

# Monterey County CalWORKs Community Service Plan



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Welfare to Work Division  
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Amended Section (h) COMMUNITY SERVICE PLAN  
Monterey County CalWORKS Plan  
October 2005

**Monterey County CalWORKs  
2000-2001 Community Service Plan**

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# Monterey County CalWORKs Community Service Plan

## I. OVERVIEW

The Monterey County California Work Opportunity and Responsibility to Kids (CalWORKs) Plan is a system designed to deliver comprehensive, integrated, and effective services to customers. Customers are those individuals who are receiving Temporary Assistance to Needy Families (TANF), with time-limited benefits and expanded work requirements under the provisions of the 1996 Personal Responsibility and Work Opportunity Reconciliation Act. Monterey County CalWORKs will promote employment, ensure the provision of needed services, and provide a consistent message of self-reliance. Collaborative efforts with other agencies and organizations within the County will be supported to eliminate duplication of services.

One of the major goals of the Monterey County CalWORKs Plan is to “significantly increase its job creation, job training and job retention activities in order to move families from dependency to employment and family sufficiency.” For some of the customers, those lacking in basic job skills, it will be necessary to create community service learning opportunities in order to assist them in acquiring job and social skills that can lead to paid employment. Community service employment aids in the transition to work by giving customers experience in actual work.

A further goal is to “create a network of coordinated, collaborative, high quality community and governmental services to support families moving toward family-sufficiency.” Through the Community Service Plan, customers may be placed in a variety of situations through a network of public and private not-for-profit organizations.

Under the CalWORKs plan, serious barriers to employment will first be identified and attempts will be made at resolution. The customer is initially appraised to determine any barriers to work. At this point, some customers may be assigned to work readiness activities or to treatment for substance abuse or a mental health problem. Work experience (WEX,) i.e., non-paid work experience in the public and/or private sector, may be included as part of the customer’s work plan. This work experience activity must be under the close supervision of the activity director providing a variety of job skills. If there are no barriers to employment, the customer is then referred to the One Stop Center or other CWES sites. If the customer cannot find a job through this method or resides in a location too remote to attend job services, s/he may be referred for further assessment and potentially assigned to provide Community Service as a part of the Welfare-to-Work Plan jointly developed by the worker and the customer.

Under state law and regulations, community service can either be an unpaid activity, as defined in MPP Section 42-701.2 (c) (3), or grant-based on-the-job training, as defined in MPP Section 42-701.2 (g) (2). Under unpaid on-the-job training, customers are required to participate in community service as a condition of receiving their public assistance grant. Under grant-based on-the-job training, the customer's grant is used to fully or partially offset wages that are paid to the customer. Unpaid on-the-job training has been designated in the legislation as the primary method of placing those required to participate in community service. The Monterey County Department of Social Services has chosen the unpaid on-the-job training method for assigning these customers.

The Community Service Element of the Monterey County CalWORKs Plan offers a continuum of community service activities such as: a regular placement or as a last alternative placement for customers who have been unable to find and/or keep unsubsidized employment, customers who have reached their 18- or 24- month time limit, and/or customers who need additional Welfare-to-Work activities. The Community Service option will be offered to those persons who fail or refuse to comply with program requirements based on the remoteness of the employment, offer of employment activity, or other training. (See the requirement in the Eligibility and Assistance Standards (EAS) Manual, Division 42, Chapter 42-721.313.)

The County also has the option of assigning individuals to community service earlier in the aid cycle before they have reached their 18 or 24 month time limit. These are most often customers who are attending school or working insufficient hours per week to qualify for aid. Particularly vulnerable groups are those residing in areas distant from population centers. The Community Service option will be utilized as a method for this population to develop skills necessary for securing unsubsidized employment.

