

DEPARTMENT OF SOCIAL SERVICES

744 P Street, Sacramento, CA 95814



April 30, 2001

COUNTY FISCAL LETTER (CFL) No. 00/01-74

TO: COUNTY WELFARE DIRECTORS
COUNTY FISCAL OFFICERS
COUNTY AUDITOR CONTROLLERS
COUNTY PROBATION OFFICERS

SUBJECT: REVISED INSTRUCTIONS FOR THE SUPPORT STAFF TIME
REPORTING PLAN (SSTRP) FOR COUNTY WELFARE DEPARTMENT
(CWD) CLERICAL AND ADMINISTRATIVE STAFF

Reference: CFL No. 93/94-29 dated February 18, 1994;
CFL No. 95/96-06, dated August 4, 1995; CFL No. 98/99-17 dated
June 23, 1999

The purpose of this letter is to inform counties of the revised procedures that have been developed for the SSTRP. These instructions revise those issued in CFL No. 93/94-29 for all counties and those instructions issued in CFL No. 98/99-17 for counties submitting multiple County Expense Claims (CEC). The revisions below will be effective with the 2001/02 Fiscal Year (FY). These instructions also comply with federal requirements that costs be allocated equitably.

This letter consists of the following:

- I. Time Frames for Submission of Plans
- II. Submission and Review of the SSTRP
- III. SSTRP Revisions
- IV. Development of the SSTRP
- V. Nonwelfare Program Activities
- VI. General Administrative Support
- VII. Functional Support
- VIII. Items Applicable to Both General Administrative and Functional Support
- IX. Identification of Clerical and Administrative Staff
- X. Treatment of Higher-Level Administrators
- XI. Electronic Data Processing (EDP) and Staff Development
- XII. Eighteen Small Counties

To supplement the instructions contained in this letter, the following attachments are provided.

Attachment A	General Administrative Units Support Staff Time Report, DFA 7
Attachment B	Functional Support Units Support Staff Time Report, DFA 7
Attachment C	Support Staff Time Reporting Plan Certification
Attachment D	Glossary of Terms

I. Time Frames for Submission of Plans

Previously, counties were required to submit a revised SSTRP one month prior to the quarter in which the change would occur. Counties will now be required to submit a yearly SSTRP by August 1st for that fiscal year. For example, the 2001/02 SSTRP must be submitted to CDSS by August 1, 2001.

II. Submission and Review of the SSTRP

The SSTRP and any revisions must be submitted to the Fiscal Policy Bureau (FPB) by August 1, 2001, for the FY 2001/02, at the following address:

California Department of Social Services
Fiscal Policy Bureau
744 P Street, MS 8-100
Sacramento, CA 95814

The SSTRP will be reviewed by the county analyst for completeness. FPB will then review and acknowledge receipt of the SSTRP within 30 days of receiving the plan.

It is important to note that the FPB review of an SSTRP constitutes an acknowledgement of a CWD's method to accumulating costs for distribution under the cost allocation plan (CAP), and does not imply that the FPB has approved the organizational structure of the CWD.

III. SSTRP Revisions

Revisions to the SSTRP should be kept current and on file within the County Welfare Department (CWD) for submission and review if requested. If the CWD undergoes a major reorganization during the year at the department or division level, a new SSTRP must be submitted to CDSS within 30 days of the reorganization. The new SSTRP will remain in effect for the remainder of that fiscal year.

IV. Development of the SSTRP

The SSTRP is based on the expected CWD organizational structure and staffing levels effective for the specified fiscal year. Each SSTRP submitted will include the following information:

1. A signed certification by the CWD Director attesting to the accuracy in the development and use of the SSTRP.
2. An organizational chart for the entire CWD, based on reporting lines, which identifies:
 - a. Each managerial position and each unit in the CWD, including casework staff, clerical and administrative staff, electronic data processing (EDP) support units and staff development units.
 - b. The classification and quantity of positions within each unit.
 - c. Whether the unit is considered to be General Administrative or Functional Support.
 - d. If a super/umbrella agency structure exists within the CWD organizational structure, indicate all staff/units considered to be part of the agency.
3. An activity description for each unit identifying:
 - a. The overall responsibility or primary purpose of the unit.
 - b. The activities performed by clerical and administrative support staff within each unit in general terms (this does not imply job duty statements for each position).
4. Time Reporting Requirements – A statement for each unit identifying whether the clerical and administrative staff in each unit will either time study or time certify their activities, and to which benefiting level, i.e., generic, function, or direct-to-program (be specific when identifying which function and program).

