

# **Special Study of the Highest Users of County Services**

Prepared for the  
Board of Supervisors of the  
County of Santa Clara

Prepared by the  
Board of Supervisors Management Audit Division  
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January 13, 2012

# County of Santa Clara

Board of Supervisors

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January 13, 2012

Supervisor Ken Yeager, Chair  
Supervisor Dave Cortese, Member  
Board of Supervisors Finance and Government Operations Committee  
70 West Hedding Street  
San Jose, CA 95110

Dear Supervisors Yeager and Cortese:

### Background

Pursuant to the direction of the Board of Supervisors, we have completed a *Special Study of the Highest Users of County Services*, which was assigned as part of the FY 2008-09 work plan of the Management Audit Division. This special study was conducted under the authority of the Board of Supervisors' power of inquiry, as provided in Article III, Section 302 (c) of the County Charter, and pursuant to the authorization of the Superior Court via a court order obtained on behalf of the Management Audit Division by the Office of the County Counsel.

### Objective

The study objective was to develop Countywide information pertaining to the clients who most frequently use County services, what services they use, the quantity of those services, and what opportunities exist for the County to more efficiently provide the services in an ongoing environment of diminished resources. The study included 15 of the County's largest health and hospital, social services and criminal justice departments, and was based on actual client service information associated with more than 1,000,000 clients served by the County during FY 2009-10.

### Process and Approach

This special study was not selected through the Board of Supervisors' Management Audit Program risk assessment analysis, which identifies and prioritizes areas of County government for future audit. However, it was recommended by the Finance and Government Operations Committee and approved by the Board of Supervisors in response to the increasing need to identify and/or develop new methods to deliver more services at less cost. The first entrance conference was held with the County's

Chief Operating Officer in March, 2010. Following the initial entrance conference, more than one year transpired during the process of requesting and obtaining the confidential client information associated with all clients served by the County in FY 2009-10, which was required to conduct the analyses. In addition to analyzing actual client service data for FY 2009-10, we researched new and creative approaches being used by other cities and counties throughout the United States to leverage technology and more efficiently serve clients. Upon completion of the analysis, a draft report was issued on November 15, 2011, distributed to the Information Services Department, Social Services Agency, Health and Hospital System and the Office of the County Executive.

#### Findings and Recommendations

This special study report includes eight sections that describe the analysis, limitations of the data, findings, conclusions and four recommendations. The findings included:

- Current County departmental databases include a substantial amount of client identification and contact information that is incorrect, or missing due to inconsistent departmental data collection policies and procedures, or variances in practices of individual employees.
- The unduplicated count of FY 2009-10 County clients totaled approximately 655,382, or about 34.9 percent of the County's population.
- Sixty-two percent (62.0%) of the County's clients received services from two or more County programs (in some instances as many as 10 programs), while 38 percent (38%) were served by only one program.
- Twenty-eight percent (27.9%) of the County's FY 2009-10 clients were families.
- Ninety-one percent (91.0%) of County clients were also County residents, 8.1 percent were from other California counties and 0.9 percent were from other states and countries. The states of Texas and Washington each accounted for more than 700 FY 2009-10 County clients.
- Of the 91 percent of County clients who were residents of the County, 63.9 percent were from the City of San Jose, and 4.8 percent were from the City of Gilroy, which were the only two cities in the County that had a disproportionate number of residents utilizing County services<sup>i</sup>.
- Residents of the City of Gilroy also had the highest rate of usage of County services at 78.4 percent during FY 2009-10. In contrast, the cities of Cupertino, Los Altos, Los Altos Hills, Monte Sereno, Palo Alto and Saratoga each had fewer than 12.4 percent of it's residents using County services during FY 2009-10.

- Other counties, including San Francisco, Los Angeles, and Camden County, New Jersey have developed technology strategies, including a resident identification/service card, interactive client websites, a county-wide client identification/contact/service data base, and a network of county stores in shopping malls to more efficiently serve more clients conveniently and at less cost than can be achieved with the separate departmental model.

#### County Stores

Although the scope and objectives of this study were quite unique, one recommendation pertaining to the implementation of a County Store pilot project may be most intriguing to the Board. If successful, the development of a network of five County stores in major shopping centers throughout the County to facilitate bringing services to County residents, in locations and on days of the week and times of day that are most convenient to County clients, is recommended. The concept of the County Store has been used successfully for many years in Camden County, New Jersey, and would offer an opportunity for the County to leverage much of the work already completed in the previous development of the County's Mandate Studies, which catalog and describe more than 600 County programs and functions. A county store has the advantage of offering a complete range of county services from a single high public use location with very minimal staffing costs. Also attached to the study are written responses from the Office of the County Executive and the Social Services Agency.