The Community Service Plan, then, focuses on both mandatory and optional populations of CalWORKs customers who have barriers to employment or who have experienced recurrent job losses. Once assigned to community service activities, these customers can continue in these activities until they have reached their 60-month lifetime limit. Each customer will be evaluated after each three-month period for the appropriateness of the placement and the progress being made toward the acquiring of job skills. Assignments that provide training for semi-skilled or skilled work may exceed three months. It is the intent of the Community Service Plan to provide a supported work environment and work-related support services in order to enable the customer to achieve self-sufficiency as quickly as possible. However, there will be some customers who experience multiple setbacks and struggle through more than one work assignment before being able to find and keep a job. The typical customer will be an unskilled single mother with two children and little experience in the workforce.

## **II. UNMET COMMUNITY NEEDS**

The purpose of the Community Service Plan is to assist customers in finding and keeping unsubsidized employment and achieving family-sufficiency. Under the coordination of the CalWORKs Employment Services Analyst, the Community Service Element addresses the issue of how to develop productive members of the community by providing alternative work for those who are unable to otherwise work independently. The intent is to provide work experience and maximize earnings and income for these families in order to enable family-sufficiency. Service sites that offer the customer an opportunity to learn marketable skills are required. Sites which have previously been utilized by the Greater Avenues for Independence (GAIN) and CalWORKs Employment Services (CWES) programs will again be involved in serving the customer population. In order to better serve the customer, new sites will be developed, in a pilot program, through the intervention of the Volunteer Center of Monterey County, which will assist in identifying job-related assignments and working with the organizations to provide support for their involvement. In addition, CWES staff will do site development, if necessary, to meet the needs of special clients. The Volunteer Center will also be responsible for designing and developing a job coaching program utilizing the services and talents of a myriad of community members to assist department customers in developing job skills and goals. Community needs that may be met because of the community service activities to be performed by recipients include but are not limited to: teacher's aides; tutorial programs for children and/or adults; community recreation programs; child care providers; clerical support for public agencies; public grounds and facilities maintenance; neighborhood beautification projects; recycling programs, public safety programs (neighborhood watch); and support for charitable agencies and/or projects.

The service sector is the most rapidly growing area of job development in Monterey County. Therefore, a concerted effort will be made to identify community service placements in that sector. In addition to jobs in the clerical fields, forklift operation, maintenance, mechanics, translation and legal skills are among those that are most marketable in the area.

### III. TARGET POPULATION

Individuals who are attending school, who are partially employed or who reside in locations distant from employment centers are those who need concurrent community service activity. They will be among the first to become involved in a Community Service placement in order to complete the numbers of hours required to continue receiving aid. These barriers to finding and retaining unsubsidized employment will make them eligible for this type of placement. In accordance with W & I Section 11454, all individuals who do not have unsubsidized employment or unsubsidized employment for enough hours to meet the participation requirements, unless exempt, must participate in community service. As others reach their 18-24 month time limit on aid without securing unsubsidized employment, or are falling short of the number of required hours, they must be offered the opportunity to participate in the Community Service option in accordance with W & I Section 11322.9 (a) (2).

Community Service activities, which are limited to the public and/or private non-profit sector are intended to provide the participant with job skills and must also comply with the non-displacement provisions in EAS Section 42-720, as participants reach the 18-24 month time limit on aid and have not secured unsubsidized employment.

### IV. ADMINISTRATION AND CASE MANAGEMENT

Administration of the program is the responsibility of the CalWORKs Employment Services of the Department of Social Services under the supervision of the Employment Coordinator. Case management will be the responsibility of the individual worker, with input from staff of the Volunteer Center of Monterey County who will make the actual placement of customers in community service jobs. The Department will also retain the right to make direct placement of customers, especially those whose special needs require special placement efforts. Forms have been developed to record placement and activities on the job. These records will become a part of the individual's case folder. Training will be provided by the Department and by members of the staff of the Volunteer Center in order that DSS personnel better understand the relationship and responsibilities the Center is assuming.

## V. COLLABORATIVE EFFORTS WITH OTHER AGENCIES,

The County's Community Service Plan is developed by the County in collaboration with local private sector employers, local educational agencies, County Welfare Departments, organized labor, recipients of aid, and government and community-based organizations providing job training and economic development.

