Manual of Policies and Procedures

OPERATIONS

STATE OF CALIFORNIA
HEALTH AND HUMAN SERVICES AGENCY
DEPARTMENT OF SOCIAL SERVICES

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This User’s Manual is issued as an operational tool. It contains the following:

a) Regulations adopted by the California Department of Social Services (CDSS) for the governance of its agents, licensees, and/or beneficiaries;

b) Regulations adopted by other State Departments affecting CDSS programs;

c) Statutes from appropriate Codes which govern CDSS programs;

d) Court decisions; and

e) Operational standards by which CDSS staff will evaluate performance within CDSS programs.

Regulations of CDSS are printed in gothic type as in this sentence.

Handbook material, which includes reprinted statutory material, other department’s regulations and examples, is separated from the regulations by double lines and phrases "HANDBOOK BEGINS HERE", "HANDBOOK CONTINUES", and "HANDBOOK ENDS HERE" in bold print. Please note that both other departments’ regulations and statutes are mandatory, not optional.

In addition, please note that revised language in this manual letter will be identified by a vertical line in the left margin.

Questions relative to this Users’ Manual should be directed to your usual program policy office.
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**CHAPTER 10-000  DEFINITIONS AND PURPOSE**

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DIVISION 10 ADMINISTRATIVE STANDARDS FOR PUBLIC SOCIAL SERVICES

CHAPTER 10-000 DEFINITIONS AND PURPOSE

10-001 GENERAL

The regulations contained in the Manual of Policy and Procedures (MPP), Divisions 10 and 30, provide social services policy, delivery standards and requirements.

10-005 PURPOSE

.1 This Division sets forth the conditions for the administration of social services as defined in Division 30 and described in the Comprehensive Annual Services Program Plan (CASP).

.11 The State Department of Social Services (SDSS) is designated as the single state agency for the supervision of the services funded under Title XX and Title IV B of the Social Security Act and described in CASP.

.12 The county welfare departments and other primary service providers are agents of the SSD for the purposes of delivering the social services defined in Divisions 10 and 30 and described in CASP.

.13 Each county welfare department shall administer the services programs, as defined in Division 30 and described in CASP, through operational units distinctly separated from the payment of benefits, unless excepted from this requirement by SDSS upon written approval in accordance with Section 10-110.2.

.14 All services programs defined in Divisions 10 and 30 and described in CASP, funded under Titles IV A, IV-B and XX of the Social Security Act and provided by Primaries and their contract agencies and the contract agencies of SDSS shall be subject to these regulations.

.15 CASP shall be used to describe the regulations contained in Divisions 10 and 30.
10-010 DEFINITIONS

(a) "Agency provider" means an agency, sole proprietorship, partnership, corporation or any other association which provides specific social services under terms of a contract.

(b) "County" means a county welfare or social services department.

(c) "Fair hearing" means the formal process by which a recipient's appeal from a service provider's action is heard and adjudicated in accordance with Division 22 and Section 10-117.

(d) "Individual provider" means a person, not acting as an agent for other persons, under contract to the county or a recipient to provide services to one or more recipients.

(e) "Mandated service program" means a service program which is provided in all geographical areas in accordance with the provisions of the various chapters of Division 30.

(f) "Primary service provider" or "primary" means a county welfare department or other entity to which the state department has directly delegated the responsibility for administering the delivery of social services. The term does not include any public or private agency or person under contract for the provision of services.

(g) "Service-funded activity" means a clearly delineated activity purchased from an entity other than the primary or performed by social service staff. Such an activity may be delivered separately from the service program of which it is a part.

(h) "Service program" means a set of social service functions organized around a unifying theme, with services directed at meeting specific needs within the eligible population. Service programs are directed at the goals specified in Section 30-001.1. Specific service programs are identified in Division 30.
10-010 DEFINITIONS (Continued)

(i) "Single organizational unit" means the State Department of Social Services.

(j) "Social services" or "services" means the composite of service programs funded under Titles IV-B, IV-E, and XX of the Social Security Act, and any other applicable funding sources.

