requirements.

- **Unemployment Insurance** - limited benefits for those who qualify
- **California Training Benefits** - an extension of unemployment benefits for individuals in approved training programs.
- **Job Training Partnership Act** - services and financial support for job-related training.

*(See Attachment 3, list of all partners in MEC.)*



*Coordinated Youth Services Council (CYSC):* CYSC is a collaboration of 28 public sector and private non-profit agencies that serve families with children. It was created to design innovative practices and to change systems of intervention. CYSC has worked since 1990 with the highest risk families and their service providers to reduce the rate of child out-of-home placement and improve family well-being. The primary aim of the CYSC member organizations is to create streamlined provision of services, eliminate fragmentation, and reduce duplication and gaps in service for families involved with two or more public systems.

The *Family Network* program of CYSC creates teams comprised of families in need, their key support people, and the professionals involved with providing them services. Families with multiple needs and multiple types of service providers are brought together and engaged in a consensus decision-making process utilizing neutral trained facilitators, and resulting in a single plan of action for the family that is driven by their goals and desired results. Over a course of time determined by each family's unique situation, the team meets, identifies goals, assigns tasks, reviews the plan, makes adjustments, and strategizes together for solutions to tough problems. Marin County intends to use Family Network to serve some CalWORKs recipients who have multiple barriers to employment and are involved with multiple systems of care. (See Attachment 4, CYSC Member Agencies).

## **(b) PARTNERSHIPS WITH THE PRIVATE SECTOR TO IDENTIFY JOBS**

Describe the county's partnerships with the private sector, including employers, employer associations, the faith community, and central labor councils, and how those partnerships will identify jobs for CalWORKs program recipients. [Reference: WIC Section 10531(b)]

The County of Marin's Health and Human Services Department is the lead agency in the Marin Employment Connection (MEC), the county's one-stop, full-service collaborative, in partnership with the State Employment Development Department, and others. In addition to Job, Education and Training Seekers (JETS), the MEC's primary customers are businesses and employers. Moreover, the County of Marin's CalWORKs program is housed within the umbrella of the Health and Human Services Department, which also administers Job Training Partnership Act (JTPA) services in Marin. The JTPA program is overseen by the Marin Board of Supervisors and the Private Industry Council (PIC), which also serves as the oversight bodies for the GAIN program. Private sector business people and representatives from the Marin County Central Labor Council make up ten of the nineteen PIC members.

With PIC's support and with the partnership of community agencies and private employment services, the MEC has established a Business Resource Center (BRC) with the intention of reaching out to Marin's more than 7,000 small businesses. MEC will first provide services to businesses, and then invite them to assist in moving individuals to employment and self-sufficiency.

The Department is also cooperating with the School-To-Career efforts of the education sector,

presenting a coordinated approach to the business sector, to place CalWORKs students in internships and permanent jobs. With other MEC partners, the Department also engages focus groups of medium-sized employers, and communicates with large employers through their professional association, the North Bay Network. The identification of “occupations in demand” and the development of other local labor market information will be an ongoing task, performed by the partners mentioned above.

### **(c) LOCAL LABOR MARKET NEEDS**

Briefly describe other means the county will use to identify local labor market needs. [Reference: WIC Section 10531(c)]

To identify local labor market needs, the Department of Health and Human Services will:

- 1) Utilize the data acquired through the annual California Cooperative Occupational Information System (CCOIS) surveys of specific occupations and employer hiring trends, for Marin, San Francisco, Napa, Solano, Contra Costa and Sonoma counties.
- 2) Utilize data acquired through special labor market surveys which are conducted by staff to the Marin County Private Industry Council. The most recent of these surveys covers multi-media and software development businesses.
- 3) Utilize data reported by the Labor Market Information Division of the California Employment Development Department.
- 4) Utilize anecdotal information provided by partners in the Marin Employment Connection one-stop career center system.

#### (d) WELFARE-TO-WORK ACTIVITIES

Each county is expected to offer a range of services adequate to ensure that each participant has access to needed activities and services to assist him or her in seeking unsubsidized employment.

