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## DEPARTMENT OF SOCIAL WELFARE

744 P STREET  
SACRAMENTO 95814

November 10, 1971

Special Joint Subcommittee  
Senate Health & Welfare Committee and  
Assembly Welfare Committee  
State Capitol  
Sacramento, California

Gentlemen:

I am submitting this letter and its attachments to answer the questions and concerns raised at your meeting of November 2, 1971, regarding implementation of the Welfare Reform Act of 1971.

Clearly the State Department of Social Welfare and the vast majority of the county welfare departments have worked assiduously and around the clock to implement the provisions of the Welfare Reform Act so that welfare recipients would receive the payments and services to which they are entitled under the Act. This implementation effort by the State and counties has been conducted effectively despite severe time constraints, extraordinary workloads, and intervening and sometimes conflicting court actions that have complicated and at times confused implementation efforts.

Of the 59 sections of the Act that are principally the responsibility of SDSW for implementation, 43 sections (73%) were implemented by departmental action as of November 1, 1971. Except for provisions which require no administrative action at this time, only seven elements of the Act remain to be fully implemented. All seven of these provisions require extensive coordination among various departments of State and local government or Federal waiver. The outstanding provisions are: 1) Child Care, 2) Contracts for Family Planning, 3) Jobs for Welfare Recipients and Career Opportunities Development, 4) Community Work Experience Program, 5) Gross Income Limitation, 6) WIN Augmentation, and 7) Emergency Residence Requirements.

A summary progress report showing State activities to date in each of these categories is presented for your information. As an aid to the summary, Exhibit No. 1 tabulates the following data for each of the pending elements of the Welfare Reform Act:

- a. A short title and description of each element.
- b. The identifying sections of each element in SB 796 and appropriate code references.

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Joint Health & Welfare Committee

- c. Reference to the departments or governmental units involved in implementation.
- d. A brief outline of the tasks essential to implementation.
- e. The appropriation, if any, assigned to each Reform Act element.
- f. Progress to date.
- g. The estimated target date for completion of implementation.

### Child Care Services

Many units of State and local government are involved in the implementation of child care services as specified in the Welfare Reform Act of 1971, including the State Departments of Social Welfare, Education, and Human Resources Development, and all 58 California counties. Under the Act, child care accommodations will be provided for adults who certify that they need subsidized child care to seek, accept, and retain employment, training, or community work experience.

In addition, child care training programs are to be developed by counties in cooperation with the aforesaid departments, directed toward the training and employment of public assistance recipients in child care. In developing this program, SDSW policy is to give service to those with the greatest need for child care. The primary focus is on the adult worker's need for subsidized child care, without overlooking the child's needs for safe and adequate care.

The following planning and implementation activities are in process:

1. Interdepartmental Coordinating Committee

A coordinating child care committee has been established under the leadership of Human Relations Agency to deal with the many complexities in developing a comprehensive child care program. Representatives from the Department of Education, the Department of Human Resources Development, and State Department of Social Welfare serve on the committee. In integrating the State programs, the committee is also recognizing the potential impact of the proposed Brademas/Mondale Federal child care legislation.

2. Community Work Experience Linkage

The California Community Work Experience Demonstration Project includes the provision of child care services for those mothers of children over 6 years who are required to participate if child care is available. We are involved with Human Resources Development and the Agency in the development of the project in efforts to secure Federal approval of an extensive demonstration project.

3. Expansion of Services

We are examining the current preschool and children's center program, operated by contract between the State Department of Social Welfare and the Department of Education, to identify ways in which it might meet additional child care needs within the definition of SB 796.

4. Exploring Diversified Accommodations

The Department is consulting with parents, public and private facilities, industry, and other departments to define the areas of greatest need and to explore the entire range of child care accommodations: in-home, neighborhood cooperatives, small group homes, and institutional day care.

5. Implementation Guidelines Drafted

Guidelines for local planning and implementation are presently being drafted and reviewed.

6. Special Project Development

A demonstration project is being set up in Los Angeles County to design and test methods of developing and implementing a varied and accessible child care program related to the needs defined in SB 796.

Attached (Exhibit No. 2) is a letter from the Department of Social Welfare outlining the anticipated use of this year's \$3 million appropriation and the possible date of action concerning such funds.

Family Planning Services

The Welfare Reform Act of 1971 stipulates that family planning services shall be provided by contracts between the county welfare department and the State Department of Public Health, subject to the approval of the State Department of Social Welfare. It lists the services to be provided, defines coverage, and requires quarterly statistical and information reports to be filed by county welfare departments through and summarized by the State Department of Social Welfare. To finance the purposes of the section, the Act appropriates the sum of \$1 million, to be made available by the State Director of Finance to the Department of Public Health.

Requisite Implementation Tasks

1. State Department of Public Health and County Welfare Departments:
  - contracts must be drawn up, subject to SDSW approval.
2. State Department of Social Welfare:
  - Provide consultation to Department of Public Health and counties on contracts.
  - Develop uniform statistical reporting forms for counties.
  - Develop form for submittal of quarterly report to Legislature.

Otherwise, the provisions on family planning services in SB 796 are self-executing, as this program has been in effect as one of the required services for current, former, and potential recipients. (See SDSW Manual Provisions attached as Exhibit No. 3.) All of the provisions required for obtaining matching Federal funds are already in effect.

Implementation Program To Date

1. Meetings have been held by SDSW and SDPH on September 27 and November 2, with another such meeting scheduled for November 29, 1971, regarding contracts and other implementation requirements.
2. Machinery for statistical data gathering and reporting is available as the result of current report procedures. The State Department of Social Welfare is developing additional forms and instructions for data reporting.