We would like to thank all of the County staff throughout the 15 departments that participated in the study and especially the Office of the County Counsel and the numerous deputies for their persistent and dedicated assistance, without which we would not have been able to complete this study.

Respectfully Submitted,



Roger Mialocq  
Board of Supervisors Management Audit Manager

Staff: Lauren Lempert

c:

Supervisor Kniss  
Supervisor Shirakawa  
Supervisor Wasserman

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<sup>1</sup> The population of the City of San Jose and the City of Gilroy accounted for 53.3 percent and 2.8 percent of the County population, respectively.

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# COUNTY OF SANTA CLARA

## A SPECIAL STUDY OF THE HIGHEST USERS OF COUNTY SERVICES

### I. Introduction

In FY 2008-09, the Finance and Government Operations Committee (FGOC) directed the Management Audit Division to conduct a study of all County departments aimed at developing a better understanding of the needs of those County residents who are the highest users of County services. The objective of the study was to develop information pertaining to the clients who most frequently use County services, what services they use, how those services interrelate, and how the County can make organizational and/or operational changes that would improve the efficiency, effectiveness and economy of those services for the mutual benefit of clients and the County.

In order to ensure the scope of this study was as comprehensive as possible, we focused on analyzing all major health and hospital, law and justice, and social service programs and services used by County clients to determine the nature, extent and other characteristics of such usage. Consequently, the focus of the Highest Users Study included approximately \$3.0 billion of County program and services costs, 75 percent of the County's \$4.0 billion FY 2011-12 budget, represented by 15 County departments. For purposes of this study, all clients of County programs and services who had new service or law and justice activity during FY 2009-10 in any County program or service provided by the 15 departments were included.

Logistically, this comprehensive County-wide study of client programs and services presented two significant obstacles. First, during the course of any 12-month period, the County transacts tens of millions of program and service events, such as patient clinic visits, prescriptions filled, hospital admissions, diagnostic and laboratory tests, social service program applications, eligibility determinations, recertification interviews, jail bookings, court hearings, defendant interviews, properties assessed, tax bills processed, etc. All of these activities could involve individual County clients who have only one health, social service, or law and justice event during a year, while other County clients

could have many events involving many County departments. Secondly, all of these County activities are performed in accordance with federal and State laws and regulations, which consistently include restrictions and limitations on the use and disclosure of personal client information.

To address the high volume of business activity that occurs annually between County departments and its 1.88 million residents required a substantial amount of effort developing and communicating, to County Counsel, County departments, and others, a data collection strategy that would (1) consistently provide accurate client service information, and (2) both manageable and useful in meeting the objectives of the study.

Over roughly a one-year period, numerous meetings were conducted to obtain a detailed understanding of the type of programmatic client information maintained by each department, and to determine the most efficient and useful manner in which this information could be formatted and obtained for purposes of this study. It was ultimately decided to obtain unduplicated client usage data from the largest County program databases representing social services, health and hospital, criminal justice and other County service areas for the 2009-10 fiscal year. Concurrently, several deputies from the Office of the County Counsel worked in a coordinated manner to identify provisions in each area of applicable law that permitted the gathering of personal client information for purposes of the Highest Users Study. Management Audit staff, County Counsel deputies and departmental staff met and discussed the permissible procedures to enable disclosure. This process required the execution of confidentiality agreements in certain instances, the execution of an amended Business Associate Agreement between the County and Harvey M. Rose Associates, LLC, and the issuance of a Superior Court order in another instance. After more than one year of planning and discussion, we were able to begin collecting the raw client usage data from the 15 County departments.