[Reference: WIC Section 11322.7(a)] Pursuant to WIC Section 11322.7(b) "No plan shall require job search and work experience of participants to the exclusion of a range of activities to be offered to recipients." Activities allowed by state law include, but are not limited to, those listed below. Please indicate which of the following activities will be provided and identify any allowable activities that will not be provided. [Reference: WIC Section 10531(d) and WIC Section 11322.6]

- |  |   |
|--|---|
| <input checked="" type="checkbox"/> Unsubsidized employment              | <input checked="" type="checkbox"/> Work study                              |
| <input checked="" type="checkbox"/> Subsidized private sector employment | <input checked="" type="checkbox"/> Self-employment                         |
| <input checked="" type="checkbox"/> Subsidized public sector employment  | <input checked="" type="checkbox"/> Community service                       |
| <input checked="" type="checkbox"/> Work experience                      | <input checked="" type="checkbox"/> Job search and job readiness            |
| <input checked="" type="checkbox"/> On-the-job training                  | <input checked="" type="checkbox"/> assistance                              |
| <input type="checkbox"/> Grant-based on-the-job training                 | <input checked="" type="checkbox"/> Job skills training directly related to |
|  | employment  |
|  | <input checked="" type="checkbox"/> Supported work                          |

<input checked="" type="checkbox"/> Vocational education and training	<input checked="" type="checkbox"/> Transitional employment
<input checked="" type="checkbox"/> Education directly related to employment	<input checked="" type="checkbox"/> Other (list)
<input checked="" type="checkbox"/> Adult basic education (includes basic education, GED, and ESL)	* Mentorship Program
	* Internship

Grant based on the job training will not be provided.

### **Mentorship Program**

The "Coalition of Mentors for Success" is a group of volunteer mentors organized and trained in conjunction with the Health and Human Service Department. The Coalition, along with County CalWORKs staff, will match trained mentors with CalWORKs recipients who have obtained employment, and are interested in support. The mentor agreement will be for a minimum of three months, with the hope that most relationships will continue for at least a one year period.

### **Internship Program**

Internships will be developed as a part of individual vocational education plans at the College of Marin and possibly at other post secondary institutions. They will be used when the educational instructor, the client, and the CalWORKs counselor agree on the internships, supervised by the College instructor.

**(e) SUBSTANCE ABUSE AND MENTAL HEALTH TREATMENT SERVICES**

Plan for Substance Abuse Services

Briefly describe how the welfare department and the county alcohol and drug program will collaborate and utilize new funds available to ensure the effective delivery of substance abuse services. These funds should be used to maximize federal financial participation through Title XIX of the federal Social Security Act. If the county has determined who will provide substance abuse treatment services, please indicate the providers in the plan. If that decision has not been made, please provide CDSS an addendum to the county CalWORKs plan indicating the provider when determined. [Reference: WIC Section 11325.8]

☒ Certify that the county's substance abuse treatment services will include at least the following: evaluation, case management, substance abuse treatment, and employment counseling, and the provision of community service jobs.

Describe any additional services the county will provide. [Reference: WIC Section 11325.8]

Plan for Mental Health Services

Briefly describe how the welfare department and the county department of mental health will collaborate and utilize new funds available to provide effective mental health services. Counties

should maximize federal financial participation to the extent possible in the provision of mental health services. [Reference: WIC Section 11325.7]



Certify that the county will provide at least the following services: assessment, case management, treatment and rehabilitation services, identification of substance abuse problems, and a process for identifying individuals with severe mental disabilities.

Please describe any additional services the county will provide.

The Department formed an internal workgroup from the Divisions of Social Services, Mental Health, and Health Services to develop the plan for provision of mental health and substance abuse treatment to the CalWORKs population.

In addition to the internal Departmental workgroup, Marin's community group, WIN, held a focus group on mental health and substance abuse services allowing interested community members and service providers input to the plan.

#### Substance Abuse Treatment

The newly allocated state money for alcohol and drug services will be directed towards clients who appear to have primary substance abuse diagnosis and who might otherwise not be able to access services immediately. The new funding will be used primarily for substance abuse assessment, evaluation, and outpatient treatment services, and to the maximum extent possible



will be allocated so as to enhance federal financial participation in program funding. There are several agencies in the community with skills and experience in assessing and treating substance abuse and dual diagnosis patients. The Department will work with those agencies to provide a network of services. No final determination has been made as to service provider(s). A plan addendum will be submitted when the selection process is complete and actual providers are identified. CalWORKs funding for alcohol and drug treatment services will be integrated into the County Alcohol and Drug Service and Funding Plan, assuring continuity of care, non-duplication of services, and maximum leverage of all funding for services to this client population.