### COD-SWP Projects and Jobs for Welfare Recipients

Senate Bill 796 links WIN special work projects with the Career Opportunities Development Program operated by the State Personnel Board and appropriates \$7 million to the Board. The State Personnel Board develops these projects with State, county, and city agencies and contracts with these agencies for implementation.

Of the \$7 million appropriation, \$1.5 million will be expended, according to SPB sources, on the development and administration of the COD program within the State service and on technical assistance and direct grants to cities, counties, and other units of State and local government for similar purposes. Of the remainder of the funds, \$5.5 million will be expended on jobs for welfare recipients, about two-thirds of which will be allocated to local jurisdictions and one-third to State service.

Implementation details to date are contained in a communication from the State Personnel Board (Exhibit No. 4) and the Department of Human Resources Development (Exhibit No. 5).

In addition, the State Department of Rehabilitation reports that an agreement has been developed between the SDR and the State Personnel Board for SPB to assign \$747,900 to SDR from the appropriated \$7 million for the development of positions for welfare recipients under the Career Opportunities Development Program. The Department of Rehabilitation will use this money to draw in the Federal dollars making possible a total vocational rehabilitation program for disabled welfare recipients in the amount of \$6,135,746, of which \$817,900 will be used to purchase Career Opportunities Development slots through SPB.

This program expansion will permit the Department of Rehabilitation to provide individualized and specialized services to many more disabled welfare recipients resulting in their employment and removal from welfare rolls. Based on a full year of operation, the proposed expansion will result in approximately 2,910 additional disabled welfare recipients entering competitive employment and being removed from welfare rolls or in substantial reduction of welfare grants.

#### Implementation

1. All necessary work has been completed to obtain the funds from the Federal Government and Federal approval was received 11-3-71.
2. Interdepartmental contracts have been prepared and are now awaiting signature at the State Personnel Board.
3. A Section 28 letter for acceptance of the additional Federal funds has been submitted by the Department of Rehabilitation.
4. The Federal grants call for implementation starting December 1st. This will take place provided the Section 28 approval is received by that date.

### Community Work Experience Program

Senate Bill 796 provides for the establishment of a community work experience program for employable welfare recipients on a demonstration basis to the extent permitted by Federal law.

The Department of Human Resources Development is responsible for the development of this program and is working with SDSW and the selected county welfare departments to develop work training and experience projects serving a useful public purpose for unemployed welfare recipients as a condition of their eligibility and grants.

Two steps remain prior to implementation of CWEP: 1) Final approval by HEW of the CWEP project narrative, and 2) Securing contractual agreements with participating counties regarding implementation of the program.

HRD, with the concurrence of SDSW, is preparing the project narrative. Submission to HEW is pending the outcome of negotiations with Federal representatives on the scope of coverage of CWEP. As soon as CWEP counties are chosen, HRD and SDSW will make county contacts.

HRD and SDSW are drafting regulations to implement CWEP upon final HEW approval.

HRD is preparing detailed instructions for CWEP implementation in local HRD offices.

An HRD-SDSW task force has developed extensive job search requirements and aids as provided for in the CWEP narrative. Recipient job search efforts based on an individual job search plan will be reviewed every two weeks. (Similar job search requirements will be implemented in "separation of employables" counties.) See HRD letter attached as Exhibit No. 6.

### 150% Limitation on Gross Income

The Welfare Reform Act of 1971 (Section 25.2) provides that, to the extent permitted by Federal law and regulations, no child or family is eligible to receive aid if the total gross income, exclusive of grant payment, prior to available deductions, exceeds 150 per cent of the applicable minimum basic standard of care.

The Department has not implemented the 150 per cent of need income limit, which requires Federal approval of an SDSW demonstration project application. Necessary instruments have been prepared in preliminary form, but are awaiting finalization, pending further negotiations between SDSW and DHEW.

### Win Augmentation

The Welfare Reform Act of 1971 augments the current funding of the WIN program by \$2 million.

1. Based upon HRD and SDSW discussions -- and pending Finance Department approval -- the \$2 million is being applied to DHRD program costs and SDSW payment of training-connected expenses. These funds will provide for the activation of over 5,000 additional slots including the authorization of 1,040 new slots. Provisions for obtaining Federal funds are already in effect.
2. SDSW regulations implementing work related expense limitations to \$50 under the Act also limit WIN training-connected expenses to \$50. This limitation greatly expands the number of WIN slots that may be activated or added under the \$2 million appropriation.
3. Payments for WIN child care are also expected to be reduced as the result of expanded child care subsidization programs under SB 796. High costs of child care have caused some counties to invoke administrative controls limiting the number of trainees who require child care. The proposed measure is expected to maximize the number of WIN trainees who may be funded.

Emergency Residence Requirements

The Welfare Reform Act of 1971 imposes an emergency residence requirement for welfare eligibility in those counties which experience an unemployment rate of 6 per cent or more. The Act provides that the Director of Social Welfare, upon notification of a 6 per cent or higher county unemployment rate by the Department of Human Resources Development, shall declare a state of emergency to exist in that county and shall direct the county to enforce the emergency residency requirement until the unemployment rate falls below 6 per cent. The residency requirement is one year residence in that county preceding the date of application.

The Department of Human Resources Development, prior to the Welfare Reform Act, had not maintained current county unemployment rate records. Since passage of the Act, the DHRD has established the mechanism for gathering and maintaining the necessary information on a continuous basis. The DHRD will begin reporting unemployment rates for each county to the State Department of Social Welfare in late November 1971. Exhibit No. 7 from DHRD explains current implementation efforts.

