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ADMINISTRATIVE REVIEW

of

SUTTER COUNTY WELFARE DEPARTMENT

April 1966

State of California
Department of Social Welfare
Administrative Review Bureau

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TABLE OF CONTENTS

	<u>Page</u>
Introduction	i
Summary of Major Conclusions	iii
Commendations	v
Recommendations	vi

Findings and Conclusions

Part I - Community Relations	1
Part II - Program Operations	3
A. Meeting Program Goals	3
B. Protective, Preventive, and Rehabilitative Services . .	3
1. Intake Services	3
2. Services to Families and Children	5
3. Services to Adults	7
4. Complementary and Other Services	8
C. Medical Services	9
1. General Provisions	9
2. Medi-Cal Program	10
3. Professional Consultants	11
D. Support and Maintenance	11

	<u>Page</u>
Part III - Organization and Management	14
A. Organization	14
1. Structure	14
2. Delegation of Authority	14
3. Utilization of Professional Staff	15
4. Distribution of Workload	15
5. Communications	15
B. Personnel Management	16
1. Morale and Turnover	16
2. Recruitment and Salary	16
3. Performance Evaluations	17
4. Employee Benefits	17
C. Workload Management	18
1. Controls	18
2. Warrant Authorization and Payment	18
3. Forms, Records and Files	18
D. Facilities and Equipment	19
Appendix	20

ADMINISTRATIVE REVIEW - SUTTER COUNTY

INTRODUCTION

I. Purpose and Objectives

The review of the Sutter County Welfare Department assesses the extent to which the local administration is accomplishing the aims of public welfare and appraises the consistency of practice in light of these aims. Broadly stated, these aims are that county welfare departments gear themselves to mobilizing or developing resources in the agency and in the community that will enable dependent people to achieve more independence.

The aims of public welfare in California, based on legislative mandate, may be summarized as follows:

A. Protection and Prevention

To assure provision of protective and preventive services to individuals who because of age, physical or mental condition, ethnic origin, socioeconomic status are subject to exploitation, or whose health, capacity for independence or normal development is in jeopardy.

B. Rehabilitation

To assure individual appraisal of needs, circumstances, and potentials of clients and organized provision of services which assist them to develop or utilize to the fullest their capacities to maintain or achieve self-care or self-support and to function responsibly and independently.

To assure continuous assessment of such organized service effort in terms of progress toward the goals.

C. Support and Maintenance

To assure provision, within the limits of public resources, of support and maintenance for needy and dependent families and individuals which permit them to live at a level of health and decency.

To assure prompt consideration of requests or referrals and prompt action, without discrimination on the basis of race, religion, national origin, or previous status.

To assure humane, courteous and equitable treatment.

To assure early detection and treatment of personal and/or social conditions which place individuals in danger of becoming deprived and dependent.

The specific objectives of an administrative review are:

- (1) to give greater perspective to the county for administration for use in making decisions on the desirability of various operating methods,
- (2) to provide the State Department of Social Welfare a basis for selecting its work emphasis and directions,
- (3) to furnish the county and the State Department of Social Welfare specific information on which to develop short- and long-range plans to reach their mutual goals.

II. Methods

This review was primarily an inspection and evaluative activity. Before visiting the county, the Review Team secured information from the State Department of Social Welfare staff and files.

During the visit to the county, the team interviewed all levels of staff in the welfare department; other county officials and departments such as the District Attorney, County Auditor, Probation Department; staff of public and private health and welfare agencies, including the county hospital; schools; and other individuals as appropriate.

County manuals, directives or informational releases, records, and reports were studied.

This report covers the team's findings and conclusions and the State Department of Social Welfare's recommendations. The usual ongoing consultation and technical services from the regular field staff of the area office will be available to the county in acting upon the recommendations.

This report is organized around the aims as stated above: program operations (preventive, protective, rehabilitative services; support and maintenance), organization and management, community relations.

III. Acknowledgements

The department appreciates the cooperation given by the Director and the staff of the Sutter County Welfare Department. Their willingness to provide needed information greatly facilitated the work of the team members.

The department is grateful for the assistance given by members of the board of supervisors, officials of the county government, and representatives of other departments and private agencies in understanding Sutter County and its welfare problems.

SUMMARY OF MAJOR CONCLUSIONS

After years of inattention by the community, the Sutter County Welfare Department drifted into an administrative morass. Suddenly last year, it found itself called to account for out-of-date and ineffective practices. The administrative difficulties of the agency were brought more sharply into focus because they occurred at a time when the total direction of the public social services and assistance programs was in the process of change. National and state legislation placed a new emphasis on helping recipients, and others, trapped in the poverty cycle, toward productive and independent living.

The steps so far taken by the board of supervisors to correct the situation are not sufficient to meet the responsibilities of local government in conserving and utilizing the human resources so necessary to our modern economic and social system.

The basic mechanics of administrative management have been established, but the understanding, sensitive leadership necessary to effective implementation have been lacking so that neither management processes nor program directions have been appreciably changed.

Public social services are defined as any planned activity directed toward assisting families and children to improve their social, psychological, health, and financial circumstances, with the objective of preventing further dependency, strengthening family life, protecting children, and enabling families and children to attain social and economic independence. In addition, they consist of protective and supportive services directed toward eliminating conditions which constitute a hazard to the life or health of an individual and assisting him in performing many of the activities of daily living. Measured against the above concept, effective social services in Sutter County are sorely lacking; and in the light of the deadline of June 30, 1967, for all counties to comply with the requirements of the law in this regard, the agency is faced with a formidable job.

Neither the agency's thinking nor its operation is oriented toward the kind of an approach to welfare problems which will work toward removing people from their dependent status. Workers who should be devoting their time to constructive activities in the direction of rehabilitation are loaded with clerical duties and purely mechanical aspects of eligibility. They have not been given orientation in the values and goals of social service, have had little training in the process of helping people to gain independence, and are not aware of any agency policy to proceed in this direction. Little effort is made to get absent fathers to resume family responsibilities, with contacts devoted wholly to collecting support payments. The often urgent, immediate needs of applicants are met by a cumbersome credit letter procedure, rather than the cash payment prescribed for categorical aid eligibles. The licensing program for boarding care is hampered by high caseloads and a lack of clear understanding of objectives and standards. Supportive services by a homemaker are provided in the adult programs only. Timely and tangible help for special needs related to employment, training, child care, etc., which could motivate recipients toward independence, is not recognized as agency policy.

Working relationships and coordination with other community agencies are weak.

Office space, equipment, and fringe benefits are adequate. Low salaries make recruiting difficult, and turnover is high, adding up to a hidden administrative cost.

Lack of a clear understanding of the technical procedures spelled out in law, rules, and regulations, and confusion as to what is expected of them has hampered the staff in the efficient and equitable handling of assistance payments to those needing financial assistance. It is not surprising that the morale of the staff is at such a low point and that confidence in the department by the community is lacking. Much of this could be corrected by a clear directive from the board of supervisors that they will hold the Director and the department responsible for observing the letter and the spirit of the laws and regulations which govern the local administration of the program. Adequate interpretation, with the help of the advisory committee, of the policies involved and their relationship to local problems and conditions, could then be made in a straight-forward way to the board and the public, and the work of the department could be evaluated by them in an objective and measurable setting.

COMMENDATIONS

During the course of the review several items were noted for which the county welfare department should be commended.

1. The department has provided homemaker services to its adult case-load by having a full-time homemaker on its staff since 1958.
2. The new building provided the department by the board of supervisors is both functional and attractive.
3. Arrangements for the prompt handling of applications for the medically needy on a 24-hour basis have been established.
4. The agency policy on educational leave; attendance at workshops, institutes and conferences; provision for staff members to take college courses related to their work, and the effort to provide an internal staff development program is noteworthy.

RECOMMENDATIONS

PRIORITY RECOMMENDATIONS

1. The board of supervisors needs to take a stronger leadership position in carrying out their legal responsibilities as defined in Welfare and Institutions Code 10800 - 10803 relating to the provision of public social services and public assistance on the county level. Whatever confusion and misconceptions about the welfare program and its administration that now exist in the minds of the agency staff and the general public, could be dispelled by making it known that the policy of the department will be to carry out the laws and regulations pertaining to it equitably, accurately, and efficiently, and that the board and the public shall be kept fully informed on the problems, the costs, and the results accomplished. (p. 1)
2. The persistent problem of low morale in the agency needs to be dealt with by finding the causes rather than treating the symptoms. Mutual understanding and respect between the administration and the staff coupled with firmness and patience are essential ingredients for a working relationship and will raise morale and bring job output and performance to an acceptable or higher level. (p. 16 B)
3. A planned program of public information needs to be carried on regularly, utilizing not only the news media but every public contact by board or staff members. Special emphasis needs to be given to the preventive, rehabilitative, and protective work to be done by the agency to maintain and restore independence and self-sufficiency to the highest possible potential in the people the agency serves. (pp. 1 and 2)

RECOMMENDATIONS RELATING TO PROGRAM

1. Enlarge the narrow concept of public social services in both the Adult and Family programs and act to meet the statutory objectives of rehabilitation, prevention, and protection to help applicants and recipients, on an individualized basis, achieve self-support and self-care. Fully utilize the support and assistance of the area office of the State Department of Social Welfare in this redirected method of operation. (p. 3 A)
2. Set up a community-wide work and training advisory committee to participate with the department in planning, organizing, implementing, and evaluating at the local level, vocational training and remedial education programs for potentially employable recipients so that more of the unskilled, under-employed, chronically dependent group can become productive. (p. 8)
3. Establish contact and develop organized working relationships with other local and regional agencies having common concern with the elements of social and family breakdown (unemployment, child neglect, illegitimacy, delinquency and so forth) to bring about a concerted rather than a piecemeal approach. (p. 9)

4. Develop a child welfare service that will make federal funds available for children in foster homes and provide counseling service to parents to prevent the placement of children on a crisis basis. (pp. 5 and 6)
5. Strengthen the licensing program for boarding homes for both children and adults by a careful evaluation of such significant factors as motivation, attitude, family relationships, and the capacity to serve the special needs of those needing placement, in addition to the housekeeping standards and physical aspects of the home. Followup visits should be made more frequently and should be directed toward evaluating and helping the licensee improve the quality of care. (p. 5, par. 7; p. 6 par. 1; page 7 par. 2)
6. Make cash assistance available promptly to those in immediate need where there is no reason to doubt eligibility. (p. 4)
7. Develop full services to adults and families in the area of money management utilizing guardianship, modified payments, and the substitute payee procedure. Provide for the services of the homemaker and/or home aides and volunteers in this area as well as that of family functioning and child care. (p. 5 par. 4; p. 7 par. 4; p. 8 par. 4)
8. Standardize intake procedures so that responsibility for handling restorations are the same for all categories of assistance. (p. 3; p. 4 par. 4)
9. Develop and refine the evaluation and assessment of the social, health, and economic needs of all applicants so that meaningful services can be given. (p. 3 par. 1; p. 5)
10. Clarify the proper role of the agency in working with absent parents, with directions to the staff as to their responsibility for locating and evaluating with parents their parental as well as their financial responsibility, as provided by Welfare and Institutions Code No. 11476. (p. 4 par. 5)
11. Utilize the services of the State Department of Employment for the benefit of welfare applicants and recipients by proper referral and followup. (p. 4; p. 5 par. 3; p. 8 par. 2 and 3)

RECOMMENDATIONS RELATING TO ORGANIZATION AND MANAGEMENT

1. Develop written guidelines for workers and supervisors to insure that all have a clear understanding of policies and procedures relating to program processes and organization of records to facilitate internal control and accountability in support and maintenance operations. (p. 1 par. 4; p. 16 par. 1)
2. Delegate authority to the lowest practicable level from the Director down commensurate with responsibilities and operate conscientiously through the chain of command with clear channels for communication in both directions. Make more use of the quality control process to evaluate the effectiveness of staff performance rather than the cumbersome and unproductive case by case surveillance by supervisors. (p. 14 par. 2)
3. Carefully analyze the duties of social workers to determine which ones can be done by clerks and act to establish and fill the needed clerical positions. (p. 15 par. 1 and 2)

4. Make provision for the centralizing of all reminder, assignment, caseload inventory, and bank and property verification controls in the clerical section. In such restructuring, establish an assistant supervisory position to reduce the span of control of the chief clerk. (p. 3)
5. Follow through on the plan to transfer the fiscal clerical function now in the auditor's office to the welfare office. (p. 14)
6. Implement the employee evaluation plan now being developed, as early as possible, so that workers can become aware of the direction and extent of progress needed in their jobs. (p. 17)
7. Raise the salary scale to a competitive level and develop a fair, simple, written procedure for handling employee grievances to facilitate the recruitment and retention of a competent, qualified staff. The presently excessive high turnover in personnel is costly and wasteful. (p. 16 and 17)
8. Expedite the plan already started for identifying staff training priorities based on program objectives and staff needs and carry out the staff development program in accordance with these priorities. (p. 17 par. 4)

FINDINGS AND CONCLUSIONS

PART I. COMMUNITY RELATIONS

Partially as a result of the Grand Jury's investigation and its attendant widespread publicity, the image of the welfare department in the community is not good.