## III. Methodology

The methodology used to conduct the analysis of the highest users of County services included the following steps:

- Meet with key staff of the following 15 departments to explain the purpose of the highest users of County services study and the approach being used to collect the necessary client data.
  - SSA-Family and Children Svcs
  - SSA-Aging and Adult Svcs
  - SSA-Empl. and Benefit Svcs
  - Valley Medical Center
  - Mental Health Department
  - Drug and Alcohol Department
  - Public Health Department
  - Office of the Sheriff
  - Office of the District Attorney
  - Office of Pretrial Services
  - Department of Correction
  - Probation Department
  - Public Defender
  - Department of Revenue
  - Custody Health Services
- Meet with County Counsel staff to explain the special study and obtain their legal assistance to overcome confidentiality limitations in State and federal law, and to seek court orders when necessary.
- Submit written requests to each department to provide a list of all County clients during FY 2009-10, including the name, address, date of birth and Social Security number of each client in Excel spreadsheet format. Each client was to be listed only once regardless of the number of times the client was seen during the fiscal year.
- Conduct data sorts of each of the 24 database files to determine the amount and type of data missing from each data base.
- Conduct data sorts of each of the 24 department database files to eliminate duplicate client names not identified by departmental screening.
- Add a file identifier to each client listed in each file and merge the data into a single database for analysis.

- Conduct data sorts to identify the number and percentage of clients who received two or more types of County services.
- Conduct data sorts to eliminate duplicate client names resulting from the merger of the 24 data bases.
- Prepare tables presenting the results of the data analyses, and incorporate them into a draft report.

### III. Description of County Services from which Client Data was Obtained

To analyze the client services provided by the 15 County departments listed above, we obtained information from the computer system databases listed below. Each department prepared data extracts of all active cases during FY 2009-10. The following departmental listing includes the name of the computer database from which active case information was obtained. These data sources accounted for all major social service, health and hospital and law and justice programs and services provided directly by County departments in FY 2009-10.

- Social Services Agency - Department of Employment and Benefit Services<sup>1</sup>  
CALWorks Information Network (CalWIN)
- Social Services Agency – Department of Aging and Adult Services  
In-Home Support Services  
Adult Protective Services (APS)
- Social Services Agency - Department of Family and Children Services<sup>2</sup>  
Child Welfare Services (CWS)
- Health and Hospital System – Valley Medical Center  
Inpatient/Outpatient Services – INVISION
- Health and Hospital System – Mental Health Department  
Inpatient Services – INVISION  
Outpatient Services – UNICARE  
Inpatient/Outpatient – Fee-for-Service – DIAMOND

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<sup>1</sup> Client services provided through this department include SSI Advocacy, General Assistance, CalWORKS employment services, food stamps, adoptions assistance, foster care eligibility, and others.

<sup>2</sup> Client services provided through this department include foster home licensing, adoptions, child welfare services, AFDC foster care, and others.

- Health and Hospital System –Department of Alcohol and Drug Services  
Residential Services – INVISION  
Clinic Services – UNICARE
- Health and Hospital System – Valley Health Plan  
Inpatient/Outpatient Services – DIAMOND
- Health and Hospital System – Public Health Department  
Case Management, Care Coordination and Clinical Health Services – Public Health Integrated Health System Database (PHIHS)  
Immunization Services – California Immunization Registry (CAIR)  
Black Infant Health Disease – (BIH)
- Health and Hospital System – Adult & Children’s Custody Health Services  
Assessment Intake Screening - Criminal Justice Information Control (CJIC)
- Law and Justice – Department of Correction  
Formal Jail Bookings – (CJIC)  
Informal Jail Bookings (Cite & Release) – (CJIC)
- Law and Justice – Office of the Sheriff  
Arrests and Bookings – (CJIC)
- Law and Justice – Office of the District Attorney  
Prosecutions - (CJIC)
- Law and Justice – Office of the Public Defender  
Cases Defended – (CJIC)
- Law and Justice – Probation Department  
Adult Cases Supervised – (CJIC)  
Juvenile Cases Supervised – (JAS 2)  
Juvenile Cases Referred to DADS – (JAS 2)  
Juvenile Cases Referred to Mental Health – ((JAS 2)