(k) "Social service(s) staff" means those public employees responsible, directly or indirectly, for the delivery or authorization for delivery of social services, and whose salaries and wages are funded in whole or in part through Titles IV-B, IV-E, or XX of the Social Security Act. This does not include employees of contract agencies under contract to the primary for the delivery of social services, or individual contractors.

(l) "Staff activity" means a clearly delineated activity, or group of closely interrelated activities, which is performed by social service staff as part of a service program; which is performed in direct interaction with a recipient and/or his/her representative(s); and which is defined as a staff activity in Section 30-002(ee).

(m) "Support activities" means broadly based activities related to overall service operations. Such activities benefit the recipient population in whole or in part; and are federally funded through Titles IV-B, IV-E, or XX.

(n) "Volunteer agency" means an organization which provides leadership and program services through the use of unpaid citizen volunteers.
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CHAPTER 10-050 AUTHORITY, RESPONSIBILITIES, COMPLIANCE AND SANCTIONS

10-050 AUTHORITY, RESPONSIBILITIES, COMPLIANCE AND SANCTIONS

10-051 AUTHORITY

Pursuant to the provisions of Welfare and Institutions Code Section 10600, and in accordance with the requirements of the 1974 Social Service Amendments to the Social Security Act (P.L. 93-647), the State Department of Social Services is designated as the single state agency bearing responsibility for supervising or administering, directly, by delegation or through contracts, service programs in the State of California.

10-052 RESPONSIBILITIES OF PRIMARIES

The primary shall provide and deliver those mandated and/or optional services for which it is responsible under Division 30 and the currently effective CASP.

10-053 COMPLIANCE AND SANCTIONS

Provisions governing compliance and sanctions for service programs shall be the same as those specified in Chapter 11-800 for eligibility and assistance programs.
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The Primaries shall deliver or assure the delivery of services by contractors in the manner and within the program and fiscal limitations as defined in the Divisions 10 and 30 and described in CASP.

10-110 ORGANIZATION

.1 All Primaries shall establish and maintain a clearly identifiable organizational entity which shall have sole responsibility for the operation of service programs and the functions described herein and which is distinctly separate from the entities which administer aid and other nonservice activities.

.2 In Counties where the number of staff precludes complete separation of functions as specified above, functions may be combined only to the extent necessary, upon approval by SSD.

.3 Each County shall designate a staff member or unit responsible for the administration of services to the blind and the potentially self-supporting blind.

.4 Each Primary shall assure that all individuals seeking information or help through their reception operations are appropriately referred to Social Services staff and/or the income maintenance staff.

10-111 DETERMINATION AND REDETERMINATION OF ELIGIBILITY

The primaries shall determine and redetermine family or individual eligibility for services in accordance with Section 30-009.

10-112 CASE RECORD

Each Primary shall be responsible for maintaining a case record for each client in compliance with the requirements of Division 30.
Each Primary shall employ sufficient staff, with the appropriate levels of skill, to deliver the services as described in Division 30.

.1 Each Primary shall establish and maintain practices and procedures necessary to meet the following requirements:

.11 Within the limitations of the allocations of federal and state social service funds, there shall be adequate numbers of appropriately assigned and utilized social service staff to provide all the services as defined in Division 30 and described in CASP.

.12 Service program staffing shall conform with policies established in Division 30.

.13 The Primaries shall, whenever possible, employ aids or equivalent paraprofessional classes to expand the delivery of services, and to provide employment to recipients of public assistance and other low income individuals.

.2 County personnel practices shall meet the requirements of Chapter 1 or Chapter 2, Division 5, Title 2, California Code of Regulations.

.1 The Primaries shall develop and maintain a method for providing for staff development in compliance with Division 14-000.
10-115  USE OF AVAILABLE RESOURCES

.1 The Primaries shall initiate and participate in efforts to develop additional community resources which are necessary for the administration and delivery of services.