V. Nonwelfare Program Activities

Nonwelfare program activities are funded from sources other than the CDSS and in which casework and/or support staff perform activities in support of the nonwelfare

program. For these types of programs, the narrative must address how their administrative costs are identified. For each program, the narrative must include:

1. A description or identification of the nonwelfare program or activity being performed.
2. The type of staff performing the activity: (i.e., caseworkers or support staff only)
 - a. If performed by caseworkers, identify the program being charged. For example, the CWD administers the Public Guardian Program. These are staff performing casework activities that are time studied on the Generic Time Study form or recorded by the Random Moment Time Study. The narrative would specify that the caseworkers report Public Guardian activities to the Nonwelfare Programs-either EDP or Non EDP program codes. The support staff costs are allocated to that program code through the casework time study hours on the CEC. The support staff would identify their time based on SSTRP guidelines and an indirect cost rate (ICR) would not be used.
 - b. If only support staff are performing the nonwelfare activity, specify that the staff time study to Nonwelfare Support on the Support Staff Time Report (DFA 7). Identify the type of ICR that will be applied to the salary and benefits of the support staff (the predetermined rate calculated by CDSS or an ICR developed by the CWD).

In some cases the CWD Director may be supporting nonwelfare programs and it is not feasible for the Director to maintain a continuous time study. The county may choose to allocate the salary and benefits of the Director between welfare and nonwelfare using the number of staff (full time equivalents) in the welfare and nonwelfare programs. The ICR would then be applied to the nonwelfare portion of the salary and benefits.

VI. General Administrative Support

General Administrative units are those units assigned to a CWD administrative organization that perform activities typically having departmentwide benefit, e.g., fiscal, statistical reporting, personnel, etc. For these units, the following requirements apply:

1. When the unit activities performed by staff have departmentwide benefit and cannot be identified to the function level, the staff in the unit will be certified as Generic.
2. When the unit activities performed by staff have departmentwide benefit, but some staff can identify time to specific functions, the staff in the unit may be certified as Generic as in 1., above, or the staff in the unit may time study their activities between Generic and the benefiting function(s). Each benefiting function must be identified. All other units performing similar activities will then be required to report time to the same level.
3. When the unit activities performed by staff specifically benefit only one function, the staff in the unit will certify to that function. The unit may not certify to Generic. Any unit performing similar activities will be required to identify time to the benefiting function level through time study or certification as specified in 2., above.
4. When the unit activities performed by staff benefit more than one function, the staff may time certify to a multi-function pool.
5. As stated in CFL No. 95/96-06, support and casework staff who perform administrative activities for welfare programs record time directly to the program benefited. Remaining support time is recorded to generic. The restriction that support staff cannot record hours to programs that have no caseworker hours no longer applies.

All General Administrative units performing similar activities must identify their time to the same benefiting level for consistency purposes.

VII. Functional Support

Functional support units are those units organizationally assigned to support one or more of the functions (Social Services, CalWORKs, Child Care, Other Public Welfare, Nonwelfare, or Generic). For these units, the following requirements apply:

1. When the unit activities performed by staff benefit only one function, the staff in the unit will certify their time to that one function. At the CWD's option, the staff in the unit may time study their activities directly to the programs within this function, provided staff in units performing similar activities time study to the program level as well. If the CWD opts to time study staff to the program level, each benefiting program must be identified.
2. Each CWD must determine if it is possible to time study when activities

performed within the unit benefit more than one function. If it is possible to time study, the CWD must then determine if it is both reasonable and expected to yield accurate results. If it is not practical to time study, the staff may be certified to a multifunctional pool or generic if all functions benefit.

3. Staff who support multi-function caseworkers must include all applicable functions when identifying their time.

All units within a function performing similar activities must identify their time to the same benefiting level for consistency purposes.