The County has collaborated and has been involved in the planning, administration, and management of the program with the United Way of the Salinas Valley, the Salinas Valley Chamber of Commerce, the Hispanic Chamber of Commerce of Monterey County, Monterey County Human Resources Division, the City of Salinas Police Department, Alliance on Aging, Hartnell Community College, and the Volunteer Center of Monterey County.

A Community Service Work Group also met several times to discuss community needs and possible community services projects to meet those needs. Attendees included the Work Experience Supervisor from CalWORKs Employment Services; General Assistance Work Experience Representative; Volunteer Coordinator City of Salinas; Volunteer Coordinator for the County of Monterey; Representative of Municipal Court who coordinates court-ordered community service; Probation Department (also involved in court-ordered community service); Office for Employment Training; County Personnel Officer; County Counsel, Director of Parks, Natividad Medical Center, and Department of Social Services staff from all Divisions, including Human Resources (which coordinates volunteers, interns within our Department).

## VI. PROGRAM

The Volunteer Center of Monterey County will identify community service positions within nonprofit private and public organizations throughout the County on an individualized, case-specific basis. They will, in cooperation with individual DSS workers, make placement of customers appropriate to their skills and needs. Customers eligible for placement will have, if able, participated in job search, life skills, work maturity and job retention workshops and services preparing them to assume positions in a job-like setting. The goal of the program is to enhance and develop the customer's employment competency skills and obtain unsubsidized employment.

The Volunteer Center will:

- Identify targeted Community Service slots within private non-profit and public work sites throughout the County,
- Place identified Community Service customers in private non-profit and public work sites,
- Serve as liaison to all participating work site agencies,
- Provide program support and assistance to all customers in the Community Service Program,
- Develop program database information in coordination with the CWES staff,
- Provide intake and assessment interviews at designated locations throughout Monterey County,
- Work with Monterey County Department of Social Services (DSS) to create a comprehensive coordinated Community Service Plan for each individual customer,
- Provide bilingual bi-cultural services on an as-needed basis,
- Coordinate the design and development of the mentors program for the general public to work closely with identified Community Service Plan customers (providing training, recognition, follow-up, and interview assistance) as a coach.
- Re-evaluate within six months the necessity for dedicated services for the Monterey Peninsula area from the Volunteer Center (pertinent to funding as found in Exhibit C-1).



- Assure Volunteer Center staff will attend case management meetings at DSS on an as-needed basis, and
- Identify barriers to employment during the customer's assessment/intake process and make recommendations to address the barriers to the appropriate CWES employment coordinator.

Appropriate forms for worksite agreements, job descriptions, referrals and evaluation have been jointly developed by the Department of Social Services and the Volunteer Center and will be used for all reporting requirements.

While in community service placement, each customer will be monitored by a DSS worker at least monthly. A time sheet will be required and the worksite supervisor will make an evaluation.

Follow-up will focus on placement and retention in unsubsidized employment. The worker will hold a follow-up meeting with the customer and the worksite supervisor focusing on success on the job. An exit interview will be held along with asking the supervisor to complete an evaluation form.

## **VII. WORK ACTIVITIES**

Work activities will run the gamut of job related experiences. Placements have commonly concentrated on tasks such as elementary office operations and janitorial services. The Volunteer Center will be expected to develop sites and positions that have a strong skill learning component for a variety of job situations. Possible placements include lawn and garden development and maintenance, forestry and soil conservation techniques, machinery operation, auto repair, office skills and office machine operation, telephone answering and receptionist skills, teacher's aides, tutorial programs for children and/or adults, community recreation programs, child care providers, clerical support for public agencies, public grounds and facilities maintenance, neighborhood beautification projects, recycling programs, public safety programs (neighborhood watch), and as a support for charitable agencies and/or projects. Special emphasis will be placed on securing placements in the remote rural areas of North and South Monterey County.

Transportation has been identified as an issue and it is actively being re-examined to include paid carpooling.