The State Department of Social Welfare is currently drafting regulations to enable the Director to declare and enforce a state of emergency as defined in the Welfare Reform Act and to enable the counties to implement emergency residency requirements.

Sincerely,



ROBERT B. CARLESON  
Director of Social Welfare

Attachments



STATE DEPARTMENT OF SOCIAL WELFARE  
November 10, 1971

NO.

LIST OF EXHIBITS

- 1 Progress Summary - Pending Welfare Reform Act Elements
- 2 Letter dated November 11, 1971, from Robert B. Carleson to the Honorable Peter H. Behr, State Senator, regarding status of implementation of child care services under SB 796.
- 3 SDSW Regulations concerning Family Planning Services (30-450), Service Programs - General (10-050) and Administrative Standards for Public Social Services, Persons to Be Served (10-070).
- 4 Memorandum dated November 9, 1971, from Richard L. Camilli, Executive Officer, State Personnel Board, Implementation of Welfare Reform Act - Progress Report.
- 5 Memorandum dated November 10, 1971, from Sig Hansen, Director, Department of Human Resources Development, concerning Status of WIN Opportunity Development - Special Work Projects.
- 6 Memorandum dated November 10, 1971, from Sig Hansen, Director, Department of Human Resources Development, concerning Status of Community Work Experience Programs.
- 7 Memorandum dated November 10, 1971, from Sig Hansen, Director, Department of Human Resources Development, concerning Status of County Unemployment Rate Information.

EXHIBIT NO. 1  
STATE OF CALIFORNIA  
DEPARTMENT OF SOCIAL WELFARE  
PROGRESS SUMMARY - PENDING WELFARE REFORM ACT ELEMENTS  
NOVEMBER 10, 1971

SECTION SB 796		DEPARTMENTS INVOLVED	TASKS ESSENTIAL TO IMPLEMENTATION	STATE APPRO- PRIATION	ACTIVITIES TO DATE	ESTIMATED TARGET DATE FOR IMPLI- MENTATION
8.3. IP	<p><u>CHILD CARE (W&amp;I Code 10811)</u> Requires counties to provide child care services for former, current and potential recipients of public assistance who certify that they would otherwise be unable to accept or maintain employment or training and that they would, therefore, remain eligible for aid.</p> <p>The counties would be authorized to charge a fee for these services based on the ability of the person to pay.</p> <p>A child care training program would be initiated giving priority to the training and employment of public assistance recipients.</p>	<p>County Welfare Departments State Dept. of Social Welfare State Dept. of Human Resources State Dept. of Education</p>	<p>SDSW to revise Regulations (Chapter 30-350) to provide a sliding scale for fee charging by counties for child care.</p> <p>SDSW to devise new claiming procedure for sharing in program costs, with State to pay 67½ per cent of non-federal portion.</p> <p>SDSW, HRD and Dept. of Education to develop county child care training programs giving priority to employment of public assistance recipients, with State to pay 67½ per cent of non-federal share.</p> <p>County welfare departments expenditures to be in addition to the amount spent during 1970-71 fiscal year for child care services.</p>	<p><b>\$3 Million</b></p>	<p>Several units of state and local government are involved in the implementation of child care services. As soon as inter-departmental efforts are coordinated and agreed upon, SDSW contemplates using the WEEKLY FEE SCHEDULE, effective January 4, 1971, as pertains to children's centers and now utilized by California Dept. of Education.</p> <p>SDSW is developing potential allocations and instructions for claiming.</p> <p>A coordinative child care committee has been established under the auspices of Human Relations Agency to develop and coordinate child care programs, with participating representatives from Dept. of Education, HRD and SDSW on the said committee.</p> <p>SDSW and HRD have combined efforts to develop child care services connected with CWEP; now seeking Federal approvals for that program.</p> <p>SDSW is examining the current pre-school and children's centers program, operated by contract with Dept. of Education to identify ways for expanding child care services within the definition of SB 796.</p> <p>SDSW has been consulting with parents, public and private facilities, industry and other departments regarding the entire range of child care accommodations: in home, neighborhood cooperative, small group homes and institutional day care.</p>	<p><b>January 1972</b></p>