Efforts have been made by the board of supervisors, and it is clearly their intention, to correct the deficiencies in management in the areas of administration and policy direction and control, internal communication, personnel administration, and the lack of involvement of the board as a governing policy body in the operation of the department. All of these were pointed out by the 1965 Grand Jury.

Leadership supporting and implementing the objectives and goals of the program, however, are also essential to the effective organization and management of the welfare department, as they are to any other department of government, or to a successful private enterprise. In many ways, these essential components have been missing in Sutter County. The legal responsibility for the public social services function of the welfare department has not been recognized. The concept of preventive and rehabilitative services is neither well understood by the administration and staff nor adequately interpreted to the board and community.

Before an interpretation plan can be undertaken to bring about improved community knowledge and comprehension of the agency and its programs, the board of supervisors and in turn the staff of the department must have a clear understanding of their program obligations and responsibilities as defined in the statutes.

The welfare department must also assume a responsible role in identifying and dealing with the problems of poverty in a constructive way, but it is clear that the total job cannot be carried by the welfare department alone. Therefore, more coordination and clarification of responsibilities must be sought with other community agencies to bring meaningful results. The alternative is increasing dependency costs since poverty breeds more poverty and repeats itself in succeeding generations.

One avenue to pursue in bringing about a concerted effort to reduce dependency would be to involve the welfare advisory committee to the board of supervisors which has already made progress in certain areas of social planning. Another would be the creation of a work and training advisory committee to bring about understanding of the importance and impact of this significant program on the community.

The director should continue to develop contacts with community groups, individuals, and organizations but use them to emphasize the mission of the department to alleviate the problem of poverty and dependency rather than join in the handwringing over the necessity of maintaining people on public assistance.

The common misconception that county welfare and assistance costs account for half of the local property tax levy must be replaced by facts. A statewide analysis recently made by the State Board of Equalization for the fiscal year 1964-65 shows that in Sutter County the average property tax bill for homeowners was \$170, of which amount only \$15, or \$1.25 a month was actually paid for county welfare department operation and assistance.

PART II. PROGRAM OPERATIONS

A. Meeting Program Goals

Tentative attempts to provide helpful services to families by some of the workers have not been encouraged, and the duty assignments have been so designed as to make any meaningful efforts in this direction difficult. To be effective the services approach requires the establishment of understanding and rapport between worker and client, and a conscientious and knowledgeable utilization of the strengths and potentialities of both the recipient and the resources available in education, training, medical care, etc. With only one and one-half days per week available to most workers for field work, because of the lack of clerical help to deal with necessary paper work, it is clear that there is no time for dealing with the social and economic factors that bring these people to the welfare office for help. Limiting caseloads to 60 per worker, as has been done in AFDC, is meaningless unless the workers are relieved of clerical duties and are given training in how to go about the preventive and rehabilitative job.

B. Protective, Preventive, and Rehabilitative Services

1. Intake Services

The period during and immediately after the intake process is when clients are most in need of skilled and understanding attention and can benefit from it the most. The tone of the first interview, the general atmosphere, and the efficiency and relevance of the process of ascertaining needs, both financial and social, determines to a significant degree the applicant's future attitude toward the agency and toward his own problems.

The department recently established a separate unit to take care of intake in the categorical aids and General Relief. In addition there is another unit whose work is to take applications for the new Medi-Cal program and act as screeners of public assistance applications. Applicants are given a screening interview immediately upon their appearance at the office and unless they are clearly ineligible, an appointment is made for further interview with the intake worker.

The general atmosphere of the reception area is businesslike and pleasant in appearance.

Among other duties, the intake worker must personally verify bank and property assets at the source. Such verification, if passbooks are not available or are inadequate as proof, could be the responsibility of a property and resources clerk thus permitting the intake worker time to individualize the situation of the applicant and with him arrive at an understanding of the mutual responsibilities involved in getting assistance and/or developing a plan for independent living. The fact that some approved applications have been held without assignment to a social worker for several weeks, has deprived these recipients of counseling and personal contact at a crucial time.

The agency does not comply with the provisions of the Welfare and Institutions Code 11056 and Manual Regulation No. 012.20 in granting aid for immediate nondeferrable needs at the time of application. In some instances general assistance is granted along with surplus commodities. Rather than asking the county auditor to issue a warrant immediately after eligibility and need have been fully established (which the auditor is willing to do), a credit letter is often issued instead. This process involves giving the applicant a letter to a vendor informing him that the applicant will get a check at a future date and asking him to extend credit without a guarantee of payment. This letter must be returned to the agency with the vendor's verification that the account has been paid if eligibility is to continue.

This is not in compliance with the law prohibiting restrictive payments, is a needlessly cumbersome and awkward method of meeting immediate need, and is an imposition on the agency, vendor, and applicant alike. In view of the law and regulation above the practice must be discontinued. In situations where the applicant is obviously eligible and in need of assistance at the point of his application, the county would be in a position to save local funds as well as to better serve its needy citizens, by the issuance of a warrant for categorical aid to cover the assistance needed rather than having payments made from strictly local sources.

There are unnecessary barriers to AFDC fathers making application for Aid to the Disabled and in a case of an erroneous denial a new application had to be processed from the beginning.

All applications, reapplications, transfers in, and restorations are the responsibility of the intake staff with the exception of restorations for OAS. Handling of restorations in all categories should be the responsibility of the ongoing worker since his familiarity with the case situation permits him to complete this work more easily.

In carrying out the provisions of the Welfare and Institutions Code, Section 11476 and Manual Section C-316.20, the department is not fully meeting the objectives of the service plan to deal with dependency because of desertion. Commendable effort is directed towards securing support from the deserting parent to the fullest extent possible, but steps to reunite the family and to maintain parental responsibility should be given similar attention.

When incapacity is the basis for eligibility, there is not sufficient contact between the welfare department and the examining physician for exchange of information. As a result, the examining physician has sometimes been at a loss as to the purpose of the examination and the result is an inadequate determination of incapacity. These reports should be shared with the medical consultant so that both social and medical factors can be considered in the final determination of eligibility.

The agency unnecessarily requires a contact with the farm labor office, as well as the California State Employment Services Office. Verifications from both offices have to be returned to the welfare department

before an application can be approved. The California State Employment Service is set up to give tests to determine the suitability of referrals to jobs and has clear procedures, in the case of welfare applicants, for referral to the farm labor office where appropriate. These procedures are detailed in Circular Letter No. 1615 which relates to the separation of functions between the welfare department and the local employment office.

The intake unit has some problem in processing the applications within the 30-day limitation from date of application. In the Aid to the Disabled program, with a 60-day limit, the process is complicated by the necessity for waiting for approval by the State Review Team.

2. Services to Families and Children

In addition to the determination (and redetermination) of eligibility at specified intervals, and the prompt and regular payment of assistance to those legally qualifying for such aid, the county welfare department has an even more important function--the provision of social services, without which, dependency both in numbers and total cost, will continue to grow. Mechanical completion of case plan schedules on every AFDC case is useless without skilled analysis and individualized counseling or referral. The agency will not be fulfilling its legal obligations and will not continue to qualify for the 75 percent federal reimbursement for administrative costs beyond June 30, 1967, unless steps are taken to meet minimum requirements.

Generally missing are the supportive social services which motivate people to help themselves and which lend encouragement when circumstances are overwhelming. Immediate and tangible help for extra needs for transportation, clothing, and child care would do more toward enabling recipients to capitalize on employment opportunities than the impersonal urging to get jobs which generally prevails.

The Quality Control process has not been utilized as an administrative tool as intended. The process was seen only as additional work with no recognition of the deficiencies this procedure was showing to the agency. Some effort has recently been made to understand and utilize this process for its intended purpose.

The efforts of the administration to tighten up the operation of the agency in a unilateral way has made the workers and supervisors fearful of being held responsible for mechanical errors to the point where their performance is ineffective. The staff does not understand the whys or wherefores of decisions and, therefore, there is little attempt at professional work but only a performance that will avoid criticism.

In the licensing of foster homes and day care homes for children, no recruitment program has been initiated. Neither the welfare nor the probation department see a need for recruitment as the current supply of homes meets the community need. In spite of this, placements of children, and adults, are often made on a crisis basis with a followup to license the home after the placement has been made.

X-ray clearances, the criminal identification and investigation (CII) report, plus letters from three references basically constitute the study prior to licensing. Motivational and other factors relating to the suitability of the applicant to be a foster parent are inadequately recognized. This contributes heavily to the poor quality of the license studies and increases the problem of later supervision and development. Licensing in most of the foster homes for children and the adult homes is handled by a single worker and the rapid turnover of workers in this position, which has occurred in the past, has left lengthy periods of time when this responsibility has been carried by no one. A new worker has recently been assigned to the position who has a potential for development. She seems to be aware of some of the weaknesses of the program and is concerned with the well-being of the adults and children in placement. She seems eager to learn but so far there have been no resources made available for training purposes and she, therefore, must develop on her own.

The welfare department has no child welfare services as such. It provides the placement services upon referral from the probation office through the court. If the family is not already receiving assistance, an eligibility determination is made by the department for eligibility of the child for AFDC. All of the court wards in placement are supported by AFDC funds, and the probation department and the welfare department share joint responsibility for supervision of the child in placement.

Complaints about the abuse or neglect of children are received by the police department or the sheriff's department for initial investigation. If they determine that the situation requires further action, they contact the probation office and the two of them work together in the removal of the child from the home and prepare a report to the court requesting wardship. Little effort is made by anyone during this period or later to work with the child's family to avoid the need for placement, to help resolve the problems that might lead to removal, or to prepare the child in advance for his ultimate placement.

It seems clear that in the light of the service requirements this group of children is in the identifiable group which require the county welfare department to provide protection and service. Therefore, the department's responsibility should be to take the lead in developing agreements with the court, the police, and the sheriff's department to establish procedures so that community complaints might be referred to the welfare department for evaluation of the home situation, enabling its workers to deal with the family in improving the situation and making a determination of the need for placement. In this way, adequate background information would be available to the court when it is called upon to make a decision as whether or not to remove a child from his home.

The director has made some tentative effort to reach an agreement with the probation office on this matter but without success. There would be advantage to the community for the welfare department to be designated by the court as the agency to follow up on complaints of neglect, etc., and present a report to the court if placement out of the home should be indicated. Under the present arrangement, AFDC payments for

children in foster care are not participated in by the Federal Government, all of the money coming from state and local sources.

3. Services to Adults

The county welfare department is responsible for providing necessary public social services to adult applicants or recipients who are in need of such protective and supportive service. In meeting this basic requirement, the social worker is responsible for: 1) identifying all applicants or recipients who are in need of services; 2) defining the types of help needed and identifying the resources required and available; 3) formulating a service plan; and 4) carrying out the plan for services and following up the plan to support its effectiveness. In Sutter County, the percentage of Old Age Security cases who are found to be in need of services constituted only 2.8% of the total load, contrasted to a statewide average of 5.3%. In the Aid to the Disabled program, the number of cases identified as being in need of services was 98.9%, while the statewide average was only 19%. Rather than individualizing on the basis of personal needs of particular recipients, the workers are identifying cases by category. Adult workers who carry standard continuing caseloads, all have cases which require visits several times a year. Many of these extra visits are related to medical needs and these cases should undoubtedly be classified as protective, supportive service cases, and placed in defined service caseloads to qualify for 75% administrative reimbursement.

Forty Old Age Security recipients are placed in the eight licensed boarding homes in the county. Since licensing is conducted in a rather haphazard manner, with little evaluation of the motivations of the people applying, some of these homes leave a lot to be desired. Supervision is restricted to occasional visits, attention to menus, etc. Little effort is expended in work with the operators to help them understand the health and social needs of the aged, and there has been no developmental program.

In the adult section, there was some understanding and knowledge of the substandard housing requirements, and workers often made efforts to try to get better housing for some of their clients. The Richland Housing Center has been accepting more and more aged clients for occupancy of their units.

Guardianship and the substitute payee procedures are seldom used in this county as a protective or supportive service. There is no public guardian, nor does the district attorney or the county counsel provide services to the families of the recipients to establish guardianship where there are insufficient funds to do it through private attorneys. In order to provide for the needs of clients when they become incapable of managing their own affairs the welfare department should proceed under Welfare and Institutions Code 10002, in addition to the substitute payee procedure (Manual 222.50) to meet this problem.

4. Complementary and Other Services

Work Experience and Training and Adult Education

Much of the emphasis on work experience and training in the 15 community work and training projects is given to having the recipient work out his relief grant. Little time is taken to assess individual needs and abilities to make a meaningful determination of readiness for employment.

No careful analysis of the possibility of upgrading the recipient's skill or preparing him specifically for future full-time employment is made. The aptitude testing and employment counseling service of the California State Employment Service are not utilized. Referral to the California State Employment Service is made (along with simultaneous referral to the farm labor office) only to determine the availability of immediate employment. With the increasing mechanization of both agriculture and industry, a community can ill-afford not to do something about the hard-core group of seasonally or chronically unemployed, particularly with the present severe shortage of skilled workers in the economy. A concentrated effort to cut down on dependency by remedial education and vocational training would be a good investment for the county both financially and socially.