.2 A current file of available resources shall be accessible to staff. Referral practices which facilitate the use of all available resources shall be set forth in writing.

.3 The Primaries shall achieve maximum utilization of available resources by coordination with other public and private agencies.

.4 The Primaries shall make use of volunteers, whenever possible, to strengthen the delivery of services (see 10-203.8) as follows:

.41 The use of volunteers shall, when appropriate, be approved by the county board of supervisors pursuant to Section 10616, Welfare and Institutions Code.

.42 The procedures for the recruitment, selection, training and assignment of volunteers shall be developed and maintained in a written plan.

.43 Allowable expenses incurred by volunteers shall be reimbursed.

.44 Volunteers shall comply with all applicable state regulations concerning:

.441 Confidentiality of recipient records.

.442 Recipient rights to privacy.

.443 Recipient rights to accept or refuse the help offered by volunteers.

.45 Volunteers may be used to supplement but shall not supplant paid staff.
.1 A written notice of action, containing information about the right to request a hearing, shall be provided to the applicant or client when an:

.11 Application is denied.

.12 Approval action is taken which includes a service fee or an hourly or other limitation.

.13 Existing authorization is adversely altered, discontinued or reduced, or a service fee is changed.

.2 An oral approval may be used if a fee is not involved, or the approval does not involve limitation on the payment or hours of services authorized.

.3 Timeliness: Notices shall be mailed or otherwise provided in a timely manner.

.31 An approval or denial notice shall be provided within 30 days of the date the application is signed.

.32 A notice of action reducing or discontinuing a service payment shall be mailed or released at least ten days in advance of the effective date of the intended action. The ten-day count does not include the day of mailing or the effective day of the action.

.4 Scope/Adequacy

.41 An approval notice shall inform the applicant of the effective date.

.42 A notice which denies, reduces, discontinues or suspends a service, or which increases a fee, shall include the information concerning the recipient's circumstances which has been used to make the determination and shall cite the regulations which support the action.

.43 Notice which alter an existing service authorization shall indicate the circumstances under which the service will continue during the hearing process, if a hearing is requested.

.44 All written notices of action shall contain information about the right to request a hearing, and shall meet the requirements for standardized notice formats, including the procedure for exercising that right.
.5 Exceptions

.51 Notice is not required for information and referral service.

.52 The agency may dispense with timely notice but shall send an adequate notice not later than the effective date of the action when:

.521 The agency has factual information confirming the death of the recipient.

.522 The agency receives a signed statement from the recipient that the recipient no longer wishes the service.

.523 A limited term services authorization ends, providing the recipient had been informed in writing at the time of approval that the allowance would terminate on a specified date.

.524 The agency receives a signed statement from the recipient, in response to a prior notice from the agency that a service fee has been increased, that the recipient will not pay the new fee or no longer wishes the service at the new fee.

.525 The agency receives information that a recipient has been admitted or committed to an institution in which continued services of the Primary would not qualify for federal financial participation.

.526 A notice to the last address of record has been returned undelivered and a new address is not known.

.527 The agency receives definitive information that the client has been accepted for the same service in another jurisdiction.

.528 The agency receives a signed statement from the recipient that the recipient will not supply essential eligibility information previously requested in writing by the agency. The original request for information shall clearly state that service will be mandatorily withheld if the essential information is not received by the specified date. A timely notice shall be sent if the requested information is not received on the specified date.
10-117 HEARINGS

.1 Procedures for conducting hearings in services determinations shall be consistent with those in the Manual of Policies and Procedures, Division 22-000.

.2 Right of Hearing: A hearing is available to an individual or the individual's authorized representative who makes application for, or receives a mandatory social service as described in CASP, or an optional social service authorized in CASP and which has been elected by the county in which the claimant resides.

.3 Information about Hearings: At the time of application, each applicant shall be given information about the right to request a hearing before the state agency. This information shall be included on any written notice of action.

.4 The following persons do NOT have a right to a hearing under these provisions:

   .41 Persons whose cost of service is not paid under Title XX provisions.