EXHIBIT NO. 1  
 PROGRESS SUMMARY - PENDING WELFARE REFORM ACT ELEMENTS

SECTION SB 796	DEPARTMENTS INVOLVED	TASKS ESSENTIAL TO IMPLEMENTATION	STATE APPRO- PRIATION	ACTIVITIES TO DATE	ESTIMATED TARGET DATE FOR IMPLI- MENTATION	
18.3, 18.4 (Cont'd)				<p>SDSW has drafted guidelines for local project planning and implementation.</p> <p>SDSW has participated in setting up a special project in L.A. County (PEP) toward developing and implementing a varied and accessible child care program related to the needs of both adults and children.</p>		
16	<p><u>FAMILY PLANNING (W&amp;I Code 100532)</u>                      Requires family planning services by contract between counties and State Dept. of Public Health for former, current and potential recipients desiring them, including medical contraceptive services; diagnosis, treatment, supplies, follow-up; informational and education services; and transportation and child care service for clinic attendance.</p>	<p>County Welfare                      Departments                      State Dept. of Public                      Health                      State Dept. of Social                      Welfare</p>	<p>Clarification and agreement as to responsibilities of counties and Dept. of Public Health.</p> <p>DPH - counties contracts, with SDSW approval.</p> <p>Revision of Regulations (Chapter 30-450) to accommodate expanded service.</p> <p>SDSW Quarterly Report to Legislature within 60 days after end of quarter. (First report - March 1, 1972).</p>	\$1 Million	<p>Representatives from county welfare departments, DPH and SDSW have been working jointly on interdepartmental agreements, proposed regulations, forms and proposed methods of operation. As soon as DPH and county responsibility can be clearly established, contracts between counties and DPH will be negotiated, subject to SDSW approval concerning provided services.</p> <p>SDSW regulations will be revised accordingly and claiming instructions issued.</p> <p>Report format and submission instructions are now being prepared by SDSW.</p>	December 15, 1971
15 and 15.1	<p><u>JOBS FOR WELFARE RECIPIENTS (5250 UIC) AND CAREER OPPORTUNITIES DEVELOPMENT (12000 FF UIC)</u></p>	<p>State Personnel                      Board                      Dept. of Human                      Resources Develop-                      ment                      State Dept. of                      Rehabilitation                      State Dept. of                      Social Welfare</p>	<p>SPB - Carry out Career Opportunities Development program in State and provide technical assistance to cities, counties and others.</p> <p>SPB to establish program to develop jobs leading to permanent employment for welfare recipients under WIN Category 3 provisions.</p>	\$7 Million	<ol style="list-style-type: none"> <li>1. SPB and HRD have formulated proposal to establish WIN Category 3 slots.</li> <li>2. SPB and SDR have reached agreement on program for rehabilitation and employment of disabled recipients.</li> <li>3. HRD and SDSW are negotiating supplemental payment mechanism.</li> </ol>	January 1, 1972

EXHIBIT NO. 1  
 PROGRESS SUMMARY - PENDING WELFARE REFORM ACT ELEMENTS

ACTION 796		DEPARTMENTS INVOLVED	TASKS ESSENTIAL TO IMPLEMENTATION	STATE APPRO- PRIATION	ACTIVITIES TO DATE	ESTIMATED TARGET DATE FOR IMPL- MENTATION
5.1 (Cont'd)	<p><u>COMMUNITY WORK EXPERIENCE PROGRAM (W&amp;I Code 11325)</u>                      Requires HRD, when federal law permits, to develop and implement a plan for community work experience programs so that welfare applicants and recipients may receive work experience that will assist them to move into regular employment.</p>	<p>Dept. of Human Resources Development                      State Dept. of Social Welfare                      County Welfare Departments                      Federal Dept. of Health, Education and Welfare</p>	<p>SDSW to provide mechanism for supplemental payments.                      SPB to report to Legislature on progress.                      HRD-SDSW preparation of plan for community work experience program.                      Federal approval of demonstration plan.                      HRD and SDSW contact with counties regarding implementation.                      SDSW and HRD preparation of regulations; SDSW filing of regulations.                      HRD instructions to local offices regarding implementation.                      HRD and SDSW contracts with participating counties.                      HRD and SDSW development of job search requirements.</p>	<p>NO                      ADDITIONAL                      STATE                      APPRO-                      PRIATION</p>	<p>Federal project narrative and application being completed by HRD.                      Negotiations pending with Federal representatives regarding size of project, and number and kinds of counties to be selected.                      HRD and SDSW representatives are scheduled to make initial contact with some counties within the next two weeks to discuss possible contract terms and schedules for implementation.                      SDSW regulations are under development and will be released as soon as project gets federal approval for implementation.                      HRD has developed detailed implementation instructions, the final version of which will be distributed to local offices as soon as regulations are filed.                      HRD and SDSW have developed extensive job search requirements and a systematic review program concerning employable recipients.</p>	<p>January 15, 1972, or as soon as possible, pending federal approval.</p>
5.2	<p><u>GROSS INCOME LIMIT (W&amp;I Code 11267)</u>                      To the extent permitted by federal law and regulations, no child or family is eligible to receive aid if the total gross income, exclusive of grant payment, prior to deductions, exceeds 150 per cent of the applicable minimum basic standard of adequate</p>	<p>State Dept. of Social Welfare                      Dept. of Health, Education and Welfare</p>	<p>SDSW preparation of waiver application and project narrative.                      Further negotiations of criteria with DHEW.                      Regulations, once approved by DHEW.</p>	<p>STATE                      SAVINGS                      OF APPROX-                      IMATELY                      \$4 MILLION                      PER YEAR</p>	<p>Project narrative is in preparation.                      Negotiations held and pending with representatives of DHEW.                      Regulation prepared, ready for filing upon DHEW approval.</p>	<p>AS SOON AS POSSIBLE, PENDING FEDERAL APPROVAL.</p>