There are resources in the community which are not being fully utilized for the benefit of the agency's clients. The Department of Employment has a Manpower Development Training Act project which is available for training in clerical, licensed vocational nursing, and geriatric nursing, as well as on-the-job training in printing, machine operation, service station work, laundry work, and office machinery repair. Yuba College has a flexible program of adult education that can accommodate the needs of almost any group which has a common, identifiable educational lack. The college also has a MDTA course in business, as well as vocational nursing, and courses to gain a high school diploma. The local department should develop a clear channel of communication with these programs and projects, identify education and training needs of every potentially employable individual on its rolls and provide counseling, tuition, medical service and whatever else may be needed to encourage their using these facilities to break the chain of continued dependency on public funds.

Homemaker Service

The agency has had a full-time homemaker on its staff since 1958. The majority of the homemaker's time is used in providing services in adult cases only, and has proved to be a valuable adjunct to the agency's program. Help is provided to clients in budgeting, utilization of commodities, nutritional planning and food purchasing, as well as care for some patients in their own homes. It would be advantageous to the agency to have this type of service provided more generally to recipients on AFDC to prevent potential placement of children, avoid crises and improve family life. It might be possible to use the demonstrating role of the homemaker to identify some common needs of recipients which might be served by volunteers and homemakers, additional homemakers could be recruited from those now receiving AFDC and trained for this service.

Community Agencies

There is a real need for joint planning toward a comprehensive service in this county. Most of the agencies carry out their function as they see it, with little involvement of any of the others. Outside of the Youth Council, organized in February 1966, to study neglect and abuse of children in the county, and the creation of a Truancy Board very recently, to deal with individual truants and their parents, there has been little or no interchange among agencies involved in common social problems.

With the exception of the Family Service Association Agency in Marysville and the Children's Home Society Branch at Chico, community agencies which are the normal resources for help in implementing the public welfare program, are under public auspices. The welfare department had no directory or file of these resources available for the everyday use of the caseworkers, as required by Welfare and Institutions Code 10805. During the review, a mimeographed list was prepared which should be expanded into a directory with directions for its appropriate use for consultative and referral purposes with function, limitations on service, and names of persons to call for specific purposes, etc.

The psychiatric social worker for the Bureau of Social Work of the State Department of Social Welfare's Division of Protective Social Services, who serves a three-county area, has consultative contacts with several of the local agencies and consequently could be a key resource in helping to identify overlapping efforts as a preliminary step in developing a comprehensive integrated service. Since the programs of the welfare department include practically all of the social problems in the community, it would be appropriate, in fact Operations Manual 1.0250C requires it, for the agency to take the initiative in getting together some arrangement for consultation and clarification of responsibilities.

C. Medical Services

1. General Provisions

Two noteworthy clinics have been developed by the Sutter County Hospital in conjunction with the county health department. One is the family planning clinic. No restrictions have been placed on attendance at this clinic and about three hundred women per month are in attendance at it. No charge is made for the services since it is the expressed desire of the administration to insure continued attendance at this clinic on the part of those people who are in need or are in marginal circumstances. The second clinic is the migrant labor health clinic. This is an extension of an emergency clinic program at the county hospital, which in the past has cared for the urgent medical services of farm workers. As full an array of medical services as is possible in this community is afforded to the migrant farm laborer. In addition, the planning is such that evening clinics are held, making it unnecessary for the migrant laborer and his family to take time off from work to attend the clinic. It is noteworthy that local government in this county through its county hospital and public health department has moved toward accepting responsibility for the health of its farm laborers and for preventive health measures to that group.

The public health department offers a wide array of services to the public which are available to clients of the welfare department. In addition to the family planning and migrant labor clinic and regular public health nursing service, crippled children services, a continual immunization program, well-baby clinics, armed forces rejection clinic, venereal disease clinic and X-ray services clinics are available to the public.

Public hospital facilities for the needy of Sutter County are inadequate. The county hospital was built in 1929 and has changed little from that time. Three doctors of medicine are on staff of the hospital. None of these is a specialist. There is limited service from the medical men in the community. As a result, the hospital and the clinic are not able to give a number of specialty services to the poor of Sutter County.

The board of supervisors is facing the problem of the county hospital. Plans have been advanced to replace this hospital with an entirely new one. The board of supervisors has accepted bids for a new two million dollar hospital.

There are two privately owned acute hospitals in Yuba-Sutter area. These comparatively new, excellent facilities offer at the present time adequate facilities for the public. Nursing homes are well distributed throughout the two-county area and at the present time offer an adequate supply of beds for the total population.

It is difficult for anyone who has not established a relationship with a physician to obtain one when needed. The ratio of physicians to population is considerably lower than the state average. New client and nonclient patients find it difficult to obtain the services of a physician. Not all of the medical specialties are available to the public in the area. This means that in a number of instances it is necessary for a client to go to either Chico or Sacramento to get necessary medical care.

There is little use of rehabilitation centers by this county. None exists in the county and the staff of the welfare department has little awareness of the possibility of use of rehabilitation centers in other parts of the state. Mental health services are not available in this county. The board of supervisors has appointed a committee and has asked it to evaluate the need for such services. The provision of these services would greatly strengthen the ability of public and private agencies to more fully meet the needs of their clients.

2. Medi-Cal Program

In the short period of time from the inception of the Medi-Cal program on March 1, 1966, to the date of this review, this department had made strides in integrating this program into its daily operations. Two new social work positions have been created and filled. Persons in these positions have a dual function. In addition to accepting applications for those who are medically needy and carrying the certification and recertification responsibility for them, these staff members also serve as screeners for potential applicants for other forms of categorical aid. It is anticipated that eventually each one of these social

workers will have a caseload of 150 certifications and recertifications per month. This kind of a load, together with their responsibilities as screeners, will seriously interfere with their ability to give any type of medical social services to the medically needy.

Former Medical Assistance for the Aged cases have, unfortunately, been split into two loads in two separate units. Those MAA cases now on the Medi-Cal program who have no other resources to meet their personal and incidental needs other than the Old Age Security grant remained in the caseload situated in the Adult Services unit. Those cases who have other resources to meet their personal and incidental needs, and perhaps some liability, are carried in a load in the intake unit. The needs of persons in both of these loads will be similar and could much better be met if the two caseloads were under one supervisors.

In the past, the worker handling the MAA load was effective in maintaining the interest of the family in the patient-client. While this will continue with the OAS-Medi-Cal cases, it could well be lost for those cases now in the intake unit since those workers have not had the experience which would lead them to effective ways to involve the family in the interest of the person in the nursing home.

The county welfare department was not aware of the progress of the public health department and the county hospital in obtaining approval from the State Department of Public Health for the provision of home health aide services to clients eligible for categorical assistance and Medi-Cal. Welfare staff must have a thorough knowledge of health resources if they are to give effective help to welfare clients, many of them ill or disabled, in obtaining needed medical and related services. A vigorous working relationship based on mutual respect and acknowledgment of responsibilities needs to be developed between the public welfare department and the county hospital and county health departments respectively.

3. Professional Consultants

The advent of the Medi-Cal program has changed some of the functions of the professional consultants. (Even though the county welfare department has been relieved of many of its former responsibilities, it still must determine eligibility and provide social services.) Staff training and development through individual and group conferences on rehabilitation services, evaluation and interpretation of medical and dental information and reports, and the significance of illness in social service planning are still important components of the contribution that professional consultants can make. Every effort should be made to provide this to the welfare staff.

D. Support and Maintenance

Restrictive policies in the General Relief program coupled with failure to make immediate need payments to categorical aid applicants result in a standard of living for those dependent upon county funds which is incompatible with a minimum standard of decency and health. The amount allowed falls far below the minimum standard food allowances in the Aid to Families with

Dependent Children program. A family of one adult and four children, 13 years and over, would receive \$12.50 a week for food from General Relief as compared to the \$32.85 which would be allowed per week in the children's program.

Other nondeferable needs are met in a similar manner. Rent gets paid only when there is an order for eviction. Utilities are provided for only after all efforts to prevent the cutting off of services have failed. The standards for continuing General Relief for persons not eligible for any of the adult categorical programs is low. For instance, the food allowance would be \$40 per month for two adults compared to \$54.80 in the current coded cost schedule. The clothing allowance is \$8 for the two people compared to \$19.30 allowed in the same cost schedule. Other allowances are more comparable to those in the cost schedule. The contention that surplus commodities provide the difference in the two food costs is not a substantial one. Regulations of the Department of Agriculture provide that surplus commodities cannot be used to supplant any assistance allowance.

The welfare department creates added work for itself by determining responsible relative liability every two years for the majority of the Old Age Security cases where there are responsible relatives. This includes going through the process where the responsible relative is a married daughter who is not employed. By being much more selective in checking on liability, it could contribute toward reduction of its workload.

In the Aid to Families with Dependent Children program, Sutter County does not adequately employ the money management procedures as set forth in Manual Section C-222.50. There are only two families receiving modified payments and in these cases some of the grant is paid directly to the vendor. The plans for these families are not administratively controlled nor is there adequate provision of services to the families to resolve their money management problems. The determination to place families under money management is without identification of the problem, the contributing factors in the situation, a planned schedule of contacts and actions, provisions for needed services, periodic evaluation and modification of the plan of action, and administrative review and control.

Sutter County has developed referral procedures and relationships with the district attorney's office in which both departments participate to handle incidents of fraud. The 1965 grand jury report raised some question about the design of forms for listing information which must be provided by applicants for and recipients of assistance. The report indicated that these forms should be designed in such a way that false statements in them could readily result in convictions for perjury and fraud. This kind of an approach would result only in compounding the problem of paper work, and would be attacking the problem in a rather cumbersome way. Making time available for the social workers to have adequate contact with the families and individuals receiving assistance would enable them to keep track of eligibility factors much more effectively than relying on written statements. This approach would give emphasis to the prevention of fraud. It would also enable the social workers to deal with the problems of clients which keep them dependent and to work toward helping them become self-supporting.

Written explanation to the client to request a fair hearing if there is dissatisfaction with the action of the county welfare department is provided on the form sent to the client to notify him of the action of the welfare department. Verbal explanation of the right to appeal is given on the individual inclination of the worker. The welfare department administers public assistance programs to many persons who by education or culture have difficulty in understanding written communications. For these persons verbal explanation of the right to a fair hearing is a needed service. The administration of the welfare department should impress upon workers the need to discuss this right with the client.

PART III. ORGANIZATION AND MANAGEMENT

A. Organization

1. Structure

Generally speaking, the organizational pattern of the welfare department is a good one, designed to carry out the responsibilities assigned to the agency. Spans of control are within reasonable limits except for the chief clerk, who has ten people reporting directly to her. One of these is classified as Supervising Clerk I, but she actually performs no supervisory duties. Consequently, the positions of both the chief clerk and the Supervising Clerk I, are improperly classified under the Merit System Classification Plan. The Supervising Clerk I should be given proper supervisory duties and the chief clerk should be permitted to function as director and planner of clerical operations rather than as a first-line supervisor. The other exception to orderly structure is the placement of a welfare clerk full time in the county auditor's office, under the auditor's supervision, but on the welfare department payroll.

2. Delegation of Authority

The agency is highly centralized with authority delegated only in very routine processes. The director retains responsibility for special case selection, of worker assignments to exceptional cases, and the granting of special need allowances. Supervisors down the line again delegate little authority to subordinates. It is agency policy that unit supervisors must review and approve all case actions except changes of address, plus cosigning all correspondence except that going to recipients. In addition, a clerical worker also reviews the case actions for accuracy and completeness. (This violates one of the basic principles of administration, contributes little to the growth of capability in workers, and actually is a waste of personnel and time.) In spite of this close supervisory surveillance of all budgetary changes, budgets are frequently computed inaccurately for family groups. There is confusion on the part of the workers and supervisors about budgetary procedures for cases with stepfathers, incapacitated fathers, and cases with nonrelated persons in the home. Decision making should be delegated to the lowest practicable level, with the attention of the director, her assistant, and the supervisors focused on the performance and the results accomplished.

There are many evaluative controls that can be used, of which the present quality control procedure is one. This is a required process which every county welfare department must make a part of its administrative operation. A statistically valid sample of case actions are reviewed monthly by the state and county together to check the accuracy and appropriateness of the case decisions made. This program in Sutter County very clearly reveals points of weakness in the agency's handling of eligibility and other factors. It should be used as a tool to improve agency performance rather than looked upon only as added paperwork. Telling the workers what to do and why they are doing it is vital to insuring that the efforts of all of them are pointed in the same direction. When a director and/or supervisors make decisions for experienced workers and check each step they take there is little progress made in improving the agency's operation.

3. Utilization of Professional Staff

The social work staff are not being utilized properly in this agency. Because of a lack of sufficient clerical help they are performing clerical duties to such a degree that it is possible for them to spend only about a day-and-a-half each week in the field with their clients. Social workers are required to compute budgets, fill out the budget worksheets, post information, do their own filing and filling out of forms. Social workers and their supervisors, are spending a good deal of time keeping duplicate reminder controls on their desks which should be centrally maintained by the clerical unit.