- General Government – Department of Revenue

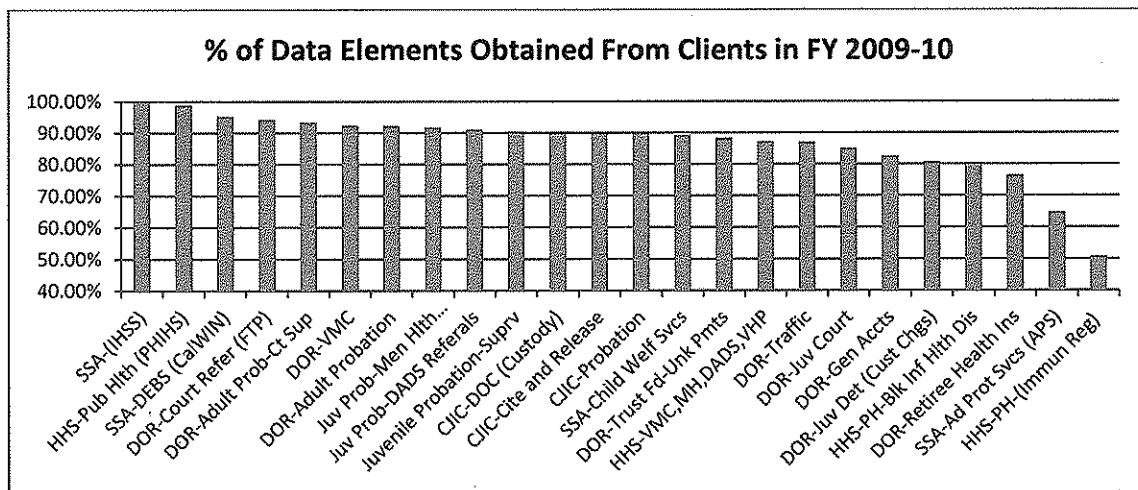
*Collection of Fees, Fines and Restitution*

Adult Probation-Formal (APD)  
Court Referrals FTP Criminal Civil Assessments (CCA)  
General Accounts (GA)  
Juvenile Court Traffic & Misdemeanor Fines (JC)  
Juvenile Court Detention Fees (JC)  
VMC Medical Fees (VMC)  
Adult Probation-Informal (MUNI)  
County Employee Retiree Health Insurance (RET)  
Trust Fund (RTF)  
Traffic (TM)

## IV. Data Limitations

Meetings were held with key staff of each of the 15 departments included in the Highest Users Study to explain the purpose of the study, to obtain an understanding of what client data was available, and to identify the program or services to which the client data related. Each department was asked to provide an unduplicated data file of basic client data for clients who received services, or had a law and justice event during FY 2009-10, which was the most recently completed fiscal year at the time of the data request. The 15 departments provided 24 separate database files related to various programs and services provided by their departments. With the exception of the Criminal Justice Information Control (CJIC) databases, all of the data provided was reported to list each client only once irrespective of the number of times each client received services during the fiscal year.

Despite the limited and basic nature of the data requested from the 15 departments (name, address, date of birth and Social Security number), none of the 24 database files received included all four data elements for 100 percent of the clients as shown in the chart below. Further, of the 96 data base elements (24 databases X 4 elements), only 21 elements, or less than one-quarter, had complete information as shown in the Table 1 on page 10. The chart below illustrates the missing data information by program<sup>3</sup>.



<sup>3</sup> It should be noted that SSA-IHSS and Adult Protective Services did not report address or city information, and Public Health does not collect Social Security data in the PHIHS or Black Infant Health Disease Program. This data was excluded from the chart.

Table 1 on page 10 provides the detail of missing data in each of the 24 databases, which is summarized below:

- **Date of Birth:**  
Data was available in 94.7 percent of the client records (data missing in 53,591 client records),
- **City of Residence:**  
Data was provided for 92.6 percent of the clients (data missing in 75,732 client records),
- **Street Address:**  
Data was provided for 91.4 percent of the clients (data missing in 87,559 client records),
- **Social Security Number:**  
Data was provided in only 66.1 percent of the cases (data missing or not collected in 344,327 client records)