EXHIBIT NO. 1  
PROGRESS SUMMARY - PENDING WELFARE REFORM ACT ELEMENTS

SECTION B 796		DEPARTMENTS INVOLVED	TASKS ESSENTIAL TO IMPLEMENTATION	STATE APPRO- PRIATION	ACTIVITIES TO DATE	ESTIMATED TARGET DATE FOR IMPL- EMENTATION
9.7(c)	<u>EXPANSION OF WIN PROGRAM</u> <u>(5000 UIC)</u>	Dept. of Human Resources Develop- ment State Dept. of Social Welfare State Director of Finance	Director of Finance to deter- mine allocation of \$2 million to DHRD and SDSW.  DHRD to implement additional training and job slots to maximize effectiveness of supplemental appropriation.  SDSW allocate and control additional training connected expense allotments to counties.	\$2 Million	<ol style="list-style-type: none"> <li>1. DHRD and SDSW agreement on way \$2 million should be split between departments.</li> <li>2. DHRD determination of use of \$2 million to activate more than 5,000 additional slots and increase authorized slots by 1,040.</li> <li>3. Federal concurrence on availability of additional federal money obtained.</li> <li>4. SDSW determined allocations for counties and issued expenditure guidelines.</li> </ol>	
1.65	<u>EMERGENCY RESIDENCE REQUIRE- MENTS (W&amp;I Code 11252.5)</u> Established a one-year resi- dence requirement for needy relatives under the AFDC program when the unemployment rate in the county of resi- dence exceeds 6 per cent.	Dept. of Human Resources Develop- ment State Dept. of Social Welfare	DHRD establishes mechanism for determining county unem- ployment rates and reporting of these rates to SDSW. SDSW establishes and implements regulations which enable the Director to declare a state of emergency to exist in a given county when the unemploy- ment rate exceeds 6 per cent. The regulations further pro- vide guidelines for eligibili- ty under this emergency situation.	NO STATE APPROPRI- ATION	<ol style="list-style-type: none"> <li>1. DHRD has established a mechanism for collecting and reporting unemployment rates. The first report for the month of October 1971 will be made to SDSW in late November.</li> <li>2. SDSW is preparing regulations for implementation of the emergency condition at the county level.</li> </ol>	December 1, 1971

## DEPARTMENT OF SOCIAL WELFARE

44 F STREET  
SACRAMENTO 95814

November 11, 1971

Honorable Peter H. Behr  
State Senator  
Room 2074, State Capitol  
Sacramento, California

Dear Senator Behr:

At the last hearing you requested a letter from me, possibly in the form of a joint statement with the Department of Education, regarding the status of implementation of child care services under SB 796. At the hearing members of the Committee indicated that they felt that the primary responsibility for administering child care under SB 796 and the funds so allocated rested with the Department of Social Welfare. I concur with this. However, the Department of Education will still be involved in the program to provide training for people who will be manning child care facilities.

In addition, the new comprehensive child care program under SB 796 will undoubtedly include some use of programs operated at present by the State Department of Education if we deem that these programs can meet the basic intent of child care in SB 796 which is to utilize the funds to permit the maximum number of welfare recipients or former and potential recipients to be enabled to work or receive training. Although this program will come under the direction of the State Department of Social Welfare, it is still necessary that we not operate independently, and that we coordinate this program with other similar programs such as day care, preschool and children's centers.

The following planning and implementation activities are occurring:

- (1) A coordinating child care committee is established under leadership of Human Relations Agency to deal with the many complexities in developing a comprehensive child care and child care training program. Representatives from the Departments of Education, Human Resources Development and Social Welfare serve on the committee. In integrating the state programs, the committee is also alert to the potential impact of the proposed Brademas/Mondale Federal Child Care legislation.
- (2) The California Community Work Experience Demonstration Project includes the provision of child care services for those mothers of children over 6 years who are required to participate if child care is available. When the Federal waiver is granted, both departments will be involved in implementation of child care services.

Hon. Peter H. Behr

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November 11, 1971

- (3) The current preschool and children's center contracts between Social Welfare and Education are being examined to identify possible ways in which the programs could be soundly expanded to meet the needs of adults requiring child care within the definition of SB 796.
- (4) Both departments, but more especially Social Welfare, are consulting with parents, public and private facilities, industry, and other departments to define the areas of greatest need and to explore the entire range of child care accommodations: in-home, neighborhood cooperatives, small group homes and institutional day care.
- (5) Guidelines for local planning and adult certification of employment or training are being drafted.

It is our estimate that agreement on the distribution of funds for child care under SB 796 can be reached and allocations made to the counties on or before January 1, 1972

Sincerely,



ROBERT B. CARLESON  
Director of Social Welfare

## CHAPTER 30-450 FAMILY PLANNING SERVICES

## 30-451 OBJECTIVES

30-451

**.1** General

For all persons eligible for service, to offer and provide information and educational services, counseling, and referral to appropriate resources (including medical contraceptive services) for purposes of providing full access to a broad array of opportunities for voluntary fertility control. (See Section 10-051.8.)

**.2** Specific

The broadest array possible of family planning services shall be made available to individuals to meet one or more of the following objectives:

- .21 To promote the health of mothers and children.
- .22 To provide parents and potential parents the opportunity to determine the timing, number and spacing of their children.
- .23 To reduce the incidence of maternal mortality and morbidity.
- .24 To reduce the incidence of infant mortality and morbidity, including prematurity, mental retardation, and congenital defects.
- .25 To strengthen family life, including preventing or reducing the incidence of births out of wedlock.

## 30-452 DEFINITION

30-452

AB  
ATD  
OAS  
AFDC

Family planning is a comprehensive service by which parents and potential parents are helped through the voluntary and purposeful application of knowledge about conception and contraception to regulate fertility in order to conceive only wanted children.

## 30-453 ELIGIBILITY

30-453

Services shall be offered and made available to any parent or potential parent eligible for public social services who wishes such services.



REQUIRED SERVICE PROGRAMS  
FAMILY PLANNING SERVICES

30-454 Regulations

30-454 GENERAL REQUIREMENTS 30-454

- .1 Acceptance of family planning services shall be voluntary on the part of the individual and may not be a prerequisite or impediment to eligibility for the receipt of any other service or aid under the county plan.
- .2 Individuals shall be assured a choice of method, and, where available, a choice of source of service from among public and private agencies, as well as private physicians and hospitals. Where such services are in short supply, the welfare department shall assist in their development. (See Section 10-035.)
- .3 Referral shall be made to agencies providing a broad range of services, including medical contraceptive services (diagnosis, treatment, supplies and follow-up).
- .4 Medical family planning services shall be provided in accordance with the standards of other state programs providing medical services for family planning (e.g., maternal and child health services).