4. Distribution of Workload

Workloads in the adult programs are distributed evenly among workers, but in AFDC there is a wide differential in caseloads. At the time of the review, AFDC caseloads varied from 32 to 70, with no discernible rationale for the lack of uniformity in assignments. Out of the total of 393 AFDC cases reported as active at the end of March 1966, only 372 of these were actually assigned to a worker for ongoing service, and 35 others had been assigned to one worker only a few days before the end of the month. Therefore, during the month, there apparently was a phantom caseload of 56 cases, with no one responsible for their control or service. Also the county is risking an audit exception of any claiming at the 75% rate of administrative costs related to such cases. A standardized method of controlling workloads had been established in the county, combined with a flexible geographical district basis to limit travel expenses, but the actual practice no longer follows the plan.

The licensing caseworker has too high a caseload (116 with 97 licensed homes to visit on a monthly or bi-monthly basis) to be able to do anything but a fire fighting job.

5. Communications

This agency suffers from overcommunication, rather than from a lack of it. The communication system is not confined to the administrative structure, but spills over without channel or control to the point where office gossip and internal administration are discussed by staff members with the board of supervisors and other county officials. In the past, due to lack of formal administrative direction, this was practically the sole avenue of communication available to the staff and as a result, the proverbial grapevine has grown to the degree that it overshadows and saps the vitality of the formal administrative communication process and endangers the very life of the organization. To counteract this, the administration has mistakenly tried to eliminate it entirely. Memos directed to this point have been rather threatening and peremptory in tone. As an adjunct to the formal system the grapevine process may have a very definite value. Effective communications between the director, supervisors and staff is a vital element of effective administration, but the best administration is supportive, and not dictatorial. Every member of the staff can make a contribution to the success of the total program and should be given the opportunity to do so.

Organizations are human and not mechanical, and as such they need to be run on a "feeling" basis and with understanding and sensitivity. With this kind of approach, the general staff meetings and supervisory meetings which have recently been instituted by the director on a regular basis, should be effective in keeping staff members informed, on-board with the objectives of the agency, and clear on current policy. One essential step in this direction, would be to provide each employee with a binder containing 1) county policy and procedures, 2) a description of job assignment; 3) information on personnel rules and employee benefits. In addition, copies of the state manual should be readily available for the use of supervisors and workers and it should be clear that they are expected to be in conformity with the information contained in them. A copy of state and county manual material should be available at the reception desk for the use of applicants, recipients, or the general public.

B. Personnel Management

1. Morale and Turnover

The turnover rate measured by the ratio of separations to total staff in this county has been extremely high. According to the merit system records for the 13 month's period, from October 1, 1964 to November 1, 1965, there was a 67% turnover for Social Service Worker I, and a 45% rate for Social Service Worker II, making a combined average of 55%. The statewide average for this same period was less than 30%. Turnover for all other classes in the agency, most of which were clerical, for the same period totaled 69%. Statewide the turnover rate for clerical does not normally exceed 35%. Low morale is a major problem in this agency and stems from a number of factors. Some of the staff have not accepted the reality of a change in directors and are uncomfortable with the new and different relationships which normally result from such a change. Morale was also affected by the grand jury investigation of 1965, which raised questions about the adequacy and competency of the incumbent staff. By involving the staff itself in the steps that need to be taken to diminish personnel problems and dissension, the director should be able to develop an administrative organization and an environment which will afford staff the freedom and comfort to work together in accomplishing the goals of the department and the program.

2. Recruitment and Salary

One of the problems of recruitment of adequate staff in this county is the low salary level provided by the board of supervisors. There is no central administration of personnel for the county, so the welfare department utilizes the merit system registers. Because of the low salaries many times the county has to resort to emergency appointments of people who are not qualified to take the examination when it is given. Salaries have been about 15% below the statewide standard for merit system counties. It was pointed out in the 1965 grand jury report that this is a rather shortsighted approach to personnel recruitment since it results mainly in the county being a training ground for other public jurisdictions and private employment. Although the welfare department

has been more successful in recruiting clerical staff, they have not been able to retain many of them. As soon as they gain enough experience, they tend to resign and accept better paying jobs in the local area or elsewhere.

3. Performance Evaluations

The welfare department does not have a system of performance evaluations for employees. The county personnel ordinance requires notification to the county auditor and recommendation to the board of supervisors for the successive steps in the salary range and presumes a discussion with the employee himself, on the decision to give or to withhold raises. One of the recommendations of the grand jury was to develop an effective evaluation system. The assistant director has been assigned the responsibility to implement this process, and a start on it was being made at the time of the review. This procedure should provide for regular measurements of meeting responsibility for progress in the job, whether or not they relate to salary increments.

4. Employee Benefits

Provision of fringe benefits such as vacation, sick leave, compensatory time, health insurance, mileage, etc., are provided for in a well prepared county personnel ordinance, which covers all county employees. In the county plan is an appeal procedure in case of discharge from service, but no grievance procedure. The director has issued a memo stating that she will accompany any employee with a serious problem to the county supervisor of his choice for a discussion. The agency should design a formal system of handling grievances through the agency hierarchy with a final decision, if necessary, by the full board of supervisors. Each employee should be provided with a copy of the county personnel ordinance plus the grievance procedure.

Accumulation of sick leave benefits is now limited to 30 days. Raising or eliminating this maximum in other jurisdictions has served to cut down on the tendency to use sick leave in questionable situations, and to protect the employee in a serious prolonged illness.

The agency is making a serious effort to develop a meaningful and effective staff training and development program. More involvement of the staff members themselves is needed in the designing and carrying out of the program to help them to identify their need for training and to reassure them that they have the capacity to improve their performance and can do so by wholehearted participation. The priority of training activities should be made clear by the administration and on-going workloads should be adjusted where necessary to allow the time needed.

The agency policy on educational leave and other out-service training is commendable and with a more adequate salary schedule, in time should show positive results.

C. Workload Management

1. Controls

Sutter County has an electronic data processing unit operated by the county auditor, which provides a monthly caseload inventory to the welfare department, plus a list of upcoming renewals, among other things. The welfare department does not fully utilize the potential of the EDP system, as it keeps additional hand maintained caseload inventories. Also, information on completed renewals is not fed into the machine so that controls on overdue renewals must be prepared by hand. The agency should develop a uniform system of controls centralized in the clerical unit, so that duplication of record keeping does not occur and the director can have readily accessible information on caseloads, on renewals, assignments, etc.

2. Warrant Authorization and Payment

A county auditor processes the supplemental assistance payrolls weekly, and the regular payrolls monthly or semi-monthly as required. The auditor is willing to provide immediate payments when necessary outside this schedule. The welfare agency should look at its procedures in this area, not only for the possible saving of local funds by providing for immediate need payments from categorical aids for those obviously eligible, but also to meet the emergency needs of citizens of Sutter County with promptness and concern for their plight.

The agency had no control records on the time from application to receipt of the warrant on accepted cases, but a check on this process by the review team, showed that period to average over 30 days, exclusive of ATD.

Held warrants are controlled satisfactorily with few if any overdue before clearance of suspension.

The agency's internal procedures for handling repayments and absent parent contributions are adequate with proper separation of receiving and depositing or forwarding monies. There is technical nonconformity with Welfare and Institutions Code No. 11457 in that absent parent contributions collected by the district attorney or the probation office, are sent directly to the recipient's family, rather than to the welfare department. The county supervisors are considering a plan to centralize all collections in the welfare department, so this procedure may be in process of correction.

3. Forms, Records and Files

A forms control system is needed as a basic start towards work simplification and proper analysis of methods and procedures.

A uniform filing system should be installed, as some categories of cases are now filed alphabetically and others in numerical order. Inactive records should be centrally located in the main office where all intake is handled. An out-card system would make the central index more effective in locating records as needed.

The projected plan to develop a written policy on a uniform arrangement of materials in the case records should be followed through with a scheduled plan for regularly removing obsolete items as well as disposing of cases inactive over five years.

D. Facilities and Equipment

On an overall square footage basis, space provided for the welfare department is adequate for the present staff. Space is more than adequate in the County Administration Building but is rather crowded in the main office. The new building on Garden Highway is well designed, well furnished, and is attractive. The waiting room is commendably spacious and pleasant. The placement of thermostats causes some unevenness in the performance of the air conditioning system in hot weather. The director should continue to emphasize the need to have all operating units in the same building and seek a proper priority in the county's over-all building plan to make this possible. Outstationed call-in facilities for Live Oak and any other appropriate locality should be provided and/or continued.

Equipment in the way of vehicles and office equipment is adequate. Dictating equipment is not used to the best advantage since noise and lack of privacy make it difficult for the workers to dictate at their desks. The provision of a dictating booth or two would speed up recording of case material.

The telephone system in the new building should be brought up to the level of that provided in the county office building where the adult section is housed.

APPENDIX

SOCIOECONOMIC PROFILE - SUTTER COUNTY

The Setting^{1/ 2/}

Sutter County, located in the Sacramento Valley, has an area of 607 square miles. Most of the county is level, and approximately half of it is covered with fertile soil. Elevations in the county are, for the most part, only a few feet above sea level. The climate consists of long, dry, hot summers, averaging about 80 degrees; and rainy winters, averaging 45 degrees. The economy of the county is largely dependent upon agriculture and related industries. Peaches, prunes, and rice comprise the major crops in the area.

Population

There was only a moderate expansion of population in Sutter County during the decade 1950-60. It grew at the rate of 27.2% while the population of the entire state increased 48.5% during the same period. The county's 1960 population was 33,380.^{3/} The rate of growth has declined somewhat since 1960. The estimated population, as of July 1, 1965, was 39,000, a rate of increase of 16.8% (compared to the statewide average growth of 19.3%).^{4/}

Sutter County's population has less formal education than the rest of the state. The median number of school years completed is 11.2 compared to 12.1 statewide. In 1960, persons over the age of 25 with at least a college education amounted to 7.2% in Sutter County as compared to 9.8% statewide. The high school drop-out rate in Sutter County was 8.5% compared to 10.3% statewide, based on the 1960 census.^{5/}

The county's population having Spanish surnames is 5.2% compared to 9.1% statewide.^{6/} Nonwhite minorities are less in the county than in the entire state. In 1960, only 5.0% of the county's population was nonwhite compared to 8% statewide.^{7/} Negroes constitute less than 1% of the county's population compared to 5.6% statewide.^{8/}

^{1/} California Blue Book, 1958, pp. 1109-1112.

^{2/} Community Labor Market Survey, Marysville-Yuba City, California, Nov. 1964: State Department of Employment.

^{3/} California Statistical Abstract - 1964, Table G-6, p. 49.

^{4/} Population of California Counties, Advance Report, Aug. 2, 1965, by State Department of Finance.

^{5/} California Statistical Abstract - 1964, Table L-2, p. 151.

^{6/} Californians of Spanish Surname, May 1964, State Division of Fair Employment Practices.

^{7/} U. S. Census of Population - 1960, California, General Population Characteristics, pc(1) 6B, Table 13, pp. 6-51 and 6-59.

^{8/} U. S. Census of Population - 1960, California, General Population Characteristics, pc(1) 6B, Table 28, pp. 6-199.

Employment^{9/}

During the last three calendar years, the annual unemployment rate in the Yuba City - Marysville Labor Market Area (Sutter and Yuba counties) has been higher than the statewide average. In the year 1965, the monthly unemployment rate for the entire state ranged from a low of 4.7% of the total labor force to a high of 7.3% and an average of 5.9%. In the Yuba City - Marysville Area, the unemployment rate ranged from a low of 5.1% to a high of 13.8% and an average of 10.4%. In 1963 and 1964 the annual average for the area was 11.1% and 9.9% respectively. For the state it was 6.0% for both years. In 1963, the monthly averages for the county ranged from 5.3% to 17.6%, while the statewide range was from 4.8% to 7.5%. In 1964, the monthly averages for the area ranged from 4.6% to 17.3%, while the state range was from 5.0% to 7.2%.

Poverty and Deprivation^{10/}

Approximately 30% of the families residing in Sutter County have incomes under \$4,000 which characterizes them as poverty-stricken families according to federal usage. This is considerably higher than the statewide average of 21.4%. Another 24% have incomes falling within the deprivation level, that is, between \$4,000 and under \$6,000 per year. The poverty level and deprivation level families taken together represent approximately 54% of Sutter County's families. This leaves about 46% of Sutter County's families with incomes of \$6,000 per year or more, that is, ranging from relative comfort to affluence. Sutter County has a higher proportion of its families with incomes below \$6,000 than the counties of Santa Clara and Solano, but proportionately lower than such counties as Yuba, Stanislaus, and Tulare.^{11/}

Another indicator of the general economic condition of its families is the median earnings of the male breadwinner. In Sutter County, the median is \$4,644, which is lower than Santa Clara (\$5,998) and Solano (\$5,563) counties, but higher than Stanislaus (\$4,352), Yuba (\$4,378), and Tulare (\$3,617) counties. This ranking by median earnings is generally in the same order for such occupational groups as professional, managerial, farming, craftsmen, and labor.^{12/}

Minority group families in Sutter County are more poverty stricken than others. Of the white families (including those with Spanish surnames), 52.8% have incomes below \$6,000 and 28.7% have incomes below \$4,000. In contrast, the non-white families are more poverty stricken, with 78.2% at the deprivation level or below and 58.4% at the poverty level or below.^{13/} Because of the small number of white families with Spanish Surnames living in the county, U. S. Census material does not show their income characteristics separately from other white families.