   .42 Individual providers of service such as homemaker/chore workers, whether in the employ of a client or an agency.

   .43 Persons whose ineligibility for services has been upheld in an existing fair hearing decision and who have not subsequently reapplied to the county welfare department or delegate service agency for a redetermination of eligibility.

   .44 Questionable requests shall be admitted into filing and decided or dismissed through the fair hearing review.

   .45 Emergency shelter parents.
10-118 SOCIAL SERVICES ADVISORY COMMITTEE

.1 Counties may establish a social service advisory committee to provide guidance in Title XX implementation and ongoing operations.

.2 Federal matching is available for meeting the travel and per diem expenses of members incurred as a direct result of advisory committee activities.

.3 Federal matching is available for salaries or wages paid to the supportive staff of advisory committees and for technical assistance such as data collection, studies and surveys to assist the advisory committee in fulfilling its function.

10-119 RECORDS

.1 Each Primary shall maintain a system of recording and reporting social service recipient and activity data for the purpose of meeting statistical, fiscal and program reporting required by Adult and Family Services Division.

.2 Records shall be retained as required by 23-353, or as otherwise required by Adult and Family Services Division.

10-120 REPORTS

Reports shall be rendered as required by SSD and as authorized by W&I Code, Section 10809.
10-130  PROGRAM PLANNING

.1 Each Primary shall prepare and submit a social services plan annually. The plan shall:

    .11 Contain methods for carrying out responsibilities for service programs and policies.

    .12 Provide information essential to the development of a statewide CASP.

    .13 Be the basis for monitoring and evaluating the services program of the Primary.

.2 The services plan shall be:

    .21 Established annually.

    .22 In format and content prescribed by SSD.

    .23 Approved by SSD as a condition for federal and state participation in the cost of services.

    .24 Inclusive of all services to be provided and based upon the best information available.

    .25 Submitted 180 days prior to the beginning of the program year.

10-150  MONITORING AND EVALUATION

The Primary shall monitor and evaluate processes designed to appraise and improve the effectiveness of services delivered, legal and regulatory compliance and resource utilization.
10-151 DEFINITIONS

.1 Monitoring means the activity necessary to assure compliance with regulations and contractual requirements.

.2 Evaluation means the use of reviews to:

.21 Determine the efficiency and effectiveness of social services delivery systems management, optimal utilization of resources and elimination of deficiencies in management information systems, administrative procedures or organizational structure.

.22 Determine whether desired results or benefits are being achieved, whether the objectives established by the regulations are being met and whether the agency has evaluated alternatives which might yield desired results at lower costs.

10-152 MONITORING AND EVALUATION RESPONSIBILITIES

The County shall establish and implement procedures to monitor and evaluate all social service delivery systems operated directly or through purchase of service agreements.

.1 (Has been deleted per Manual Letter No. 78-34.)

.2 Staff assigned to perform monitoring and evaluation shall be adequate in numbers and qualifications to competently monitor and evaluate program, management, fiscal components of the County's delivery systems.

.3 To assure development of expertise and consistency of effort, staff designated for this function shall exclusively devote its effort to the monitoring and evaluation process except when:

.31 The County size is too small to justify at least one full-time person.

.32 Expertise such as EDP analysis is so seldom needed that only occasional engagement is necessary.

.33 The County purchases these services. Reports on purchased monitoring and evaluation services shall be certified in accordance with the Standards for Audit of Governmental Organizations, Programs, Activities and Functions, Comptroller General of the United States, 1972.
10-152 MONITORING AND EVALUATION RESPONSIBILITIES (Continued) 10-152

.4 When circumstances such as those described in 10-152.31 exist, the County shall apply in advance for exception approval. Such requests shall be accompanied by a description of the staffing that will be used and the minimum degree to which the County will exclusively commit this staff to the monitoring and evaluation process. The County shall document and retain evidence of fulfillment to this commitment.

.5 Findings shall include recommendations regarding processes worthy of encouragement and amplification, and processes needing correction and data for policy-setting, priority-setting and other management decisions.