#### Mental Health Plan

The new CalWORKs Mental Health funding will be leveraged to allow for maximum utilization of funds. Mental health and dual diagnosis evaluation will be completed by providers identified by mental health staff. These agencies will be selected based on their expertise to work with CalWORKs clients.

These evaluators, along with the substance abuse evaluator, will use evaluation instruments developed in the County and currently being used in the evaluation of General Assistance clients. The instruments assess client problems and issues as they relate to employability. The treatment plans developed target the issues that need to be resolved prior to a client working.

There are significant questions about the capacity of the current system to deliver services quickly to the number of CalWORKs recipients who may require them. Actual data on substance

abuse and mental health treatment needs are not currently available. The only current data are from the Bay Area Workforce Preparation Study done by A.T. Kearney in May and June of 1997. In this study, 100 Aid to Families with Dependent Children, 100 General Assistance, 100 Unemployment Insurance, and 100 Food Stamp recipients were asked to identify barriers to employment. (See Attachment 6, AT Kearney Chart). In this limited sample, the AFDC population did not identify substance abuse or mental health issues among the top five barriers to employment. It is interesting to note that the food stamp and general assistance respondents identified both mental health issues and substance abuse issues among their top five barriers to employment.

Clearly, as work begins with the CalWORKs population, data will emerge regarding treatment needs. The funding Marin is to receive for mental health and substance abuse treatment may well prove to be inadequate. If this proves to be the case, our success in moving families from welfare to work will be seriously jeopardized. The Department will report annually to the California Department of Social Services on the number of CalWORKs recipients who receive treatment and the extent to which the allocations are sufficient to meet their needs.

**(f) MENTAL HEALTH SERVICES AVAILABLE AFTER TIME LIMITS**

Briefly describe the extent to which and the manner in which the county will make mental health services available to recipients who have exceeded the 18 or 24 month time limit. [References: WIC Section 10531(f) and WIC Section 11454]

CalWORKs clients will be referred to the Division of Mental Health at any time during their 18 or 24 months of work activity time that it is deemed appropriate. It is our plan to identify recipients' needs for services prior to the end of the time and, consequently, those with very serious problems should be exempt or on SSI by the end of their 18 month or 24 month time limit. Mental Health has agreed to refer clients to evaluators who understand the emphasis on providing treatment to alleviate employment barriers. Clients wanting or needing mental health services to deal with other personal problems will also be referred to Mental health. Mental health services will be available to recipients who have exceeded the 18 or 24 month time limit to the extent they are otherwise eligible.

## **(g) CHILD CARE AND TRANSPORTATION SERVICES**

### **Child Care**

Please briefly describe how child care services will be provided to CalWORKs participants. This should include a description of how the county will provide child care for families transitioning from county funded providers to non-county funded providers of child care services. It should also indicate what criteria the county will use to determine, on a case-by-case basis, when parents who have primary responsibility for providing care to a child six months of age or younger, may be exempt from welfare-to-work participation. The exemption period must be at least twelve weeks and, at county discretion, can be increased to one year for the first child. The exemption period for subsequent children is twelve weeks, but may be increased to six months. Briefly describe the criteria the county will use to determine the period of time a parent or other relative will be exempt considering the availability of infant child care, local labor market conditions, and any other factors used by the county. Additionally, briefly describe how the county will ensure parents needing child care services can access the Resource and Referral Agency.

### **Transportation**

Briefly describe how transportation services will be provided. [Reference: WIC Section 10531(g)]

### Child Care Services

Child care services in Marin will be provided by the CalWORKs Employment Services staff, the staff of the Marin Child Care Council and the County Resource and Referral (R&R) Agency. A staff person from the R&R will co-locate with CalWORKs staff.

The R&R will assume responsibility for advising clients of available child care slots. This process will begin at CalWORKs intake. The R&R staff person will also provide clients with educational materials to educate them regarding the parent's selection of quality child care. Marin CalWORKs families are anticipated frequently to select license-exempt child care providers. Although the providers will be trust-lined there may be other information and educational efforts from which they could benefit to further enhance the quality of their care. Although license-exempt providers cannot be mandated to attend orientation or training programs it is our intention to offer such opportunities.