^{9/} Technical Paper, Series LF6.3, State Department of Employment.

^{10/} See Appendix, Table I, p. 23.

^{11/} U. S. Census of Population, 1960, California, General Social and Economic Characteristics, pc(1) 6C, Table 65, Table 86, pp. 6-438.

^{12/} See Appendix, Table II, p. 25.

^{13/} See Appendix, Table I, p. 23.

Broken Families in Sutter County^{14/}

The pattern of broken families is lower in this county than the rest of the state (7.4% for Sutter and 9.4% for the state). The percentage of broken families is lower than Fresno's 8.5%, Tulare's 8.0%, Solano's 8.6%, and Stanislaus' 8.9%. It is higher than Merced's 6.8% and Santa Clara's 7.2%.

The proportion of children affected by broken homes, that is, 11.4% of children under 18 years of age not living with both parents is lower than in Tulare, Solano, Stanislaus, Yuba, and Merced counties with respectively 15.8%, 13.4%, 13.7%, 13.7%, and 11.7%. It is higher than Santa Clara's 10.1%.

Because the small number of Negro families in Sutter County make the sample insufficient, the proportion of nonwhite children in broken homes, 7.5% show less than that of white children of whom 11.6% are not living with both parents. Actually, a greater percentage of nonwhite families than white families suffer from broken homes as a condition of poverty.

Public Welfare Costs

It is not generally known that public welfare funds are obtained from three sources, federal, state and county. Of the \$2.9 million^{15/} spent for public assistance in fiscal year 1964-65, the Federal Government contributed \$1.3 million, or 45.2 percent; the state contributed \$1 million, or 35.2 percent; and Sutter County contributed a little over \$574 thousand, or 19.6 percent, from property taxes. This means that the Sutter County homeowner who had an average property tax bill of \$170^{16/} in the fiscal year 1964-65, contributed out of this about \$15 toward the county welfare bill. This would amount to \$1.25 per month as the average cost to the average homeowner, or about 4 cents a day.

Table VI^{17/} depicts the Sutter County property tax dollar and the budget dollar for the fiscal year 1965-66. From the table it can be seen that only 8¢ of the total county property tax dollar was projected to go to public welfare. Of the 20.4 cents budgeted for public welfare out of the total county budget dollar, only 3.6¢ was the county's share. The major portion of the welfare budget is financed from federal and state funds. Although the total amount of the 1965-66 budget for the operation of the entire county government was \$16,066,198, only \$7,089,550 needed to be raised by county property taxes. Since the latter figure is a little more than double the \$3,277,209 budgeted for public welfare, many assume erroneously that almost one-half of the county property taxes collected are spent on public welfare. This is not true, as only \$573,130 are needed to be raised by property taxes for public welfare in fiscal year 1965-66.

^{14/} See Appendix, Table IV, p. 28.

^{15/} See Appendix, Table V, p. 29.

^{16/} Director's Newsletter - April 1966, published by the California State Department of Social Welfare, Sacramento, California.

^{17/} See Appendix, Table VI, p. 30.

TABLE 1 DISTRIBUTION OF FAMILY INCOME - 1959A - ALL FAMILIES

ANNUAL INCOME	FAMILIES		FAMILIES	
	<u>No.</u>	<u>%</u>	<u>No. between levels</u>	<u>% between levels</u>
<u>Above Deprivation</u> <u>\$6,000 and over</u>	3,937	46.1	3,937	46.1
<u>Deprivation Level</u> <u>Under \$6,000</u>	cumulative 4,607	cumulative 53.9	2,050	24.0
<u>Poverty Level</u> <u>Under \$4,000</u>	2,557	29.9	1,751	20.5
<u>Extreme Deprivation</u> <u>Under \$2,000</u>	806	9.4	<u>806</u>	<u>9.4</u>
TOTAL FAMILIES	—	—	8,544	100%

B - WHITE FAMILIES (INCLUDING THOSE OF SPANISH SURNAME)

ANNUAL INCOME	FAMILIES		FAMILIES	
	<u>No.</u>	<u>%</u>	<u>No. between levels</u>	<u>% between levels</u>
<u>Above Deprivation</u> <u>\$6,000 and over</u>	3,858	47.2	3,858	47.2
<u>Deprivation Level</u> <u>Under \$6,000</u>	cumulative 4,323	cumulative 52.8	1,978	24.2
<u>Poverty Level</u> <u>Under \$4,000</u>	2,345	28.7	1,610	19.6
<u>Extreme Deprivation</u> <u>Under \$2,000</u>	735	9.0	<u>735</u>	<u>9.0</u>
TOTAL FAMILIES	—	—	8,181	100%

Source: U. S. Census of Population, 1960, California, General Social and Economic Characteristics, PC (1) 6C, Table 65, pp. 6-250; Table 88, pp. 6-446.

C - NONWHITE FAMILIES

ANNUAL INCOME	FAMILIES		FAMILIES	
	<u>No.</u>	<u>%</u>	<u>No. between levels</u>	<u>% between levels</u>
<u>Above Deprivation</u> \$6,000 and over	79	21.8	79	21.8
<u>Deprivation Level</u> Under \$6,000	cumulative 284	cumulative 78.2	72	19.8
<u>Poverty Level</u> Under \$4,000	212	58.4	141	38.8
<u>Extreme Deprivation</u> Under \$2,000	71	19.6	<u>71</u>	<u>19.6</u>
TOTAL FAMILIES	—	—	363	100%

Source: Ibid.

TABLE II MEDIAN EARNINGS OF SELECTED OCCUPATIONAL GROUPS IN SIX COUNTIES -- 1959

	Sutter	Yuba	Stanislaus	Tulare	Santa Clara	Solano
Male, Total with Earnings ^{a/}	\$4,644	\$4,378	\$4,352	\$3,617	\$5,998	\$5,563
Professional, Managerial and Kindred Workers	6,627	6,231	6,358	6,042	8,134	6,722
Farmers and Farm Managers	4,494	3,829	3,137	4,686	4,439	4,192
Craftsmen, Foremen and Kindred	5,505	5,283	5,304	4,922	6,435	6,360
Operatives and Kindred	4,313	4,167	4,411	3,647	5,339	5,308
Farm Laborers, except Unpaid and Farm Foremen	2,235	2,197	2,123	2,084	2,250	2,159
Laborers, except Farm and Mine	3,756	3,426	3,072	2,801	3,739	4,195

^{a/} Includes persons in other occupational groups shown separately.

Source: U. S. Census of Population, 1960, California, General Social and Economic Characteristics, PC(1)-6C, Table 86, pp. 6-433 through 6-438.

TABLE III PUBLIC WELFARE EXPENDITURES AND CASELOADS

TABLE IIIA* - SUTTER COUNTY, MONTH OF NOVEMBER 1964

	Total Cases	Total Recipients		Total Expenditures	
		No.	%	Amount	%
AFDC-FG	406	1,463	53.1	\$65,254	33.1
AFDC-U	6	32	1.2	1,310	.7
AFDC	412	1,495	54.3	66,564	33.8
OAS	755	755	27.4	78,363	39.9
AB	31	31	1.1	3,885	2.0
APSB	-	-	-	-	-
ATD	123	123	4.5	13,543	6.9
MAA	79	79	2.9	30,435	15.4
GR	87	268	9.8	3,879	2.0
TOTALS	1,487	2,751	100%	\$196,669	100%

* Source: State of California, Department of Social Welfare, Research and Statistics, Public Welfare in California, November 1964 (Statistical Series PA 3-62) and PAMC and MAA (Statistical Series MC1-41).

TABLE IIIB** - STATE OF CALIFORNIA, MONTH OF NOVEMBER 1964

	Total Cases	Total Recipients		Total Expenditures	
		No.	%	Amount	%
AFDC-FG	128,504	447,338	49.6	\$21,041,014	30.0
AFDC-U	9,318	53,883	6.0	1,968,355	2.8
AFDC	137,822	501,221	55.6	23,009,369	32.8
OAS	270,327	270,327	30.0	29,585,699	42.2
AB	12,227	12,227	1.4	1,617,790	2.3
APSB	136	136	-	22,089	-
ATD	53,925	53,925	6.0	6,138,574	8.7
MAA	25,427	25,427	2.8	8,536,269	12.2
GR	21,376	38,621	4.2	1,281,408	1.8
TOTALS	521,240	901,884	100%	\$70,191,198	100%

** Source: Ibid.

TABLE 111C* - SUTTER COUNTY, MONTH OF NOVEMBER 1965

	Total Cases	Total Recipients		Total Expenditures	
		<u>No.</u>	<u>%</u>	<u>Amount</u>	<u>%</u>
AFDC-FG	400	1,479	50.5	\$ 74,202	31.6
AFDC-U	26	145	4.9	13,260	5.7
AFDC	426	1,624	55.4	87,462	37.3
OAS	767	767	26.2	90,796	38.7
AB	28	28	1.0	3,618	1.5
APSB		-	-	-	-
ATD	185	185	6.3	22,012	9.4
MAA	68	68	2.3	28,014	11.9
GR	71	258	8.8	2,708	1.2
TOTALS	1,545	2,930	100%	\$234,610	100%

* Source: State of California, Department of Social Welfare, Research and Statistics, Public Welfare in California, November 1965, (Statistical Series PA 3-74) and PAMC and MAA (Statistical Series MC1-53).

TABLE 111D** - STATE OF CALIFORNIA, MONTH OF NOVEMBER 1965

	Total Cases	Total Recipients		Total Expenditures	
		<u>No.</u>	<u>%</u>	<u>Amount</u>	<u>%</u>
AFDC-FG	146,043	512,619	50.2	\$22,082,803	27.0
AFDC-U	13,200	77,493	7.6	3,555,030	4.4
AFDC	159,243	590,112	57.8	25,637,833	31.4
OAS	273,899	273,899	26.9	31,331,950	38.4
AB	12,348	12,348	1.2	1,676,153	2.1
APSB	45	45	-	7,434	-
ATD	79,667	79,667	7.8	9,647,522	11.8
MAA	32,609	32,609	3.2	12,246,854	15.0
GR	17,573	32,531	3.1	1,076,806	1.3
TOTALS	575,384	1,021,211	100%	\$81,624,552	100%

** Source: Ibid.

TABLE IV ESTIMATES OF BROKEN FAMILIES IN SUTTER COUNTY

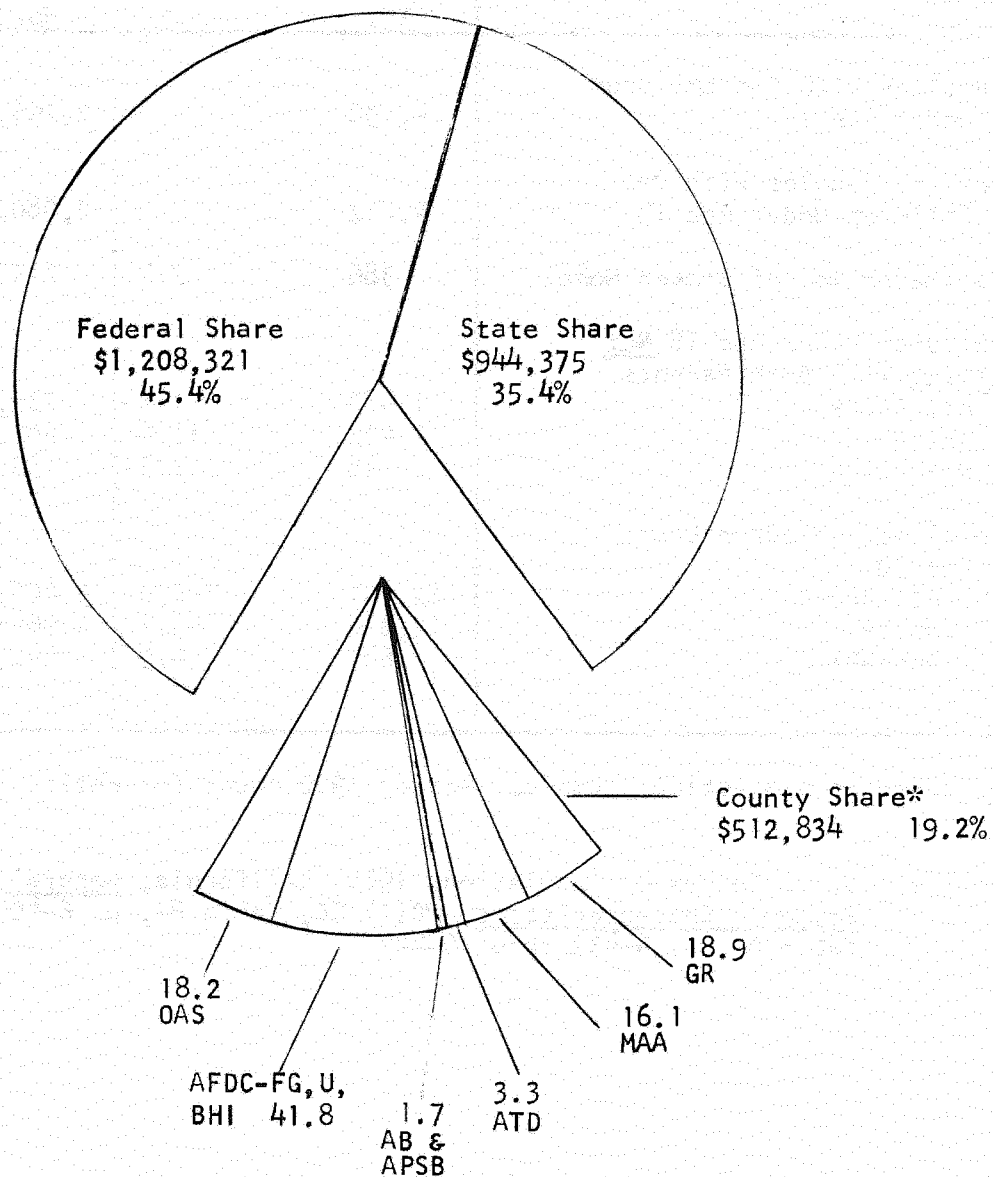
	Sutter County		State of California ^{a/}	
	No.	%	No.	%
Families With Own Children Under Age 18	5,198		2,296,445	
Married Couples With Own Children Under Age 18	4,812		2,080,723	
Estimated No. of Broken Homes	386	7.4	215,722	9.4
Children Under Age 18 <u>Not Living</u> With Both Parents				
All Races	1,480	11.4	736,469	13.7
White	1,432	11.6	602,744	12.3
Non-White	48	7.5	133,725	27.3
Total No. Children Under Age 18				
All Races	12,957	100.0	5,456,803	100.0
White	12,316	95.1	4,964,869	91.0
Non-White	641	4.9	492,114	9.0