.6 The active participation and commitment of the county welfare department management shall be required throughout the monitoring and evaluation process and in planning and implementing corrective actions.

.7 The County's evaluation efforts may include a random sample quality control review of eligibility for services established by declaration. The sample shall be large enough to identify significant error trends at least each six months. Review forms and procedures shall comply with DOH quality control procedures.

.8 The County shall maintain documentation of monitoring and evaluation studies including:

.81 Hypothesis as to probable error causes.

.82 Corrective action alternatives identified.

.83 Corrective actions selected for implementation, including reasons for selection, cost-benefit analysis, where appropriate, implementation timetables and criteria for evaluation of the planned corrective actions.

.9 The County shall implement those corrective actions approved and evaluate the progress of implemented corrective action, comparing actual progress to the scheduled implementation timetable.

.10 The County shall measure the effectiveness of implemented corrective actions and maintain documentation of corrective action evaluation results.
10-153 OBJECTIVES TO BE ATTAINED THROUGH MONITORING AND EVALUATION

.1 Assurance that methods of delivering social services conform to pertinent laws and regulations, Division 30 and the CASP.

.2 Assurance that social services provided are effective in the progress of recipients toward program goals at minimum costs.

10-154 PRIMARY RESPONSIBILITY FOR PURCHASE OF SERVICE WITH PUBLIC AND PRIVATE AGENCIES

.1 The county welfare department shall retain continuing, basic responsibility for:

.11 The eligibility of individuals for services in all programs other than Child Day Care.

.111 In Child Day Care, eligibility determination is to be made by the contractor.

.12 The authorization, selection, quality, effectiveness and execution of a plan or program of services suited to the needs of an individual or group of individuals.

.13 The development of criteria for determining under what circumstances and for how long the service will be provided by the service contractor.

.14 The preparation of least annually of a written record of the performance of service contractors, both qualitative and quantitative, which shall be readily available for DSS review.
.2 The county welfare department shall assure that the regulations and requirements governing service programs are applicable to the purchase of service, including:

.21 Provision for fair hearing and grievances.
.22 Safeguarding of information.
.23 Protection of civil rights.
.24 Financial controls.
.25 Maintenance of fiscal, service and other records related to the contract.
.26 Reporting procedures.
.27 Provision of opportunity for recipients to exercise choice with regard to source of purchased service.

.3 The county welfare department shall monitor purchase of service providers to maintain and improve the quality of services by providing consultation and technical assistance, periodically reviewing performance and helping develop new and more effective approaches and methods of delivering purchased services.
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The Primaries are authorized to provide service programs using any combination of the three delivery methods listed in Section 10-200.2. The County shall state in its social services plan, prepared pursuant to Section 10-130, which method or methods it will use to provide each mandatory service and each optional service which the County has elected to provide. Eligibility determination and need assessment activities shall be provided as specified in Section 10-201. Flexibility in delivery methods is to be used to provide the best appropriate service for the least cost.

A Primary may elect to:

- Provide services directly.
- Purchase services from an individual.
- Purchase services from another public or private agency.

Services delivered by this method are provided directly by the staff of the Primary. All service activities and service funded resources defined in Division 30 may be provided by this delivery method.

Eligibility determinations and need assessments shall be performed by the Primary unless an exception is obtained for this requirement from SSD.

The Primary shall agree not to discriminate in the delivery of services on the basis of race, color, creed, national origin, sex, age, or condition of physical or mental handicap; shall agree to make services accessible to clients ”having a mental or physical handicap” and shall safeguard information in accordance with W&I Code Section 10850.
10-202 PURCHASE OF SERVICE FROM AN INDIVIDUAL

.1 A service-funded activity listed in Section 30-002 may be purchased from an individual for any of the twenty-one mandated and voluntary service programs in the Pre-Expenditure Report.