VIII. Items Applicable to Both General Administrative and Functional Support

1. All staff within one unit must either time study or time certify, as appropriate. In instances where the support staff are able to directly identify the program to which they are working, it is appropriate to time study their salary and benefits to the program level.
2. In lieu of utilizing time certification procedures, CWDs may opt to time study CWD clerical and administrative staff to the appropriate benefiting level, provided the requirements stated above for General Administrative and Functional Support units are adhered to.
3. First-line supervisors time spent supervising their unit will be prorated based on the time reported by the unit staff. If staff time certify, then the supervisor may also time certify.
4. Second-line supervisors and above with responsibility for General Administrative units, either exclusively or in combination with Functional Support units, may certify their time as generic, provided their activities benefit all functions.
5. Second-line supervisors and above with responsibility for Functional Support units in multiple functions may certify their time to a multi-functional pool.
6. Second-line supervisors and above with responsibility for either General Administrative or Functional Support units who prorate time based on unit activities must do so based on the activities of all units, including those with casework staff.

IX. Identification of Clerical and Administrative Staff

The following is a list of those support staff as identified on the CEC and the types of costs captured under each level. Designation of staff as administrative and clerical for the SSTRP is not necessary, however time studies will continue to use the appropriate designation.

General

Salaries and benefits of full-time or part-time generic staff (i.e., Director, Deputy Directors, administrative professionals, supervisors, managers, clerical or other similar staff) who perform activities that have departmentwide benefit.

General/Direct-to-Program Costs

Salaries and benefits of generic staff (i.e., administrative professionals, supervisors, manager, or other similar staff) who are assigned on a less than full-time basis to perform activities on behalf of a specific program.

Direct-to-Function Costs-Program Administration

Salaries and benefits of full-time or part-time administrative professionals, supervisors, managers, or other similar staff who oversee or are otherwise responsible to support a particular function(s) but are unable to identify time to specific programs. Staff would time study to the appropriate function.

Direct-to-Program Costs-Program Administration

Salaries and benefits of full-time or part-time CWD administrative professionals, supervisors, managers, or other similar staff who oversee or are otherwise responsible to support line staff for specific programs. Examples may include first and second line supervisors of program units/section, program managers, and program specialists.

Direct-to-Function Costs-Clerical

Salaries and benefits of full-time or part-time clerical staff who perform clerical activities for caseworker staff responsible for a specific function(s). Staff would time study or certify to the appropriate function.

Direct-to-Program Costs-Clerical

Salaries and benefits of full-time or part-time clerical staff who perform clerical activities in direct support of caseworker staff assigned to specific programs. Staff would time study to the appropriate program.

X. Treatment of Higher-Level Administrators

Due to the integration of duties at high levels, and on an individual basis, second-line administrators and above can identify time as generic only if their activities have departmentwide benefit. However, counties may choose to designate all administrators above a specified level to generic; this will ensure that costs are distributed equitably.

XI. EDP and Staff Development

In counties that use the mid-month time study, CWD staff performing EDP and/or staff development activities are required to maintain continuous time records throughout the entire quarter. A mid-month time study would not identify costs equitably because the activities and benefiting programs change throughout the quarter. In counties which use the 22 random days, these staff time study only on 22 random days. In either case, counties will be required to specify which benefiting level the staff will report to generic (departmentwide), function (one or more functions), or directly to specific programs.

XII. Eighteen Small Counties

Generally, staffing is limited within the eighteen small counties, and because of that limitation all staff typically assist in every aspect of the CWD. Therefore, the eighteen small counties may report as generic or may develop an SSTRP in accordance with the guidelines set forth in this CFL if they decide to report to a level other than generic.

Alpine	Inyo	San Benito
Amador	Lassen	Sierra
Calaveras	Mariposa	Siskiyou
Colusa	Modoc	Tehama
Del Norte	Mono	Trinity
Glenn	Plumas	Tuolumne

If a county does not operate under an SSTRP, caseworkers are required to time study, but clerical and administrative staff time study only in the following situations:

1. Support staff who provide direct service delivery to recipients, i.e., transportation of clients or Food Stamp Issuance activities, record time to Direct Service Delivery on the DFA 7. The time recorded is then calculated into the salary and benefits and claimed under the Direct

Service Delivery program identifier number (PIN) for that program on the CEC. The remaining allocable time is recorded as Generic.