^{a/} Based on statistical sample. Actual 1960 count for entire state not available.

Source: U. S. Census of Population, 1960, California, General Social and Economic Characteristics, PC(1) 6C, Table 82, p. 6-409 thru' 6-414; Table 87, p. 6-439 thru' 6-442.

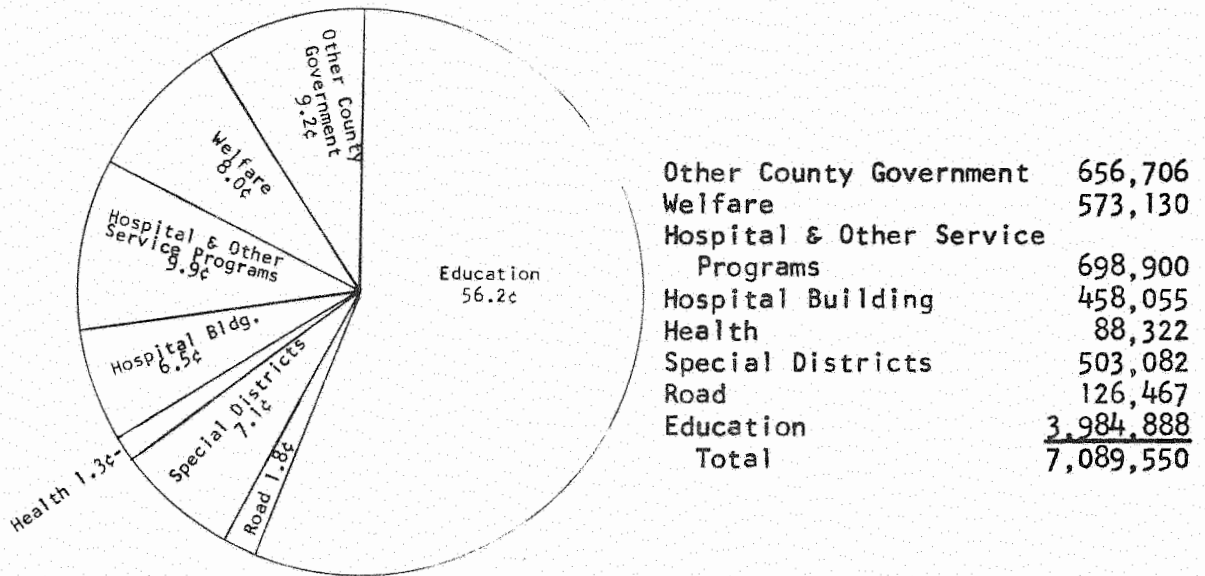
TABLE V SOURCE OF TOTAL DOLLARS EXPENDED FOR
PUBLIC WELFARE - SUTTER COUNTY
FOR 1963-64

Total Expenditures - \$2,665,530

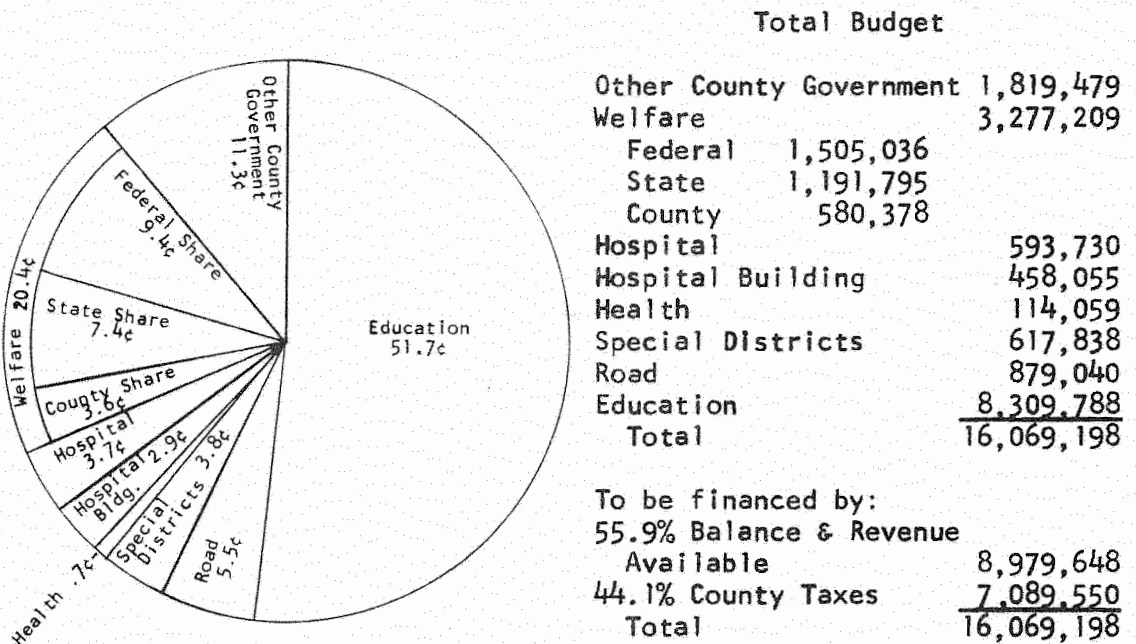


Source: California State Department of Social Welfare. Special study of county public assistance costs per \$100 of total local property taxes levied.

TABLE VI
SUTTER COUNTY
DISTRIBUTION OF COUNTY PROPERTY TAX DOLLAR 1965-1966



DISTRIBUTION OF TOTAL COUNTY BUDGET DOLLAR 1965-1966



Source: Sutter County Final Budget for 1965-66, compiled by Lucille V. Neil, County Auditor.

Memorandum

To : Paul Beck
Assistant Press Secretary
Governor's Office
State Capitol
Sacramento, California 95814

Date : September 28, 1967

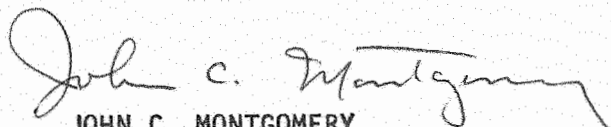
Subject :

From : **Department of Social Welfare**

Attached are copies of pertinent correspondence between the Sutter County Board of Supervisors and this office. It should be kept in mind that many additional contacts were made by me with members of the board of supervisors, both in personal meetings and in telephone conversations.

I feel that my decision not to file conformity charges against Sutter County as recommended by the Federal Department of Health, Education, and Welfare has proven to be correct, since my "personal diplomacy" with the Sutter County Board has brought positive results from both the viewpoint of Sutter County and the State Department of Social Welfare.

Although it is not my place to judge the correctness of federal funding of CRLA, I must state that some of the legal and procedural points raised by CRLA against the Sutter County Welfare Department are valid based upon federal and state statutes and regulations.


JOHN C. MONTGOMERY
Director

Attachments

cc: Mike Deaver

Spencer Williams

bcc: Mr. Spencer Williams, Administrator
Health and Welfare Agency

Director's Office

F. C. Locher

M. Chopson

D. Lapham

J. Rosati

R. Michaels

SEP 27 1967

mc

September 26, 1967

Mr. Ike J. Horred, Chairman
Sutter County Board of Supervisors
463 Second Street
Yuba City, California 95991

Dear Mr. Horred:

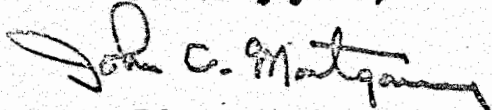
This will supplement the letter of September 13, 1967, from this department (copy attached) and the conversations State Department of Social Welfare legal staff has had with Mr. Fred Engle concerning legal representation for Sutter County in the Patricia Foss appeal from suspension and dismissal.

It is understood that Mrs. Foss has appealed her case and that arrangements are being made for a hearing on the matter. You may wish to have Sutter County represented by either your district attorney, your county counsel, or by private counsel hired by Sutter County for this purpose. However, to accommodate the county and in the spirit of strengthening state-county relationships, I will assign legal counsel of this department to represent Sutter County or to act as co-counsel with any other lawyer that you select in the Patricia Foss appeal. This is provided that the board of supervisors, speaking through you or the county administrative officer, makes such a request.

I want to make it clear that I have no question concerning the professional objectivity of my legal staff with reference to litigating this matter.

Should legal staff of this department be assigned this matter and after investigation find the case to be without merit, I would re-evaluate the situation with a view towards withdrawing legal staff consistent with sound legal procedures.

Sincerely yours,



John C. Montgomery
Director

cc: Mrs. Mary Quitoriano, Director
Sutter County Welfare Department

Fred Engle, Esq.
Attorney at Law
P. O. Drawer B
Yuba City, California

September 12, 1967

SEP 13 1967

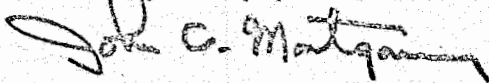
Mr. Ike Norred, Chairman
Sutter County Board of Supervisors
Sutter County Office Building
463 Second Street
Yuba City, California 95991

Dear Mr. Norred:

Thank you for your letter of September 5, 1967. In accordance with your request, we are in the process of preparing suggested modifications of the documents, "Rules of Project" and "Employment of Aid to Families with Dependent Children Mothers," for consideration by the Sutter County Board of Supervisors.

We appreciate very much your cooperation in this difficult situation.

Very truly yours,



John C. Montgomery
Director

cc: Larry D. Cilley
County Administrative Officer

Mrs. Mary L. Qultoriano, Director
Sutter County Welfare Department

bcc: M. Chopson
H. E. Simmons
Director's file
General Files

JCM:mo

COUNTY OF SUTTER

BOARD OF SUPERVISORS

SUTTER COUNTY OFFICE BLDG. 463 SECOND STREET
YUBA CITY, CALIFORNIA 95991 AREA CODE 916 673-7005

September 5, 1967

RECEIVED VIA
SPECIAL DELIVERY
DATE 9/5/67

Dear Mr. Montgomery:

This will acknowledge your letter of August 21 concerning your current evaluation of the recently concluded County-State review of the present operations of the Sutter County Welfare Department.

The Sutter County Board of Supervisors were of the opinion that this report clearly established the County's awareness of the fact that the provision of surplus commodities does not replace the County's obligation to provide cash assistance where immediate need is demonstrated. This information is specifically set forth on page 6, recommendation 6, of the report with documentation verified by sample cases on page 24. In order to further clarify this policy as requested, the Board of Supervisors will, however, communicate to the Welfare Director a reiteration of their concurrence with the provisions of State law relating to the provisions of immediate aid.

Your request that the Welfare Department revise the "Rules of the Project" and "Employment of Aid to Families With Dependent Children Mothers" can willingly be rescinded and reissued in accordance with State directives even though these rules were sincerely thought to currently be in accordance with those directives. You are therefore requested to provide the County with a revision of these rules that is acceptable to the State so that they may be adopted by the County and reissued as a revised office bulletin of the Welfare Department.