**Table 1  
ANALYSIS OF MISSING DATA ELEMENTS IN DEPARTMENTAL CLIENT FILES**

Count	Description	Clients	Count			Percent			
			Date of Birth	Street Address	City	Date of Birth	Street Address	City	Soc Sec No
01	SSA-DEBS (CALWorks Information Network (CalWIN))	287,081	287,079	287,076	287,077	100.0%	100.0%	100.0%	80.7%
02	SSA-In-Home Support Services (IHSS)	16,500	16,500	n/a	n/a	100.0%	n/a	n/a	100.0%
03	SSA-Child Welfare Services (CWS)	53,575	49,727	52,721	53,185	92.8%	98.4%	99.3%	66.0%
04	SSA-Adult Protective Services (APS)	2,250	2,067	n/a	n/a	91.9%	n/a	n/a	37.4%
05	HHS- VMC Inpat/Outpat, Men Hlth, DADS, VHP	253,007	213,092	245,119	252,733	84.2%	96.9%	99.9%	67.3%
06	HHS-PH-Integrated Health Sys Database (PHHS)*	5,324	5,314	5,144	5,324	99.8%	96.6%	100.0%	0.0%
07	HHS-PH-California Immunization Registry (CAIR)	90,386	90,386	42,672	45,007	100.0%	47.2%	49.8%	5.8%
08	HHS-PH-Black Infant Health Disease (BIH)*	77	32	77	76	41.6%	100.0%	98.7%	0.0%
09	CJIC-(a) DOC (Custody)	92,486	90,442	86,727	87,255	97.8%	93.8%	94.3%	71.5%
10	CJIC-(b) Cite and Release	52,942	51,772	49,645	49,948	97.8%	93.8%	94.3%	71.5%
11	CJIC-(c) Probation	38,077	37,235	35,706	35,923	97.8%	93.8%	94.3%	71.5%
12	Juvenile Probation-Supervision	4,270	4,270	4,237	4,256	100.0%	99.2%	99.7%	61.7%
13	Juvenile Probation-DADS Referrals	214	214	214	214	100.0%	100.0%	100.0%	63.6%
14	Juvenile Probation-Men Hlth Referrals	572	572	570	572	100.0%	99.7%	100.0%	66.8%
15	DOR-Adult Probation	12,622	11,817	12,447	12,458	93.6%	98.6%	98.7%	77.8%
16	DOR-Court Referrals FTP	3,632	3,632	3,628	3,629	100.0%	99.9%	99.9%	76.7%
17	DOR-General Accounts	2,165	1,470	2,164	2,165	67.9%	100.0%	100.0%	61.4%
18	DOR-Juv Court	2,042	2,042	2,042	2,042	100.0%	100.0%	100.0%	39.6%
19	DOR-Juv Detention (Custody Chgs)	1,503	1,002	1,502	1,502	66.7%	99.9%	99.9%	55.8%
20	DOR-VMC	27,473	27,128	27,247	27,285	98.7%	99.2%	99.3%	71.7%
21	DOR-Adult Probation-Court Suprv	27,145	27,077	26,885	26,996	99.7%	99.0%	99.5%	74.9%
22	DOR-Retiree Health Ins	2,712	153	2,712	2,712	5.6%	100.0%	100.0%	99.9%
23	DOR-Trust Fund-unidentified payments	345	307	335	333	89.0%	97.1%	96.5%	70.1%
24	DOR-Traffic	40,379	39,858	40,350	40,355	98.7%	99.9%	99.9%	48.6%
	<b>Total</b>	<b>1,016,779</b>	<b>963,188</b>	<b>929,220</b>	<b>941,047</b>	<b>94.7%</b>	<b>91.4%</b>	<b>92.6%</b>	<b>66.1%</b>
			<b>53,591</b>	<b>87,559</b>	<b>75,732</b>				<b>344,327</b>

Note: \*Public Health reported that it does not collect Social Security data for these programs.



In addition to incomplete data, the data that was included contained many typographical and other errors, including:

- Misspelled names
- Inconsistently spelled names, such as sometimes including a middle name or initial and sometimes not for the same individual
- Transposition errors in street addresses, birth dates and Social Security numbers
- Incomplete entry of Social Security numbers – less than nine digits
- Incomplete entry of a street address, such as a number with no name, or vice versa
- Omission of city, state or both
- Entry of invalid data in any or all of the four fields, such as “UNKNOWN”, “TRANSIENT”, “HOMELESS”, “MAIN JAIL”, “BAD ADDRESS”, etc.
- Incorrect city, state or zip code such as a city named “F/171” and a state “Y”
- Incorrect birthdates such as 10/17/2025, or 01/01/1900

As a result of these data limitations, performing client matches across databases was difficult and required substantial manual intervention, acceptance of “limited or partial” matches, as well as assumptions. For example, although the four data elements requested from each departmental database (name, date of birth, address and Social Security number) when present and accurately recorded would enable clients to be matched, due to the previously described data limitations, matches were identified and accepted if any the following conditions were met :

- (1) the first and last name and date of birth matched
- (2) the Social Security number matched
- (3) the first and last name and address matched, but only one client listing included a date of birth
- (4) the first and last name and address matched, but date of birth did not<sup>4</sup>
- (5) the last name and date of birth matched, but the first name field included a middle initial or was abbreviated such as John versus Jonathan, or Johnny

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<sup>4</sup> Categories 3 and 4 of duplicates accounted for 1,242 matches, or 0.12 percent of the 1,016,779 client service events listed in the 24 database files. It is possible that some of the client service events eliminated as duplicative through this sort may have erroneously listed fathers and sons, or mothers and daughters with the identical first and last name and address, but with birth dates that did not match or was not available.