2. Support staff who perform activities for welfare programs that have no casework hours recorded during the fiscal year record time directly to the program benefited. The time recorded is then calculated into the salary and benefits and claimed under the program on the CEC. The remaining allocable time is recorded as Generic.
3. Clerical and administrative staff who perform activities in support of staff development record time as Staff Development Support on the DFA 7. The time recorded is then calculated into the salary and benefits and claimed to Staff Development - Personal Services/Operating Costs on the CEC. The remaining allocable time is recorded as Generic. Salaries and benefits of trainers and first-line supervisors performing specific training activities either full or part-time are claimed to staff development. Second-line supervisors who are training personnel and assigned full-time to staff development are claimed as a staff development cost. If not assigned full-time to staff development, the salaries and benefits are claimed as a generic allocable support staff cost.
4. Support staff performing activities in support of EDP record time to EDP support on the DFA 7. The time recorded is then calculated into the salary and benefits and claimed to EDP - Personal Services/Operating Costs on the CEC. The remaining allocable time is recorded as Generic.
5. The requirements regarding nonwelfare activities also apply to the eighteen small counties.

The eighteen small counties should be aware that any changes in the claiming of clerical and administrative salaries and benefits resulting from exercising this option must be absorbed within the allocation developed through the fiscal year budgeting process.

If you have any questions regarding this letter or your individual SSTRP, please contact your Fiscal Policy Bureau analyst at (916) 657-3440.

***Original Document Signed by
MARY JANE ARCHER on 4/30/01***

MARY JANE ARCHER, Chief
Fiscal Systems and Accounting Branch

Attachments

**Support Staff Time Reporting Plan (SSTRP)
General Administrative Units
Support Staff Time Report, DFA 7**

Definition: Those units which are assigned to a CWD administrative organization and which perform activities typically having departmentwide benefit.

Examples: Personnel, accounting, budgeting, contracting, administrative services, purchasing, statistical reporting, word processing.

UNIT ACTIVITIES PERFORMED BY INDIVIDUALS HAVING DEPARTMENTWIDE BENEFIT MAY TIME CERTIFY TO THE GENERIC FUNCTION.

Description of Unit Activities	Certification and Time Reporting Plan Criteria	
	Single Function (Benefits only one function)	Multi-Function (Benefits more than one function)
A. Unit activities performed by individuals have departmentwide benefit, but some individuals can identify time to specific functions.	1A. Individuals in unit may time study between generic and function, provided all units performing similar activities identify time between generic and function.	2A. Individual in unit may time study between generic and function(s), provided all units performing similar activities identify time between generic and function(s).
B. Unit activities do not have departmentwide benefit but can be identified to a multi-function pool.	1B. Not applicable.	2B. Individuals may certify to a multi-function pool.
C. Unit activities performed specifically benefit only one function.	1C. Unit will be certified to the single function. Units performing similar activities must be treated consistently when identifying costs to the function level.	2C. Not applicable.
D. First-line supervisors in general administrative units, exclusively, or in combination with functional support units.	1D. First-line supervisors will: 1) certify to the single function if staff also certify, or 2) prorate time based on unit activities if staff time study.	2D. First-line supervisors will: 1) certify as generic if staff certify, or 2) prorate time base on unit activities if staff time study.
E. Second-line supervisors and above in general administrative units or in combination with functional support units.	1E and 2E. For units which benefit both generic and one or more function, the supervisor/manager and secretary may: 1) certify as generic, only if benefit all functions or if all 2nd line supervisors and above certify to generic. 2) prorate time based on unit activities, or 3) time study activities between generic and the function(s).	1E and 2E. For units which benefit both generic and one or more function, the supervisor/manager and secretary may: 1) certify as generic, only if benefit all functions or if all 2nd line supervisors and above certify to generic. 2) prorate time based on unit activities, or 3) time study activities between generic and the function(s).

All General Administrative units performing similar activities must identify their time to the same benefiting level.

Support Staff Time Reporting Plan (SSTRP)
Functional Support Units
Support Staff Time Report, DFA 7

Definition: Those units which are organizationally assigned to support one or more of the functions.

Examples: Program unit clerks, public reception, program specialists, district managers.

Individuals in units with multi-function benefit may not report time to the program level.

UNIT ACTIVITIES PERFORMED BY INDIVIDUALS HAVING DEPARTMENTWIDE BENEFIT MAY TIME CERTIFY TO THE GENERIC FUNCTION.