Your concern over the announced suspension of Mrs. Patricia Foss, Social Work Supervisor I, is understandable, especially since it coincidentally occurs subsequent to completion of Mr. Lapham's and my study. It can easily be substantiated that the relationship between Mrs. Foss and the Welfare Director has, for over a year, been a difficult one; characterized

MEMBERS OF THE BOARD

IKE MORRIS	LIVE OAK	DISTRICT 1
CHAIRMAN		
ROBERT PAILLEX	YUBA CITY	DISTRICT 2
J. A. BAGLEY	MERIDIAN	DISTRICT 3
GEORGE R. McFEELY	YUBA CITY	DISTRICT 4
BERNARD F. BEILEY	BIO ORO	DISTRICT 5

COUNTY ADMINISTRATOR:
L. D. CILLEY

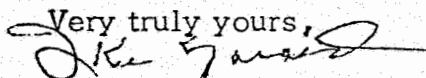
COUNTY CLERK:
GERALDINE HALL

Mr. Montgomery

by several acknowledged incidents of conflict. Admittedly, the recent notice of suspension touched upon matters related to Mr. Lapham and myself in confidence by Mrs. Foss; however, these matters were known to the Welfare Director before the interviews occurred and only "generally" verified by myself to the Welfare Director. I am sure that Mrs. Foss would agree that her discussions with the Welfare Director concerning the charges of suspension brought to light additional unresolved areas of conflict that were not in any way related to her remarks made to either Mr. Lapham or myself. It is, I feel, unfortunate that this incident has occurred at a time that coincidentally coincides with the release of the Lapham-Cilley Report; however, the Sutter County Welfare Director was of the considered opinion that situations and circumstances in her department currently warranted the requisite suspension of Mrs. Foss. At Mr. Lapham's written request this suspension was brought to the attention of the Sutter County Board of Supervisors on August 21, with the response that although the matter did not require the attention of the Board at this particular point in time, it would take note of the fact that the suspension was pending and the Board would hold a private personnel session should Mrs. Foss so wish.

We trust that the above comments will serve to advise you of the Sutter County Board of Supervisors' position on the matters raised in your letter and that each of us can consider ourselves back on the road to repairing any damaged relationship between your office and Sutter County, for it is indeed the wish of this Board that the welfare directives of the State be administered in Sutter County consistently with your office's interpretation at any point in time.

Best personal regards.

Very truly yours,


Ike Norred, Chairman
Sutter County Board of Supervisors

By: LARRY D. CILLEY
County Administrative Officer

Mr. John Montgomery
State Director of Social Welfare
State Department of Social Welfare
P. O. Box 8074
Sacramento, California 95818

LDC:ll

cc: All Supervisors

April 26, 1967

Mr. Lawrence Cilley
County Administrative Officer
Sutter County
Yuba City, California 95991

Dear Mr. Cilley:

This letter is to confirm that on April 24, 1967, approximately thirty farm workers, on their own initiative, appeared at the headquarters office of the State Department of Social Welfare in Sacramento. Representatives of this department, including the undersigned, met with them and received reports of alleged questionable practices within Sutter County related to the provisions of the Aid to Families With Dependent Children program.

Statements were taken from those present, and I informed them that representatives from the State Department of Social Welfare would review these charges with the Sutter County Welfare Department.

For your information, I am listing the general areas of complaints involved in these interviews.

1. Road blocks or refusals in the taking of applications (e.g., need for third party assistance in getting action and direct referral to jobs before taking an application).
2. Requiring participation in work projects without provision of work connected expenses.
3. Denial of a choice of interpreters.
4. Failure to grant immediate aid under conditions of urgent need (e.g., use of surplus commodities or General Relief food orders as a substitute for Aid to Families with Dependent Children).
5. Denial of Aid to Families with Dependent Children on improper application of residence requirements.

April 26, 1967

6. Failure to notify families as to reasons for changes in grant or discontinuance of aid.
7. Failure to apply program criteria for discontinuance of aid upon nonappearance for work projects.
8. Failure to develop or to refer to other resources in the case of families found ineligible.
9. Improper application of the Aid to Families with Dependent Children need standard.

I have asked Mr. E. H. Newman, Chief of the Family and Children Division, and Mr. Norman Clayton, Chief of our Quality Control Bureau, to report back to me on these charges. It is expected that they will be visiting Sutter County on Monday afternoon, May 1, 1967 and will contact you immediately upon arriving at the county offices. In my instructions to them, I narrowed their review to a general study of the complaint cases as received on April 24, including authorization for appropriate validation of information received within the county of their fact finding role.

It should be understood that Mr. Newman and Mr. Clayton have been specifically instructed by me to meet with Mr. Myron Moskovitz, California Rural Legal Assistance Attorney and other appropriate representatives of the April 24 group, subject to the understanding that if an atmosphere of publicity or mass action develops, they are to cut off such contact.

It is my hope and trust that necessary review of these most serious charges will in no way interfere with needed lines of communications that have been developed between the board of supervisors and your office with my office in Sacramento. It is my full desire to work jointly with the board of supervisors in order to resolve any differences through a review of clearly factual information.

You will find both Mr. Newman and Mr. Clayton are dedicated public officials who will work within the context of their direct assignment from my office. Any assistance that you might be able to give them will be appreciated.

Also, in accordance with your telephone request to me, attached is a list of the complaining farm workers.

Sincerely yours,

Dictated by the Writer
Signed and Forwarded in his absence

John C. Montgomery
Director

Attachment

bcc: M. Chopson
Harry White
E. H. Newman
Norman Clayton

cc: Mrs. Mary L. Quitoriano, Director
Sutter County Welfare Department

JCM:AS

DEPARTMENT OF SOCIAL WELFARE

2415 FIRST AVENUE, P.O. BOX 8074
SACRAMENTO 95818



April 4, 1967

Mr. Ike J. Norred, Chairman
Board of Supervisors
Courthouse
Yuba City, California 95991

APR 4 1967

Dear Mr. Norred:

ADMINISTRATIVE REVIEW - SUTTER COUNTY WELFARE DEPARTMENT

The attached report is a review of the administration of public welfare in your county. Our administrative review staff has endeavored to produce an evaluation which will assist you in formulating your own plans for improving your local welfare administration.

We should like to draw your particular attention to the first of our priority recommendations, which deals with the need for a declaration of public welfare policy by your board. The number of instances, noted during and subsequent to the review, in which practices by your welfare department do not conform to law or regulation, makes such a policy declaration essential.

During the course of the administrative review of welfare department operations, the following deviations from requirements were noted:

1. Cash payments were not being made to eligible applicants in immediate need. (W&I Code Section 11056, and regulations ABCD 012.20)
2. The practice of requiring recipients to spend an initial grant of aid in accordance with a letter of credit, constitutes making restrictive payments. (W&I Code Section 10501, and regulation ABCD 222)
3. The modified money payments being made to recipients were not properly justified. (W&I Code Section 11454, and regulation C-222.50)

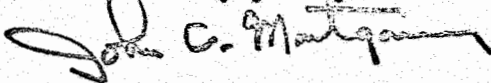
As you know, members of our review staff recently met with key officials of your county regarding the findings and recommendations of the administrative review. Your officials assured our representatives that the deviations cited above, have been corrected so that current practices in these areas are now in accordance with law. We are gratified that these changes have been made. Members of our field staff will be discussing these changes in greater detail with your welfare administration.

Subsequent to the administrative review, this department has noted the following practices of the welfare department, which are not in accordance with the law:

1. Individualized assessments of the parents capacity and availability (including child care plans) are not being made before AFDC mothers are referred for work. (W&I Code Sections 11205, 11302 and 11303, and regulations C-171, C-171.1, C-172.1 and C-174)
2. Assistance is being automatically and arbitrarily discontinued when a man is discharged from a work project, or fails to report to a potential job. Laws and Regulations enumerate justifiable reasons for refusing employment, and require individualized determination of their applicability. (W&I Code Sections 11207, 11302, 11303 and regulations C-172.1, C-173.1 and C-174)
3. While a flat rate of \$25.00 per month has been allowed recipients for additional food, clothing and incidentals, other expenses connected with work and training, such as transportation, are not being allowed. (W&I Code Section 11305 and regulations C-173.1 and C-204.70)
4. A staff development and training plan for the complete fiscal year 1966-67, has not been submitted to this department. (Regulation SD 610)

Representatives of our department will welcome the opportunity to meet with your board and your welfare administration to discuss the additional issues raised in this letter and the administrative review findings and recommendations. Will you please advise us regarding possible dates of such a meeting.

Sincerely yours,



John C. Montgomery
Director

Enclosure

cc: Mrs. Mary L. Quiteriano, Director
Sutter County Welfare Department
190 Garden Way
Yuba City, California 95991

bcc: Marion Chopson, Deputy Director ✓
Community Welfare Services Branch
Harry White - Sacramento Area
Larry Sullivan, Administrative Review
Edward R. Kienitz, Administrative Review
Director's File
Central File
CWSB File

August 21, 1967

Mr. Ike J. Norred, Chairman
Sutter County Board of Supervisors
463 Second Street
Yuba City, California 95991

Dear Mr. Norred:

This letter is a follow-up of the evaluation report of Sutter County prepared by Dale Lapham of my staff and Larry Cilley, your County Administrative Officer. In general, this report forms a basis for reconciliation of views with reference to the administration of public social services by your county welfare department as an integral part of the public welfare administration in the State of California.

There are some specific matters which require further attention in order that all parties can begin to accept the state-county administrative partnership as the most appropriate and efficient way to administer these vital public services.

Although the Lapham-Cilley report indicates that much progress has been made and that the general points at issue have been modified with respect to the immediate payment of assistance where the need and eligibility of the family is clearly shown, I feel this requires clearer enunciation of policy by your board. For example, I believe you recognize that the mere provision of surplus commodities does not satisfy the very specific requirement of law that the payment of cash aid is required where immediate need is demonstrated. A clear instruction by your board to the welfare director stating that the requirements of the law must be followed in this respect appears needed.

The second matter that requires immediate attention are amendments to the Sutter County Welfare Department's documents, "Rules of the Project" and "Employment of Aid to Families with Dependent Children Mothers". Several aspects of these materials are in direct conflict with state law and regulations of the department issued in accordance with law. Regulations applicable to the "Rules of Project" are contained in Department Bulletin 636 and Aid to Families with Dependent Children Manual Sections C-172.1 and C-173.1. Those concerning "Employment of Aid to Families with Dependent Children Mothers" are covered in Aid to Families with Dependent Children Manual Sections C-171, C-156, and C-172.1. I would suggest that a revision of these directives, consistent with the regulations, be worked out in consultation with my staff.

A third matter of extreme concern to me results from the recent action of Mrs. Quitoriano in announcing the suspension of Mrs. Foss. Although Mrs. Quitoriano indicates that this action was in no way related to the fact that this employee was

August 21, 1967

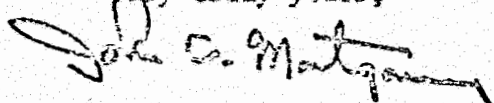
interviewed by Mr. Cilley and Mr. Lapham in the course of preparing their report, the coincidence of the suspension action and the substance of the charges placed against Mrs. Foss raises serious doubt about this. Moreover, it seems certain that an appeal and hearing by the State Merit System Committee will ensue from this action.

Regardless of the merits of this suspension action, coming at this point in our efforts to reconstruct state-county relationships and to build internal staff confidence within the county welfare department, the further pursuit of a suspension action related to Mrs. Foss will undo much of the progress we have been able to make up to this point. Considering this, you may want to make your own inquiry into the circumstances that led to this action before it reaches the appeal stage.

I know that you and other members of the board of supervisors appreciate the importance of a successful conclusion of our joint efforts to resolve all outstanding questions as promptly as possible. As I have told you personally on several occasions, I am deeply committed to local administration of public welfare in California. My commitment includes maximum latitude to county officials in the execution of administration.

However, I am faced with the necessity of seeing that each of the 58 counties administers these services in a uniform manner, consistent with the general and specific directions set forth in the law. You can understand that each county has a separate and important responsibility to the people of California, through the State Department of Social Welfare, to see that the statutes are faithfully met.

Very truly yours,



John C. Montgomery
Director

cc: Mrs. Mary Quitoriano, Dir. Sutter Co. Welfare

JCM:cal
bcc:

Mr. Spencer Williams, Administrator
Health and Welfare Agency

Mr. Joseph R. Morrell, Jr.
Family Services Representative
Welfare Administration

Department of Health, Education, and Welfare
50 Fulton Street
San Francisco, California 94102

F. C. Locher, Chief Deputy Director
Marion Chopson, Com. Welfare Services Br.
E. H. Newman, Fam. and Children Div.
Norman Clayton, Quality Control
Dale W. Lapham, Management Analysis Bur.
Frank Vasquez, Chief Referee
Verne E. Gleason, Projects Director

Mr. Jack M. Warelman, Legal Counsel
County Supervisors Association
of California
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WELFARE, PROBLEMS AND PROGRESS

"We are a humane and generous people and we accept without reservation our obligation to help the aged, disabled and those unfortunates who, through no fault of their own, must depend upon their fellow man. But we are not going to perpetuate poverty by substituting a permanent dole for a paycheck. There is no humanity or charity in destroying self-reliance, dignity and self-respect...the very substance of moral fiber.