Further it is the intention of the Department to involve the Marin County Child Care Commission and the R&R in a discussion about the development of additional services for exempt providers.

The CalWORKs Employment Services staff will make the initial child care agreement with the client for Stage 1. That same counselor will approve the child care time sheets, and arrange for payments to be reimbursed directly to the provider for the period beginning January 1, 1998. The Health and Human Services Department will use the same forms as the Alternative Payment Program to the extent possible to minimize the client's need to duplicate paperwork.

When the counselor determines that the client's need for child care has become constant the client

will be scheduled to meet with the R&R staff on site to complete the transition to Stage 2. The client's time sheet documenting the hours of participation in CalWORKs activities will continue to be approved by the counselor each month, and will be available to the R&R staff, as needed for verification of work activity hours, in order to reimburse in Stage 2.

The Marin Child Care Commission has received a grant from the Philanthropic Venture Foundation to develop an easy transition between the three stages of child care. It is anticipated the system developed will maximize available child care resources and assure the availability of Stage 3 after two years.

### **Exemption Determinations**

Marin will exempt the caretaker of a child six months or younger who personally provides care to that child. At this time there is a significant shortage of available infant child care. For that reason the Department will extend the exemption until the child reaches twelve months. It is anticipated that as additional infant slots are developed the blanket exemption will be lowered to six months and handled on a case by case basis from six to twelve months.

As required by federal law any subsequent child born to a family who has already used the exemption stated above, the exemption period for the second child will be 12 weeks. This period will be extended to six months until the availability of infant care is deemed more adequate. The Health and Human Services Department does not anticipate that local labor market conditions will be cause for exempting the parent of a child between the ages of 12 weeks and 12 months. It should be noted parents whose presence in the home is required to care for an incapacitated or disabled child are also exempt.

### **Access to the Resource and Referral Agency**

An R&R staff person will co-locate with CalWORKs staff for a specified number of hours each week. That person will be available to clients at the initial orientation session as clients are applying for CalWORKs and that person will also be available on site with Employment Services staff for any child care problems or issues that arise subsequently.

## Transportation

The main roadway through Marin County - Highway 101 - serves as the corridor from Sonoma County to San Francisco. During traditional commute hours public transportation is available along the corridor. The service is somewhat limited, however, during non-traditional hours because of the low ridership. Because of the relatively small number of people in the CalWORKs caseload it is not practical for the public transportation system to make any changes in their existing schedules.

The western portion of the County is rural, sparsely populated and has been considered relatively remote because of a lack of public transportation. Increasing transportation service to that area is unlikely because of the small population that lives there. The Health and Human Services Department plans on scheduling CalWORKs staff time at the Department's Health and Human Services Center which is located in the community of Point Reyes. Welfare-to-Work plans for residents of that area will by necessity consider transportation issues, and the availability of work activities that are actually in that community.

The Department makes bus tickets available to clients that take public transportation, and reimburses clients for the use of their vehicles if public transportation is unavailable. About 50% of the CalWORKs population in Marin report owning vehicles.



## (h) COMMUNITY SERVICE PLAN

Briefly describe the county's plan for providing community service activities. This should include a description of the process the county will follow to determine where community services assignments will be located, and the agencies/entities that will be responsible for project development, fiscal administration, and case management services. If it is not known at this time, the county may provide the specific details of the Community Service Plan as an addendum. [References: WIC Section 11322.6 and WIC Section 11322.9]

The Department of Health and Human Services has enlisted the support of the Welfare and Immigration Network (WIN) in the development of its Community Service plan, including the input of more than 50 agencies and individuals. Additionally, the County will build upon similar program experiences from its administration of GAIN work experience programs, the CETA Public Service Employment program, the JTPA Summer Youth Employment and Training Program, and the JTPA Work Experience Training component. Moreover, the Marin Council of Agencies, representing over 150 community-based, non-profit organizations, has agreed to assist in the ongoing development of Community Service sites, and with quality assurance issues, including agency staff development, job descriptions, and program evaluation. The County's School-To-Career program will also be involved in a coordinative role, enabling us to maintain a single data base of potential sites.