.2 If payment is made directly to the recipient or to his or her individual provider, reimbursement for costs claimed is allowable only when such claims are substantiated by a written receipt signed by both the individual provider and the recipient, or the recipient’s authorized representative. In addition, the county shall insure that the service provided meets the following conditions:

   .21 Was provided to a recipient who was eligible to receive the service, and

   .22 Is identified in the Pre-Expenditure Report.

.3 Purchase of service from an individual by the Primary shall be formalized in a written agreement in accordance with procedures set forth in Chapter 23-600, Purchase of Service.

.4 Any individual provider is subject to all applicable provisions of Division 10, 23, 25 and 30 and the Pre-Expenditure Report.

10-203 PURCHASE OF SERVICE FROM A PUBLIC OR PRIVATE AGENCY

.1 Any service-funded activity listed in Section 30-002 may be purchased from a public or private agency other than the Primary, for any of the twenty-one mandated or voluntary service programs in the Pre-Expenditure Report.

.2 Purchase of services from a public or private agency shall be formalized in a written agreement in accordance with procedures set forth in Chapter 23-600 Purchase of Service.
10-205  ALLOWABLE COST OF IN-HOME SUPPORTIVE SERVICES PURCHASED BY CONTRACT FROM A PUBLIC OR PRIVATE AGENCY

.1 The portion of a payment by a county on a contract for in-home supportive services in excess of 110 percent of the allowable cost of service shall not be eligible for matching or reimbursement from state or federal social service funds.

.2 The allowable cost of service will be determined by the department whenever the department deems it appropriate. The allowable cost of service will be established on a county by county basis and will be expressed in terms of a dollar cost per hour of in-home supportive service provided to the recipient. If a contract requires the payment to be computed on a basis other than dollars per hour of IHSS service, the department will compute an hourly cost of service for purposes of this section.

.3 In computing the allowable cost of service, the department will consider the following factors:

.31 The statewide average of the hourly cost for in-home supportive service provided by contracts with agencies pursuant to Section 12302 of the Welfare and Institutions Code. This information will be compiled by the department from reports currently made by the counties.

.32 The proportionate difference between the county average and the statewide average of the hourly rate of pay to domestic employees. This information will be compiled by the department from reports about domestic employees recently placed by the Employment Development Department or from any other source.

.33 An adjustment for price level considerations. This factor will be determined by the department from information derived from recognized, appropriate indices.
10-205 ALLOWABLE COST OF IN-HOME SUPPORTIVE SERVICES PURCHASED 10-205
BY CONTRACT FROM A PUBLIC OR PRIVATE AGENCY (Continued)

.4 The allowable cost of service will be communicated to the county in writing and will remain in effect until revoked or amended.

.5 A county may appeal to the department for an adjustment to the allowable cost determination.

.51 The county shall initiate the appeal by filing with the department a written request for an adjustment no later than 15 working days from the date the letter communicating the allowable cost to the county was mailed.

.52 The county's written appeal shall contain documentation to demonstrate the need for the requested adjustment.

.521 If the director or his deputy determines that additional information is necessary, such information shall be provided within 10 working days of the date of the department's notification to the county, or at a later date specified by the department.

(b) Failure of the county to provide additional information within the specified time period may result in denial of the requested adjustment.

.53 After receipt of all information, the director or his deputy will issue a written decision granting, modifying, or denying the adjustment.

.531 The decision shall be based upon demonstrated extraordinary circumstances affecting the operation of the program within the county; the allowable cost's potential adverse impact on continuity of service or the ability to provide efficient and effective management of the program; and the amount of available state and federal funds.
ALLOWABLE COST OF IN-HOME SUPPORTIVE SERVICES PURCHASED BY CONTRACT FROM A PUBLIC OR PRIVATE AGENCY (Continued)

.6 The allowable cost of service is not to be considered a standard rate of payment. Counties shall continue to encourage maximum competition among bidders and secure the lowest price possible.

.7 The allowable cost of service is not a "state rate for payment" for purposes of MPP Section 10-203.2.

.8 The allowable cost of service set pursuant to these regulations will be effective upon the approval of the Department of Finance.
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