"We seek reforms that will, wherever possible, change relief check to pay check.

"In the whole area of welfare, everything will be done to reduce administrative overhead, cut red tape and return control as much as possible to the county level. And the goal will be investment in, and salvage of, human beings."

---from the inaugural address of Governor Ronald Reagan, Sacramento, California, January 5, 1967.

Welfare in California started on a new, creative course with the inauguration of Governor Ronald Reagan.

The ultimate objective was clear: Break the cycle of dependency that has chained generations to ever-swelling welfare rolls. Many steps will be required to reach that distant destination. The task of turning the welfare tide is enormous in both magnitude and complexity.

Year after year the number of persons on welfare and the money spent to support them has mounted.

In the past decade, expenditures for public assistance have risen 157 percent and the average number of recipients has gone up 126 percent while the state's population has increased by only 38 percent.

The Aid to Families with Dependent Children category leads the way, up from less than \$90 million in 1956-57 to more than \$401.5 million in 1966-67--an increase of 350 percent.

Aid to the Totally Disabled, a program not even in operation a decade ago, accounted for an expenditure of more than \$132.5 million in the past fiscal year.

Old Age Security payments, the largest category in 1956-57, has dropped into second place. However, in 1966-67 it required more than \$347 million, an increase of 47 percent over 1956-57.

On January 1, 1967, there were 1,148,000 Californians receiving cash grants from state welfare programs at an annual cost of \$924 million.

This is equivalent to spending more than \$100,000 an hour, every hour, night and day. It equals \$3 million every business day.

In addition, cash grant welfare recipients received medical assistance at a cost of more than \$373 million, bringing California's welfare bill to \$1.3 billion.

The cash grant program currently includes:

- 292,000 men and women 65 years or older receiving Old Age Security payments. This group accounts for about 35 percent of the total expenditure.*

- 120,000 receiving Aid to the Disabled. Another 12,500 persons receive Aid to the Blind.

- 834,000 persons (75 percent of them children) in the Aid to Families with Dependent Children categories. This group accounts for about 45 percent of the total expenditures for cash grants.

In its first year, the Administration made significant achievements towards its declared goals. They include:

Communication Restored

Before 1967 relationships between the Department of Social Welfare and both the boards of supervisors and the welfare departments of the 58 counties were so tense that effective communication had virtually ceased. The first important step was the reestablishment of effective communication and this has been done.

*see appendix for "profiles" of program recipients.

Today, harmonious working relationships exist and the spirit of cooperation has enabled the State and counties to strengthen their working partnership and make progress towards simplification of welfare procedures.

Cost Cut

Basic administrative expenses of the Department of Social Welfare were reduced 13 percent from original budget requests, a savings of \$1,243,000 in the current fiscal year.

Administration Streamlined, Red Tape Slashed

California was the first state to secure Federal approval for use of a simplified "declaration of need" application for Old Age Security eliminating unnecessary paperwork and repetitious interviews.

Four voluminous categorical aid program manuals were condensed into one. Not only are there 2,358 fewer pages, but the language had been simplified and the content made more understandable.

This monumental revision was a joint State-county effort. Further efforts are under way to make department communications readily accessible to the social workers.

Extension and Liberalization of Welfare Checked

For the first time in 15 years, the Administration successfully checked the historic legislative pattern of extending and liberalizing welfare benefits at each session.

Fraud and Abuse Studied

A statewide Governor's fact-finding conference was convened as the first step in determining the nature and extent of welfare fraud and abuse in California. On the recommendation of the conference, the State Social Welfare Board, with the assistance of a specially appointed advisory committee, conducted five hearings in different areas of the state and took thousands of words of testimony from scores of witnesses representing every conceivable viewpoint. The Board's report and recommendations are not yet formulated.

Medi-Cal Costs Cut

A \$130 million deficit in the Medi-Cal program inherited from the prior fiscal year was eliminated and tighter administrative controls placed in effect which are expected to keep the program within appropriations this current fiscal year. A rollback of physicians' fees, limitation of non-county hospital stays except in special circumstances, and closer checks on the medical necessity for nursing home care were anticipated to save more than \$28 million in the current year.

The first contract for prepayment of physicians' services was signed, marking a major step forward in improving service to recipients while at the same time controlling ever-spiraling costs.

Family Planning

A new family planning policy was adopted which gave social workers the authority to initiate and conduct discussions with welfare recipients with respect to family planning. This was coupled with controls to ensure complete freedom from any pressure or coercion.

A Hand Up Instead of a Handout

Greater emphasis was placed on rehabilitation as a means of restoring individual dignity and self-support. The current budget of the Department of Rehabilitation was increased \$5 million--a sound investment in the future productivity of those rehabilitated.

More than 6,600 disabled persons were returned to employment in the fiscal year ending last June, of which some 1400 were removed from the welfare rolls at a first-year welfare savings of \$2,750,000. The pace accelerated further in the new fiscal year and in the first seven months, the number of disabled persons returned to employment was 90 percent higher than during the same period the previous year.

Summer Jobs Provide More than Money

The State took the lead in providing summer employment for youth, placing 600 in State jobs. The program will be enlarged this year. Directed in a large part towards young people from poverty areas, the program offers more than money. In addition to payment of wages it stresses the virtues of work and provides the self-confidence that comes from one knowing his ability to earn his own way in a competitive economy.

Job Training and Placement Coordinated

State agencies were given clear and specific direction to provide concerted and coordinated programs to secure training and employment for public assistance recipients. The California Job Training and Placement Council, including representatives of both government and private industry, was created to study and recommend ways to reach the hard-core unemployed with needed training and employment.

Cooperation among the county welfare departments and the State departments of Employment and Social Welfare was strengthened. As a result, more emphasis and follow through is now being applied to the requirement that welfare recipients look for and take jobs they can fill.

In addition, the Department of Employment, through its Human Resources Development and Concentrated Employment programs, has emphasized the development of training and placement of persons from poverty areas. Many persons served by these programs are entering the labor market for the first time.

Further Coordination Proposed

Combination of the Job Training and Placement Council, the Service Centers, and the Office of Economic Opportunity into one department of Human Resources Development is proposed as part of the Governor's plan to reorganize the executive branch of State Government. This would further coordinate and strengthen job training and placement efforts.

Cooperation with Private Sector Emphasized

Governor Reagan appointed H. C. McClellan to conduct statewide a program patterned after the one he so successfully initiated in the Watts area of Los Angeles. The entire program is privately financed. His efforts, while directed toward all who lack opportunity, offer particular hope to those minorities with a disproportionate share of poverty and unemployment. Greater effort has been made to cooperate with private welfare agencies.

New Methods Sought

New, more effective ways of reducing public dependency and potential dependency are under study. One such effort is Project FOCUS recently launched in cooperation with Fresno City and County. This pilot program will employ the most modern management techniques to weld together all of the available resources,

Federal, State, local, and private, in a concerted thrust aimed at producing self-reliant citizens.

Growth of Welfare Rolls Slowed

There are encouraging signs that growth of the skyrocketing Aid to the Disabled and Aid to Families with Dependent Children programs has been slowed. While total numbers are still up, the proportion of increase was less rapid than in the three years preceding 1967, in part, at least, the result of the increased emphasis on job placement, expanded efforts of rehabilitation and a closer check on eligibility.

Goals

The major welfare goal of this Administration is to help our disadvantaged and our needy to help themselves to achieve productive, meaningful lives--to learn self-sufficiency and to free themselves to the maximum extent possible from dependency on public assistance. Employment is the route to that goal.

Short Term

Currently there are an estimated 83,000 persons on state welfare rolls who are capable of training or employment. Some 12,000 of these are in training programs, another 26,000 have part-time employment. While the entire group is but a small portion of the total welfare roll, their employment would have a snowball effect since it would eliminate need for aid to their dependents. If all 83,000 were on payrolls instead of aid rolls, the number of persons on welfare could be cut by more than 300,000. This would mean a monthly welfare savings of \$15 million plus providing our economy the benefit of their productivity.

More important, the children in these families would grow up in a self-supporting, independent atmosphere in which they would learn to recognize productive employment as the means to personal fulfillment.

Long Range

The hope for significant reduction in public dependency lies with the 480,000 children 12 years old or less who are now supported on aid programs.

It is with this group that the cycle of recurring public dependency must be snapped. They must not grow up to view welfare as a way of life.

Conclusion

Welfare presents many difficult and complex problems. There are no instant solutions. Major improvement will come only through hard work and sustained determination. Significant progress, however, was made in the first year of this Administration and further achievements are anticipated this year. However, many of the proposals to change the direction of welfare, to stress self-sufficiency, and to streamline welfare administration, require changes in State and Federal laws. Such changes have been requested of the Legislature and the Congress.

In his message to the Legislature, the Governor recommended legislation leading to a uniform standard of assistance which would greatly simplify welfare administration and eliminate present inequities.

To keep assistance to the disabled from becoming even more inequitable, the Governor sponsored urgency legislation to increase the average maximum grant above the now established legal ceiling pending enactment of legislation to provide better home care services for the disabled under a more favorable Federal sharing formula that would reduce State cost by \$4 million and eliminate the \$1.6 million county contribution.

The Governor also proposed that when the taxpayer has been supporting the aged and disabled, then the taxpayer should share in the estate with the provision that no settlement would be required as long as a surviving spouse lives in the home.

Other recommendations were that computations of grants to married persons should take into account all shared items and that unnecessary disability assistance not be given to recipients living with parents whose income is substantial.

Finally, in an effort to provide an incentive for adults receiving aid for dependent children to secure employment rather than remain on welfare, the Governor proposed that the maximum family payments be equal to the earnings of a family breadwinner working for the minimum legal wage.

APPENDIX

CHARACTERISTICS OF AFDC

The typical AFDC family group is comprised of a 31-year-old mother, who has lived here 17 years, and her three children. The family is likely to be of a minority group; 28 percent are Negro and 23 percent are Mexican-Americans. Eighty-five percent of these family groups qualify for aid on the basis of the father's continued absence from the home. The mother has had an average of nine years of education and is without work. Her past employment is likely to have been in some kind of service, as a waitress or domestic.

The average monthly assistance grant to this family is \$171. There is some likelihood of outside income--43 percent have some outside income, averaging about \$90 per month. This usually is in the form of contributions from the absent father, benefits from OASDI, or earnings of the mother. Only about one-third of the families have any personal property of value. Most of those who do have some such property, have only a car--usually valued at less than \$150.

CHARACTERISTICS OF OAS

The typical Old Age Security recipient is 77, widowed, has lived here 35 years, and has received OAS for seven years. Seventy percent are women. Negroes and Mexican-Americans are about equally represented in the caseload, comprising 15 percent of the total on OAS, and other minority groups represent about 3 percent.

The OAS recipient's average total monthly income is \$160 from the welfare grant, medical care and other income such as Social Security. About 25 percent own their home, 3 percent own income-producing property, and 70 percent have property reserves--mostly cash, interment plots, or life insurance. Eighty-three percent live in a house or apartment. Forty-four percent live alone. About 11 percent live in a hotel or rooming house. Six percent live in some type of out-of-home care facility.

There are about 291,000 OAS recipients; 24 percent of the total persons on welfare.

CHARACTERISTICS OF AFDC-U

The typical AFDC-Unemployed family consists of a 33-year-old father, a 30-year-old mother, and their four children. The family has lived here about 15 years. Twenty-two percent are Negro;

CHARACTERISTICS OF AFDC

26 percent are Mexican-American. The children in these families qualify on the basis of the father's unemployment. Usually both parents have completed about nine years of schooling. The father's usual occupation is in operative, semiskilled or unskilled labor. The mothers are less likely to have ever had any kind of job than the mothers in the family group cases; 43 percent of the "U" mothers have never been employed, compared to 23 percent of the family group mothers. Their employment, again, has been in service work.

The "U" family has a monthly welfare grant of \$206. Forty-four percent have some outside income, averaging \$130 per month; in most cases from unemployment insurance benefits or earnings from the father's part-time work. Less than 50 percent of these families have any personal property of value, and nearly all of those who do, own only a car valued at less than \$150. There are about 800,000 AFDC recipients; 66 percent of the total persons on welfare. (AFDC family group and AFDC-Unemployed both within this total.)

CHARACTERISTICS OF GAG

The typical old age security recipient is 77, widowed, has lived 15 years, and has received GAG for seven years. Seventy percent are women. Negroes and Mexican-Americans are about equally represented in the caseload, comprising 15 percent of the total on GAG, and other minority groups represent about 3 percent. The GAG recipient's average total monthly income is \$150 from the welfare grant, medical care and other income such as Social Security. About 25 percent own their home, 3 percent own income-producing property, and 10 percent have property resources--cash, interest, stocks, or life insurance. Eighty-three percent live in a house or apartment. Forty-four percent live alone. About 11 percent live in a hotel or boarding house. Six percent live in some type of old-stock care facility.

There are about 141,000 GAG recipients; 14 percent of the total persons on welfare.

CHARACTERISTICS OF AFDC-U

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