It is our current opinion that relatively few potential sites will need to be developed. This is based on the fact the County enjoys very low unemployment rates. Consequently, it is believed that after 18 or 24 months of service, recipients will be employed or will have been determined disabled. The

Department of Health and Human Services, Division of Social Services will provide fiscal administration and case management services for clients in community service employment. Sites will be located in private, non-profit and governmental agencies which have a history of successfully working with GAIN work experience clients, with volunteers, interns, student aides and/or CETA or JTPA trainees. The possibility of reimbursement to participating agencies, for the additional time required of them to train and supervise Community Service participants who have significant barriers to permanent unsubsidized employment, needs to be explored.

It is Marin County's position that Community Service Employees will not displace paid workers, and that participants should be involved in the decision about where they are assigned to work. The PIC, which includes labor representation, will be involved in the planning for, and development of, Community Service sites.

Adequate time will be allowed for participants to pursue unsubsidized employment, totaling no less than eight hours per week, and job development efforts will be made to assist those participants who can not locate their own employment. "Green Collar" jobs in environmental and public works areas will be included in the range of available work sites, wherever possible. The Department is currently in discussion with the Marin County Department of Parks, Open Space, and Cultural Services regarding Community Service sites in those areas and programs managed by that Department. Community Service job titles will be consistent with those in the private sector.

There is an unanswered dilemma posed by Community Service. It is believed by many in the community that community service should be performed at least at minimum wage and potentially

more if the assignment warrants it. However, the dilemma posed is that the number of hours of Community Service required when minimum wage is divided into the grant often does not meet the federally required work participation hours. Consequently, additional hours might be required and hence, participants are not compensated for Community Service at a minimum wage rate. There is some legal concern that this situation may violate the Fair Labor Standards Act. Since community service will not be required for 18 months there is time to resolve these issues and assure a quality Community Service program in Marin.

## **(i) WORKING WITH VICTIMS OF DOMESTIC VIOLENCE**

Briefly describe how the county will provide training for those county workers who will be responsible for working with CalWORKs recipients who are victims of domestic violence.

[Reference: WIC Section 10531(i)]

Until regulations are adopted by California Department of Social Services in consultation with the Taskforce on Domestic Violence established by the Welfare-to-Work Act of 1997, the county may utilize other standards, procedures, and protocols for determining good cause to waive program requirements for victims of domestic violence, for example, those now used in the GAIN Program. [Reference: WIC Section 11495.15] Please describe the criteria that will be used by your county for this purpose and what approach the county would take to deal with recipients who are identified in this way.

The problems posed by domestic violence are many. The impact, physically and emotionally within families experiencing domestic violence is well documented. It is ironic that the employment which may allow the victims to escape from the situation is, itself, often jeopardized.

The Department plans to train eligibility workers and employment counselors to identify situations in which domestic violence may be a problem. Eligibility Workers and Employment Counselors are scheduled to receive training on Domestic Violence Awareness from U.C. Davis in early 1998. We are also working with Marin Abused Women's Services (MAWS) to develop

additional training. All eligibility workers and employment counselors will receive a minimum of 4 hours of training on domestic violence awareness. The employment counselors will then receive additional hours of training on working with victims of domestic violence. It is our intention to select several counselors who will handle all domestic violence cases. This specialization will allow the development of expertise and sensitivity in working with victims of domestic violence.

Employment and Training plans will be developed which account for the problems and risks posed to families suffering from violence within. Clients will be referred for assessment to a counselor who specializes in working with victims of domestic violence. The results of the assessment along with the plan for dealing with the domestic violence, or its aftermath, will be considered in determining the welfare-to-work plan. In addition, clients who experience domestic violence will be referred to appropriate legal, shelter and support services.

Good cause criteria for delaying or limiting work activities will be those that have been successfully used in the GAIN program. Some of the reasons that may be considered are:

- The person is required to participate in court proceedings.
- The family is in crisis, and time must be allowed for resolution of the immediate problem.
- Time must be allowed to stabilize the situation for the children, either in school or in child care.
- Stable housing must be arranged.
- Another reason that may be approved by the counselor.

Since the category of "Victims of Violent Crimes" is not one that allows for an exemption of the 18/24 month or 60 month time limit, every attempt will be made to create a welfare-to-work plan that is both sensitive to the client's personal needs and is also preparing him/her for employment.

It is the Departments policy that safety of the victim and/or children should never be jeopardized by participation in an employment plan.