As a result of performing these additional tests of the department reported client data, the total FY 2009-10 client count of 1,016,779 was reduced by 88,729 to an adjusted total of 928,050 clients that were served by one or more programs as shown in Table 2 on page 13. Of the 88,729 duplicated clients included in the department reported gross client count, 55,803 were from CJIC files known to include duplicates. The balance of 32,926 client records removed were duplicates not detected by departmental screening<sup>5</sup>. Based on inherent limitations of the raw client data and the analytical problems associated with accurately identifying clients appearing in more than one of the 24 departmental databases, the validity and reliability of the resulting analysis is diminished. However, while the confidence interval or range of the analytical findings may be greater than would have been the case had the raw client data been complete and accurate, the findings still provide valuable insights to important characteristics of the County's client population that will help shape future organizational and operational decisions.

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<sup>5</sup> It should be noted that the adjusted consolidated database of 928,050 client records is believed to include many duplicate clients due to the existence of data entry issues such as middle initials or names included in one departmental data base, but not in others, or spelling errors, neither of which would be detected by a computer. Due to the size of the database, the time required to manually scan and remove such duplicates would not justify the benefit.

Table 2

**ADJUSTMENT OF DEPARTMENT DATA TO ELIMINATE  
DUPLICATE CLIENT LISTINGS WITHIN EACH OF THE 24 CLIENT DATABASE FILES**

Database	Duplicates Eliminated By:					Total Duplicates	Consolidated Client Count
	(1) Department Client Count	(2) Name-DOB	(3) SSN	(4) Name-Add	(5) Name & DOB-DOB		
01-SSA-DEBS (CALWorks Information Network-CalWIN)	287,081	935	37	0	0	972	286,109
02-SSA-In-Home Support Services (IHSS)	16,500	2	0	0	0	2	16,498
03-SSA-Child Welfare Services (CWS)	53,575	339	165	39	0	543	53,032
04-SSA-Adult Protective Services (APS)	2,250	0	0	0	0	0	2,250
<b>Total SSA</b>	<b>359,406</b>	<b>1,276</b>	<b>202</b>	<b>39</b>	<b>0</b>	<b>1,517</b>	<b>357,889</b>
05-HHS-(a) VMC Inpat/Outpat, Men Hlth, DADS, VHP	253,007	7,284	10,560	15	0	17,859	235,148
06-HHS-(b) PH-Integrated Health Sys Database (PHIHS)	5,324	4	0	0	0	4	5,320
07-HHS-(c) PH-California Immunization Registry (CAIR)	90,386	230	0	0	0	230	90,156
08-HHS-(c) PH-Black Infant Health Disease (BIH)	77	0	0	0	0	0	77
<b>Total HHS</b>	<b>348,794</b>	<b>7,518</b>	<b>10,560</b>	<b>15</b>	<b>0</b>	<b>18,093</b>	<b>330,701</b>
09-CJIC-DOC Custody	92,486	31,314	3,767	0	13	35,103	57,383
10-CJIC-Cite and Release	52,942	10,267	1,015	0	62	11,344	41,598
11-CJIC-Probation	38,077	9,342	14	0	0	9,356	28,721
<b>Total CJIC</b>	<b>183,505</b>	<b>50,923</b>	<b>4,796</b>	<b>0</b>	<b>75</b>	<b>55,803</b>	<b>127,702</b>
12-Juvenile Probation-Supervision	4,270	329	3	0	0	332	3,938
13-Juvenile Probation-DADS Referrals	214	15	0	0	0	15	199
14-Juvenile Probation-Mental Health Referrals	572	81	0	0	0	81	491
<b>Total Juvenile Probation</b>	<b>5,056</b>	<b>425</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>428</b>	<b>4,628</b>
15-DOR-Adult Probation	12,622	1,054	536	11	156	1,765	10,857
16-DOR-Court Referrals FTP	3,632	175	85	29	0	296	3,336
17-DOR-General Accounts	2,165	17	11	4	47	80	2,085
18-DOR-Juv Court	2,042	280	4	64	0	353	1,689
19-DOR-Juv Detention (Custody Chgs)	1,503	55	5	4	21	86	1,417
20-DOR-VMC	27,473	808	173	0	40	1,030	26,443
21-DOR-Adult Probation-Court Suprv	27,145	1,939	908	0	290	3,149	23,996
22-DOR-Retiree Health Ins	2,712	6	147	0	0	153	2,559
23-DOR-Trust Fund-identified payments	345	9	5	2	1	19	326
24-DOR-Traffic	40,379	4,915	581	16	428	5,957	34,422
<b>Total DOR</b>	<b>120,018</b>	<b>9,258</b>	<b>2,455</b>	<b>130</b>	<b>983</b>	<b>12,888</b>	<b>107,130</b>
<b>Total</b>	<b>1,016,779</b>	<b>69,400</b>	<b>18,016</b>	<b>184</b>	<b>1,058</b>	<b>88,729</b>	<b>928,050</b>
<b>01-24 Consolidated Summary From Table 3</b>	<b>928,050</b>	<b>159,812</b>	<b>94,630</b>	<b>23</b>	<b>10,344</b>	<b>7,859</b>	<b>655,382</b>