## **VIII. SUPPORT**

The Department of Social Services will provide necessary supportive services including child care, transportation, and ancillary expenses to every participant who needs this assistance in order to participate in the assigned activity. Use of the department "Clothes Closet," assessment and counseling services for behavioral health, domestic abuse, and general employment counseling are also available. Each customer will have a supervisor/mentor/coach who is familiar with the job assignment, and will also have an assigned community mentor.

## **IX. FLOW AND PLACEMENT PROCESS/FOLLOW-UP**

Community Service site development and assignment of CalWORKs customers to Community Services activities may be accomplished either by:

- 1) Department of Social Services (DSS) staff or
- 2) Through referral to the Volunteer Center of Monterey County

Department of Social Services staff shall follow Eligibility and Assistance Standards regulations and internal guidelines in developing sites, assigning participants, and monitoring progress.

Guidelines for the Volunteer Center of Monterey County follow. Specific procedures are contained in the Monterey County Department of Social Services Action Memoranda and in the contract with the Volunteer Center.

The Volunteer Center is responsible for identifying work sites and making placement of clients. Following a referral from DSS, the Volunteer Center coordinator will set in place a process for creating a customer-specific position. All worksites shall comply with the non-displacement protection provisions of the Eligibility and Assistance Standards (EAS) Manual, Division 42, Chapter 42-720. The Volunteer Center will have in place a variety of private and public not-for-profit organizations willing to accept CalWORKs customers. If a suitable placement is not immediately available, efforts will be made to develop an alternative training position to meet the customer's qualifications and needs. Each customer will be required to complete a "job" application form and to undergo an interview and assessment of his/her capabilities and needs by the Volunteer Center staff. The Department will provide a copy of the customer's Welfare-to-Work appraisal form to the Volunteer Center in order to facilitate appropriate placement. A referral to a potential placement site will be given to the customer who must make an appointment with the site supervisor and be further interviewed. If the assignment is appropriate, the customer will return a form to the Volunteer Center indicating that s/he is accepting the Community Service assignment. The Volunteer Center will inform the Department of the placement.

Follow-up by the Volunteer Center will be conducted on a weekly basis. Assessment of the customer's performance by the work supervisor will be made monthly for the first three months of placement and quarterly thereafter. A form for this purpose will be forwarded by the Volunteer Center to the DSS worker in charge of the customer's case. The customer will submit a bi-weekly time sheet to the Department. At the end of each three-month period a review of the appropriateness of the placement will be conducted. Each Community Service assignment is limited to 12 months, unless all parties agree to extend the placement by an amendment to the Welfare-to-Work Plan.

A valuable aspect of the process will be the recruitment of community mentors to work with customers. These people will serve as role models and confidants and will provide incentives to customers to achieve success in their placements. Additionally, employers at the community service sites will be encouraged to offer employment to the participant(s) if any positions within the organizations should become available.

## X: MONTEREY COUNTY – COMMUNITY SERVICE POLICY

These Monterey County Policies shall govern Community Service Placements:

After an 18 or 24 month Welfare-to-Work Plan and any extensions have expired, an individual remains eligible for CalWORKs if they work in unsubsidized employment, provide unpaid Community Service, or a combination of these. Per regulation and guidance from the California Department of Social Services, participants may also meet part of the required Community Service hours by participating in education and training necessary for their Community Service assignment. Assignment to educational or training activities will be individualized based upon the requirements of the community service placement and the individual's skills. The following policies for Community Service address this option.

1. Community Service that is a welfare-to-work activity in an 18 or 24 month Welfare-to-Work (WtW) Plan shall be assigned, monitored, and supportive services provided according to state regulations and Monterey County policies.
2. For participants assigned to Community Service after their 18 or 24 month Plan and any extensions have expired, all supportive services necessary for the customer to participate in Community Service, and any educational or training activities related to the Community Service assignment that are in his/her Welfare-to-Work Plan, shall be provided.