**(j) PERFORMANCE OUTCOMES TO MEET LOCALLY ESTABLISHED  
OBJECTIVES**

Please indicate whether there were any local program outcome objectives identified during the CalWORKs plan development process and how the county proposes to track those outcomes. If the county develops alternative outcomes for the CalWORKs program during future collaborative efforts, please submit information on those measures as an addendum to the CalWORKs plan. [Reference: WIC Section 10542]

The Department currently intends to measure program outcomes with the following indicators:

- 1) Caseload increases/decreases (DFA 237)
- 2) Caseload growth/decrease rates (DFA 237)
- 3) The average wage obtained (GEMS ad hoc report)
- 4) The percentage of caseload meeting participation rate (CalWORKS tracking form)
- 5) The Customer Satisfaction Survey currently in use the MEC (*see attachment 5*)
- 6) The monthly number of families discontinued because of employment (GAIN 25)
- 7) The increases or decreases of available licensed childcare withing each community (Local Planning Council Needs Assessment)
- 8) We are exploring the pre and post employment service use of a Measure of Family Well-Being Scale, (*see attachment 7*). This tool assesses family well being, and has been used with Marin's Family Network families.

Since the law requires outcome measures be developed through a collaborative process involving local stakeholders and agencies, the above outcome measures may serve only as a beginning of

our efforts to monitor CalWORKs implementation. The Department intends to seek input from the WIN group, the PIC and others regarding what they view as important measures of impact. If other measures are developed in the future they will be submitted as an addendum to this plan.



## **(k) PUBLIC INPUT TO THE COUNTY PLAN**

Briefly describe the means the county used to obtain broad public input in the development of the CalWORKs plan. [Reference: WIC Section 10531(k)]

Marin County has been fortunate to have a large group of interested community members who have given many hours to the WIN groups efforts, and to have had these efforts co-chaired by the Chairman of the Marin County Board of Supervisors, Harry J. Moore and Mr. Alan Barnett. The Marin WIN group has reviewed the legislation and also had the opportunity to review and comment on the CalWORKs plan prior to submission to the state. The WIN group has also held work groups on CalWORKs impact on Housing, Drug and Alcohol Services, Community Service and Child Care.

In addition to the invaluable counsel from the WIN group, the Department has received input from a number of other sources. Several key managers attended the all day Welfare to Work summit held in Marin City earlier this year. In addition, the Child Care Commission and staff have been involved in developing the Child Care portion of the plan and have had an opportunity to review the plan.

The Marin County Private Industry Council and the California Employment Development Department's Coastal Division Manager have had an opportunity to review and comment upon the Marin County CalWORKs plan.

## **(I) SOURCE AND EXPENDITURES OF FUNDS**

Provide a budget specifying your county's estimated expenditures and source of funds for the CalWORKs program on the forms provided (Attachment 2). Your budget should meet the requirement of WIC Section 15204.4 which specifies that each county shall expend an amount for these programs (administration and services) that, when combined with funds expended for the administration of food stamps, equals or exceeds the amount spent by that county for corresponding activities during the 1996/97 fiscal year. [Reference: WIC Section 10531(l)]

**See attachment 2.**

## **(m) ASSISTING FAMILIES TRANSITIONING OFF AID**

Please describe how the county will work with families transitioning off aid. The description should include (1) assistance for those individuals who transition off aid due to time limits, and (2) those who leave aid due to employment. [Reference: WIC Section 10531(m)]

Families who transition off assistance because of employment will have childcare assistance, and Medi-Cal availability if they otherwise remain eligible. Childcare provision should be seamless. Families who leave assistance because of employment would be encouraged to maintain Medi-Cal eligibility, if private insurance is not available through their employer. Post employment case management services will be offered by the employment counselor for up to 12 months after leaving cash assistance. Clients will also have the opportunity to work with an individual mentor after leaving assistance through our Mentorship Program.

After 60 months, families who lose the adults portion of the grant due to time limits will be automatically re-referred to Marin Employment Connection (MEC) for non CalWORKs employment services. Many of the services of MEC will continue to be available to those who have reached the time limits on cash assistance. The same families will continue to receive aid for the children in the form of vouchers.

## **(n) JOB CREATION**

Please describe the efforts that have been undertaken, or that the county plans to pursue, relating to the job creation plan described in Chapter 1.12 (commencing with Section 15365.50) of Part 6.7 of Division 3 of Title 2 of the Government Code.