Description of Unit Activities	Certification and Time Reporting Criteria	
	Single Function (Benefits only one function)	Multi-Function (Benefits more than one function)
A. Unit activities performed by individuals benefit only one function.	1A. Unit will certify to the single function. At county option the individuals in the unit may time study to programs within this one function only.	2A. Not applicable.
B. Unit activities performed by individuals benefit more than one function.	1B. Not applicable.	2B. If it is practical to time study, individuals in the unit will time study between benefiting functions. If it is not practical to time study, benefiting functions will be identified and salaries will be certified to a multi-function pool or generic if benefits all functions.
C. First-line supervisors of single function units or units benefiting more than one function.	1C. First-line supervisors will: 1) certify time to the single function if staff certify, or 2) time study if staff time study.	2C. First-line supervisors will: 1) certify time to a multi-function pool if staff certify, or 2) prorate time based on unit activities if staff time study.
D. Second-line supervisors and above of units in one function only or units benefiting more than one function.	1D. The supervisor/manager and secretary will: 1) certify to the single function, or 2) time study if staff time study.	2D. The supervisor/manager will: 1) certify time to a multi-function pool; or generic if benefits all functions; 2) prorate time based on unit activities; or 3) time study activities between functions.

All units within a function performing similar activities must identify their time to the same benefiting level.

Support Staff Time Reporting Plan (SSTRP)
Certification

I hereby certify that the information contained in the attached SSTRP for use beginning July 1, _____(year) is prepared in accordance with the instructions issued by the California Department of Social Services (CDSS). I further certify that : a) the SSTRP will be used for the distribution of clerical and administrative staff salaries to the benefiting welfare programs; b) the SSTRP is based on the organizational structure, responsibilities, and activities of this Department effective July 1, _____ (year); and c) units performing similar activities are reporting time to the same benefiting level as required. If changes occur in the SSTRP, the CDSS will be notified as required and appropriate steps will be taken to ensure an accurate and equitable distribution of costs to the benefiting welfare programs.

(Signature)

(Date)

Glossary of Terms

Administrative Support Staff

County Welfare Department (CWD) staff who perform administrative activities which are not in direct support of caseworkers. This includes clerical staff in support of this group.

Allocation

Distribution of a cost pool to the particular program(s) benefiting from that cost pool.

Clerical Support Staff

CWD staff who are predominately in direct support of casework staff.

Cost Allocation Plan (CAP)

The narrative description of the methods and procedures used to identify, accumulate, and allocate the CWD administrative costs to the benefiting functions and programs. Federal approval is required.

Cost Pool

A grouping of costs, i.e., a pool, center, category or area established for the accumulation of costs. In the California CWD CAP, the cost pools are:

- | | |
|----------------------------|------------------------|
| 1. Caseworker Costs | 2. Support Staff Costs |
| 3. Support Operating Costs | 4. EDP Costs |
| 5. Staff Development Costs | 6. Direct Costs |

Function

An intermediate cost pool that segregates costs of administering programs that have similar objectives. In the California CWD CAP the functions are:

- | | |
|-------------------------|---------------|
| 1. Social Services | 2. CalWORKs |
| 3. Other Public Welfare | 4. Child Care |
| 5. Nonwelfare | 6. Generic |

Functional Support

Units which are organizationally assigned to support one or more of the functions.

General Administrative Unit

Units assigned to a CWD administrative organization that perform activities typically having departmentwide benefit.

Generic

A category of activities performed for departmentwide benefit.

Multi-function

A category of activities performed for the benefiting of two to five functions. Can be represented in many combinations, e.g., Social Service/CalWORKs, Social Services/Child Care, CalWORKs/Child Care, Social Services/CalWORKs/Child Care, etc.

Program

The individual programs administered by the CWD designed to provide assistance or services to eligible clients, i.e., CalWORKs Eligibility.

Single Function

A category of activities that are performed for and benefit only one of the functions.

Support Staff Time Reporting Plan

The plan developed by the CWD specifies the level to which clerical and administrative support staff will time study or time certify.

Time Certification

The process of recording total hours worked (allocable hours) to be allocated to benefiting levels based on caseworker hours. Nonallocable time only is recorded on a daily basis while total allocable time is recorded at the end of the month.

Time Study

The process of recording time spent on individual worker's activities each day of the time study period. A time study occurs during the mid-month of each quarter or on a continuous basis, when required.

Unit

A group of workers organized under a first-line supervisor and performing related activities.