30-455 COUNTY WELFARE DEPARTMENT RESPONSIBILITY 30-455

Each person for whom family planning services are appropriate, and who is eligible for Services, shall be offered information and assistance with respect to such Services. The worker shall initiate and conduct discussions with respect to family planning, and shall:

- .1 Convey the philosophy that family planning is primarily a health concern between the individual or family and the physician;
- .2 Provide information regarding local family planning resources including the services of the family doctor, a specialized Family Planning Agency, a family planning clinic in the local health department, etc.;
- .3 Assist persons who wish to investigate or utilize available resources in the community; and to follow up on referrals to such resources;
- .4 Assure that each person with whom family planning is discussed is at all times free from coercion, pressure or persuasion to accept family planning service against his or her will.

## CHAPTER 10-050 SERVICE PROGRAMS - GENERAL

## 10-050 SERVICE PROGRAMS - GENERAL

10-050

The county welfare director shall make provisions in accordance with the county plan approved by the SDSW for the delivery of those Services needed to achieve the objectives of public social service either:

- .1 By staff of the county welfare department, including Services provided by volunteers; or
- .2 By purchase, contract or other cooperative arrangements with public or private agencies or individuals.

## 10-051 REQUIRED SERVICE PROGRAMS - ALL COUNTIES

10-051

Each county welfare director shall make provision in the county plan and budget for all of the following services to be available in accordance with applicable definitions and standards:

.1 Information and Referral Services

To disseminate information about and assist persons in securing needed social, rehabilitative, health, employment and other services. (See Chapter 30-000.)

.2 Protective Services

.21 For adults, to remove or prevent danger resulting from unsafe or hazardous living conditions, neglect or exploitation, or limitations in the individual's ability to act in his own behalf or to manage his own affairs. (See Chapter 30-050.)

.22 For children, to protect neglected, abused, exploited, or potentially delinquent children by providing social services to preserve the children's own home, wherever possible, or if this is not possible, by providing adequate substitute care, thereby reducing or forestalling the need for action by law enforcement agencies. (See Chapter 30-100.)

.3 Employment and Rehabilitation Services

.31 To make a plan for and provide supportive social services to recipients with an immediate potential for employment, or rehabilitation leading to employment. (See Chapter 30-150.)

.32 To evaluate and refer all appropriate AFDC recipients to the Work Incentive Program and to provide supportive social services and administrative funds, including funds for child care (in-home or day care) and related expenses, to those referred and to their families to assist them to utilize this program effectively to achieve self-support. (See Section 30-160, et seq.)

.4 Services to Strengthen Individual and Family Life

.41 To provide directly or by arrangement appropriate services to families, family members and individuals living alone, to help them when necessary and to the maximum extent possible to achieve improved social functioning and adjustment; maintain and strengthen family life; reunite families in which parents are separated, or where appropriate, to assist such families to maintain or resume relationships between child and separated parent; reduce births out of wedlock; promote adequate child care and development; obtain education to the extent of their desires and abilities; achieve self-care and personal independence; achieve effective management of available financial resources. (See Sections 30-200 through 30-206 and 30-222.)

.42 To secure financial support for children through a Child Support Service which establishes the paternity of a child born out of wedlock; locates absent parent(s); determines an absent parent's ability to provide support for a child in accordance with the parent's ability; and secures compliance with support agreements and court orders. (See Section 30-210, et. seq.)

10-051 REQUIRED SERVICE PROGRAMS - ALL COUNTIES (Continued) 10-051

**.5** Out-of-Home Services

**.51** Adult applicants or recipients who cannot remain in their own homes or other independent setting shall be provided social services to assist as needed with placement, care, treatment, discharge, or transfer into and from a foster family setting or nonmedical board and care facility. Social services as needed and assistance with placement, discharge, or transfer into or from an intermediate care facility, nursing home and hospital shall also be provided.

**.52** For children who cannot remain in their own homes, to provide temporary or long-term 24-hour placement, care, protection or treatment in emergency shelter care, foster family care, group care, institutional care or residential treatment facility. (See Chapter 30-300.)

**.6** Child Care Services

To provide protection, care, and developmental experiences, in a group facility, in family day care homes or in their own homes, for children of preschool and school age, usually living in their own homes, whose parents or caretakers need help in making child care arrangements for part of the day when they are at work, engaged in vocational training, or are away from the home for other reasons, and for children with special needs. (See Chapter 30-350.)

**.7** Health Care Services

To provide for identification of need for preventive and remedial medical services, to assist parents, children, the aged, blind and disabled to locate organizations or individuals who are willing and able to provide medical and related health services of reasonable quality on a dignified basis, and to help such persons and families solve problems which may prevent them from obtaining needed medical services and from making optimum use of the services available. (See Chapter 30-400.)

**.8** Family Planning Services

For all persons eligible for service, to offer and provide information and educational services, counseling, and referral to appropriate resources (including medical contraceptive services) for purposes of providing full access to a broad array of opportunities for voluntary fertility control. (See Chapter 30-450.)