The Job Creation Investment fund provides funds to local communities to plan for job creation or for actual job creation targeted to the CalWORKs population.

The law requires County Boards of Supervisors applying for funds to appoint a planning group to prepare the grant application. It is anticipated that in early 1988 the Marin Board of Supervisors will appoint a planning group to prepare the Marin application.

As of this writing guidelines from the Trade and Commerce Agency are being reviewed.

## (o) OTHER ELEMENTS

Pilot projects: Please include a description of any pilot projects that the county may wish to pursue and submit a separate proposal for, as part of its CalWORKs Program. Should the county later determine an interest in a pilot proposal, this information could be submitted as an addendum to the County Plan.

At this time Marin is not proposing any pilot projects which will require State approval.

However, we currently are operating two successful programs that warrant description.

- Parents as First Teachers (PAFT) is an Early Childhood Education Program provided in collaboration with the Marin's community college, the College of Marin. It offers CalWORKs recipients the opportunity to attend the College of Marin together as a class under the guidance of an Employment Development Counselor. Participants earn approximately 18 credits along with child care center experience. At the end of the two semester program, participants receive job seeking skills training and job search assistance. Since there is currently a greater need in the Marin child care community than there are trained job seekers, the program is highly successful in placing graduates in full time job positions.
- Marin participates in the Training for Early Childhood Careers (TRECC) which is a five county pilot project supported by the California Department of Education. The project is a collaboration with the College of Marin and the County Resource and Referral Agency.

The goal of the pilot is to assist CalWORKs participants to earn an AA degree in Early Childhood Education and serve as Early Childhood Education Teachers. In addition to the degree, participants will be employed part-time for the second year of the project in child care centers allowing them to accumulate experience which will assist them to enter the job market above the entry level.

**(p) COMPLIANCE WITH REQUIREMENTS OF CalWORKs**

Under CalWORKs counties are required to enroll single parent families in welfare-to-work activities for a minimum of 20 hours per week beginning January 1, 1998, 26 hours per week beginning July 1, 1998, and 32 hours per week beginning July 1, 1999. [Reference: WIC Section 11322.8(a)]

Prior to July 1, 1999, counties have the option to require adults in single-parent assistance units to participate up to 32 hours per week. Does your county intend to exercise that option?

[Reference: WIC Section 11322.8(a)]

Prior to July of 1999 the County will require the minimums of 20 - 26 hours per week.

**(q) INTERACTION WITH AMERICAN INDIAN TRIBES**

Please describe the discussions that have occurred with respect to administration for the federally recognized American Indian Tribes located within your county. This should include whether the county will administer the program, whether the tribes will administer their own approved tribal TANF program, or whether there will be joint county/tribal administration. [Reference: WIC Section 10553.2]

**Not applicable to Marin.**

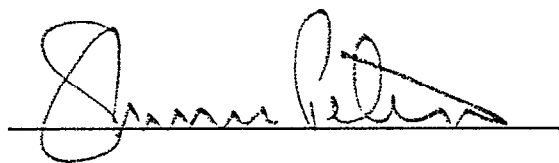


CERTIFICATION

THIS PLAN HAS BEEN DEVELOPED IN ACCORDANCE WITH THE APPROPRIATE  
FEDERAL, STATE AND COUNTY LAWS AND REGULATIONS. THE TERMS OF THIS  
PLAN, INCLUDING ALL CERTIFICATIONS WITHIN THIS PLAN, AND ALL  
APPLICABLE LAWS AND REGULATIONS WILL BE FOLLOWED DURING THE  
IMPLEMENTATION AND EXECUTION OF THIS PLAN.

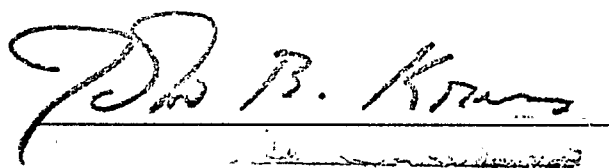
County Welfare Department Director's

Signature

A handwritten signature in dark ink, appearing to read "James Peltier", written over a horizontal line.

Chairperson of the Board of Supervisors

Signature

A handwritten signature in dark ink, appearing to read "Dw B. Krans", written over a horizontal line.

(It is expected that the County Board of Supervisors will take a formal action to approve this  
plan.)