XI. **MONITORING AND EVALUATION**

Monitoring placements will be the responsibility of the Volunteer Center and the results will be provided to the Department. Both the worksite and the placement will be observed. The Volunteer Center will provide the CalWORKs Employment Services (CWES) analyst the notice of referral and will submit a monthly report to the analyst that includes:

- the number of referrals to worksite agencies;
- the number of placements at worksite agencies;
- the number of worksite agreements developed throughout the County and a short narrative on the status of job coaching program development.

Monitoring of the performance of the Volunteer Center will be the responsibility of the Department and will include assessment of the quantity of placements, their quality and the outcomes for the customers.

## **XII. WORKERS COMPENSATION INSURANCE COVERAGE**

### **ATTACHMENT “A”**

As described in the California Department of Social Services All County Letter No. 00-14, the State of California covers Workers Compensation for individuals when they participate in CalWORKs Unpaid Community Service. Procedures and forms have been provided to Monterey County Social Services staff and to the Volunteer Center of Monterey County.

XIII: MCDSS POLICY ON THE EXTENSION OF THE 18-MONTH  
LIMIT FOR RECEIPT OF CalWORKs BENEFITS

ATTACHMENT "B"

Monterey County  
Department of Social Services  
CalWORKs Employment and Benefits  
Welfare Reform

**Policy on Extension of 18-Month Limit  
For Receipt of CalWORKs Benefits**

1. It is the policy of the Monterey County Department of Social Services that CalWORKs customers determined eligible for an up-to-six (6)-month extension of their eighteen (18)-month time limit shall be granted an additional six (6) months of eligibility if they meet the criteria described in #2.
2. The following criteria shall be used to determine if a CalWORKs customer whose cumulative eighteen (18)-month time limit is due to expire shall be eligible for a six (6) month extension of the welfare-to-work period.
  - a. The Monterey County Department of Social Services must certify that there is no job currently available for the recipient. For purposes of these time limits, ***"no job currently available" means that the recipient has taken and continues to take all steps to apply for appropriate positions and has not refused an offer of employment without good cause.*** (EAS Manual Section § 42-710.5)

**AND** at least one of the six following conditions applies:

- b. The Monterey County unemployment rate equals or exceeds 10%.

**OR**

- c. There have been documented layoffs in the job categories and economic sector for which the customer is prepared and is applying OR there is other evidence of economic conditions adversely affecting the job categories and industry in which the applicant is seeking employment.

**OR**

- d. Increased hiring is anticipated during the next six (6) months in the job categories and industry in which the participant is seeking employment OR the career selected by the customer is already, and is expected to remain, a demand profession.



Leading economic indicators and trends and California Employment Development Department information may provide support for this determination. The customer may submit additional documentation (for example, an offer of employment at a future date within the next six (6) months).

**OR**

- e. The participant's basic skill requirements needed more time than was estimated when the Welfare-to-Work Plan was approved.

**OR**

- f. A training or educational provider did not offer required instruction in a sequence that permitted completion of the Welfare-to-Work Plan within the prescribed period.

**OR**

- g. The participant had good cause granted that resulted in the participant being unable to complete the Welfare-to-Work Plan without a six-month extension.

All extensions shall be approved by a Benefits or Employment Services supervisor and shall be documented in the customer's Welfare-to-Work Plan.

*Adopted March 2000 by the Monterey County Department of Social Services Executive Management Team*

## XIV-REFERENCES

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- Monterey County CalWORKs Plan, January 6, 1998
- Monterey County CalWORKs Guidebook
- San Mateo County Community Service Plan, May, 1998
- County of Sonoma Community Service Survey, August, 1998
- Summer Youth Employment Training Program, Monterey County Youth Programs, Supervisor Handbook
- CalWORKs: Community Service. What Does It Mean for California; Legislative Analyst's Office, State of California
- Community Service Jobs in the CalWORKs Program, Legislative Analyst's Office, State of California
- The Employment Group, SonomaWORKs, Laurie Clayton, Director
- All County Letter No. 99-111