**.9** Homemaker Services - Adults

To help aged, blind, and disabled adults remain in or return to their own homes and to help maintain and strengthen their capacities for self-care by placing in the home a specially trained person to provide direct services and help individuals raise their levels of functioning in the areas of personal care and household management. (See Chapter 30-500.)

CHAPTER 10-070 PERSONS TO BE SERVED

10-070 PERSONS TO BE SERVED 10-070

.1 Objective

The county welfare department shall establish as its objective the provision of public social services to all eligible persons, as described in accordance with Sections 10-071, 10-072 and 10-073, who need such Services.

10-071 CATEGORICAL PUBLIC ASSISTANCE APPLICANTS AND RECIPIENTS 10-071

The county welfare department shall make available at least those Services described in Section 10-051 to persons applying for or currently receiving categorical public assistance (i.e., OAS, AB, ATD or AFDC) including each essential person living in the same home with the AFDC child and relative (see Section 44-213.1).

10-072 FORMER AND POTENTIAL RECIPIENTS OF CATEGORICAL PUBLIC ASSISTANCE 10-072

.1 Definitions

.11 A "former recipient" is a person who received categorical public assistance within the preceding 24 months.

.12 A "potential recipient" is a person or family:

.121 Who is currently receiving categorical public assistance although federally ineligible, who is certified for MN - Medical Assistance to the Medically Needy; or

.122 Who would be eligible for AFDC if the earnings exemption applied; or

.123 Who is considered by the county welfare department, for reasons described in the county plan, as likely to become a recipient of public assistance within five years; or

.124 Who is at or near the dependency level, including

a. Those who live in low-income neighborhoods served by a state service center or in a comparable neighborhood described in the county's plan, and

b. Those who belong to a defined group (e.g., migrants; persons who are patients, on leave of absence, or discharged from state, county or private mental hospitals where they have been served at public expense; persons in danger of requiring mental hospitalization) in which recipients are heavily represented when services are provided to such an identified group on a group basis.

.2 Services for Former and Potential Recipients

.21 The county welfare department shall make available to Medically Needy individuals and families all required (Section 10-051) and recommended services (Section 10-053) except for homemaker services - adults (See Section 10-051.91) on the same basis as current applicants for or recipients of categorical public assistance when they request such Services.

10-072 FORMER AND POTENTIAL RECIPIENTS OF CATEGORICAL PUBLIC ASSISTANCE (Continued) 10-072

- .22 The county welfare department shall make available where appropriate, for persons eligible as former or potential AFDC recipients, at least the following services:
  - .221 State preschool services, when requested, on the same basis as is provided to recipients in a county where such program is established;
  - .222 Out-of-home services for children in foster care;
  - .223 Protective services for children;
  - .224 Information and referral services.
- .23 The county welfare department may make available to former or potential AFDC recipients any of the other services described in Sections 10-051 and 10-053 deemed essential to prevent or minimize the need for public financial assistance.
- .24 The county welfare director shall describe in the county plan the persons to be served as former or potential AFDC recipients and the services to be made available to such persons.
- .25 The county welfare department shall make available for persons eligible as former or potential Adult aid recipients the following services:
  - .251 Information and referral services
  - .252 Protective services for mentally handicapped adults in keeping with Section 10053.5 of the Welfare and Institutions Code, except where such services are provided by the State Department of Social Welfare, Community Services Division.
- .26 The county welfare department may not make available to former or potential adult aid recipients any services, except those prescribed in Section 10-072.25, unless a federal waiver has been obtained by the State Department of Social Welfare.

# Memorandum

To : Robert B. Carleson  
Director, Department of Social Welfare  
744 P Street  
Sacramento, California 95814

Date : November 9, 1971

Subject : Implementation of Welfare  
Reform Act - Progress  
Report

From : State Personnel Board

This memo is in response to your request for information on the status of the implementation of the Career Opportunities Development-Jobs for Welfare Recipients portions of the Welfare Reform Act.

As you know, the Welfare Reform Act allocated 7 million dollars to the State Personnel Board to be utilized in two areas relating to the employment of the disadvantaged. The two phases of this responsibility are:

1. A concentrated effort to obtain permanent employment for welfare recipients in public jurisdictions by providing reimbursement to the employer for a specific period of time. (\$5.5 mill)
2. To continue and expand the effort to develop career ladders in State service, and to aid local jurisdictions in the development of their own career ladders. This aid will be in the form of grants and technical assistance from the State Personnel Board. (\$1.5 mill)

The Personnel Board has been operating the Federally funded Career Opportunities Development project designed to create entry and career civil service opportunities for welfare recipients and other disadvantaged persons for the past 18 months. The program has concentrated on the creation of new entry job classifications and career ladders through job restructuring and job redesign, new job related and performance type examinations, out-reach recruitment, and specialized training activities.

The responsibilities assigned under the Welfare Reform Act while, supportive of these efforts to go far beyond the former roles and responsibilities of the Personnel Board. This is particularly true with respect to the administration of the "Jobs" program and for the provision of grants to local jurisdictions. Because these are new areas of State Personnel Board activity and because of the complexity and pitfalls in programs of this nature, initial efforts have been devoted to planning and development for the implementation of these programs. Nearly all of the required developmental work as described below has been accomplished and various activities leading to implementation of the project have been initiated.

1. Establishment of interdepartmental coordination between the State Personnel Board, the Department of Human Resources Development and the Department of Social Welfare to define role, resources and program limitations and complexities.
2. Development of information about the program for distribution to cities, counties and state departments.
3. Development of guidelines, procedures and criteria for administering the funds for the jobs program, and for the granting of funds to local jurisdictions.
4. Development of the structures to administer the expanded Career Opportunities Development program including the hiring and development of staff and reassigning responsibilities to better coordinate with concurrent federally funded activities.
5. Initiate discussions with state agencies, cities, and counties as well as representative of related organizations including CSAC, League of Cities and Institute for Local Self Government and obtain commitment and assurances necessary for the success of the program.
6. Development of formal contracts, forms and agreements necessary for implementation.

In order to carry out the program, funds have been allocated as follows:

1. Funds to be contributed towards the salaries of recipients employed under the act	\$ 5,500,000
2. Grants and contract services for local jurisdictions to support new career opportunities development projects locally	870,000
3. Allocation to state agencies for COD	410,000
4. Administrative, training and developmental service within State Personnel Board	220,000
<b>Total</b>	<b>\$ 7,000,000</b>

Our primary emphasis to date, has been the development of job opportunities for welfare recipients. The \$5,500,000 available will provide for approximately 1,500 man years of trainee support. We plan to distribute these positions approximately one-third to state agencies and two-thirds to local jurisdictions.

We also anticipate that 500 trainees will be employed by December 31, 1971 and the balance prior to June 30, 1972.

Based on our initial meetings and discussions, we have verbal commitments for approximately 450 trainee jobs to be filled by the end of the year. In addition, about 400 have been verbally committed for a later date. Contracts to formalize these commitments are being negotiated. It is anticipated that these contracts will be signed within a week or ten days. Specific job orders will be placed by employing agencies and referrals will begin this month.

If I can provide any additional details or information, please let me know.

A handwritten signature in cursive script, reading "Richard L. Camilli".

RICHARD L. CAMILLI  
Executive Officer



# Memorandum

To : Robert B. Carleson, Director  
Department of Social Welfare

Date : November 10, 1971

File No.:

From : Department of Human Resources Development

Subject: Status of WIN Career Opportunity Development - Special Work Projects (SB 796, Chapter 3.5 Jobs for Welfare Recipients)

You requested information regarding the state's implementation of Sections 12000-12004 of the Unemployment Insurance Code, added by the Welfare Reform Act of 1971 (SB 796, Chapter 3.5). Welfare and Institutions Code Sections 12000-12004 link WIN Special Work Projects with the Career Opportunity Development Program, operated by the State Personnel Board. \$7,000,000 is appropriated to the Board, at least \$5,500,000 of which may be used to supplement welfare grants in order to subsidize up to 100% of the wages of WIN enrollees in these projects. State Personnel Board is solely responsible for developing these projects with state, county and city agencies. Once SPB develops a COD opening, HRD will contract with the employing agencies to transfer the funds to pay the participant's wages. State Personnel Board intends to have the 1,500 positions filled by June 30, 1972.

The required Interagency Agreement between HRD and SPB was signed on September 30, 1971. HRD and SDSW have worked out arrangements for the transfer of the welfare grants and identification of enrollee training. As this is a new type of project, a new transmittal system had to be developed. A special master contract has been drafted for use between HRD and employers.

Although contracts with employers cannot be finalized until the master agreement is signed, the State Department of Mental Hygiene signed an agreement on November 5 for 96 positions statewide, including 46 food service assistants, 22 clerical, 14 janitor aides and 14 laundry assistants. A second contract, with the Youth Authority, should be signed by them on November 8 for 100 positions, 75 of which are correctional program assistants, 15 clerical and 10 maintenance service occupation trainees.

Referral to the positions will begin from 30 to 60 days following approval of the above two contracts and of additional contracts now being developed by the State Personnel Board staff.



SIG HANSEN  
Director

# Memorandum

To : Robert B. Carleson, Director  
Department of Social Welfare

Date : November 10, 1971

File No.:

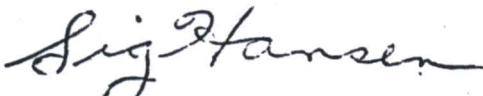
From : Department of Human Resources Development

Subject: Status of Community Work Experience Programs (SB 796, Section 25.3)

You requested information regarding state implementation of Section 11325 of the Welfare and Institutions Code, added by the Welfare Reform Act of 1971 (SB 796, Section 25.3).

Section 11325 provides for a community work experience demonstration program. The state will request federal approval of a demonstration project under Section 1115 of the Social Security Act in order to establish this program. Discussions regarding the program have been underway between our two departments and the federal government for several months and are now in the final stages.

The state will shortly complete a final draft of the Section 1115 application, emergency regulations to implement the project, and detailed instructions to staff (including detailed job search aids for recipients). The project will be implemented immediately upon formal federal approval.



SIG HANSEN  
Director

# Memorandum

To : Robert B. Carleson, Director  
Department of Social Welfare

Date : November 10, 1971

File No.:

From : Department of Human Resources Development

Subject: Status of County Unemployment Rate Information (SB 796, Section 24.65)

You requested information regarding HRD's implementation of Section 11252.5 of the Welfare and Institutions Code, added by the Welfare Reform Act of 1971 (SB 796, Section 24.65).

Section 11252.5 requires this department to provide county unemployment rates to the Director of the State Department of Social Welfare. If any county's rate is 6% or more, a county state of emergency shall be declared and an "emergency residency requirement" shall be put into effect.

Since county unemployment rates have not been previously maintained by HRD, extensive staff time was required to develop new record keeping procedures. A minimum of one HRD staff person will be necessary to gather and maintain the necessary information on a continuous basis.

HRD will begin reporting such unemployment rates with the month of October. The first report will be made in late November.



SIG HANSEN  
Director