(1) comparison of first and last name and date of birth for all names with a date of birth - computer identified duplicates.  
 (2) comparison of social security numbers for all names with a social security number - computer identified duplicates.  
 (3) comparison of first and last name and address for names with no date of birth - computer identified duplicates  
 (4) alphabetical sort of last and first names, calculation of days difference from the DOB in the row above, sorting of results and elimination of all rows with a matching DOB and zero days difference. In most cases the name is matching or close due to misspelling, use of middle name, initial, etc.  
 (5) alphabetical sort of last and first names of clients with a date of birth and comparison of names and addresses - computer identified duplicates.

# V. Analysis of the Consolidated Client

## Database

*How many different County services does each client typically use?*

Following the purging of duplicate client records from each of the 24 departmental database files, the 24 files with a total of 928,050 client records were consolidated into a single database to now identify and eliminate any clients listed in the 928,050 client records more than once, as a result of having been a client of multiple County programs during FY 2009-10. The objective of this consolidated analysis of the 24 databases was to determine the unduplicated number of County clients who had received services in FY 2009-10. This analysis determined that 272,668 client records were duplicative of services provided to those same clients by other County programs and services included in the 24 databases. As an example, John Doe could have been a patient at VMC, enrolled in the General Assistance program and a client of the Department of Alcohol and Drug Services during the fiscal year. As such, his name would have been listed three times in the 928,050 client record count, but when the 24 databases were consolidated into one and again screened for duplicates, two of his three records would have been eliminated to arrive at an unduplicated FY 2009-10 client count. Consequently, the remaining 655,382 client names represented an unduplicated list of individuals served by one or more County social service, health and hospital or law and justice programs during FY 2009-10. The results of this second purging of duplicate client names is shown in the chart below, and in Table 3 on page 15.

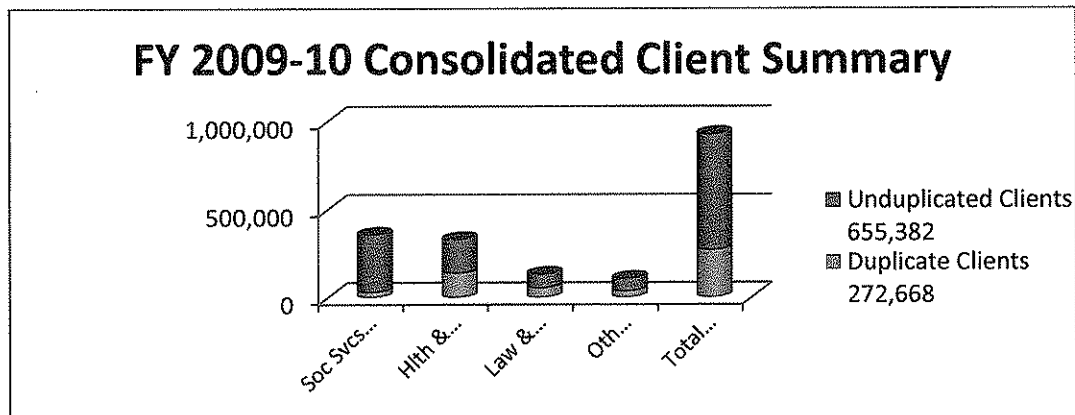


Table 3

### HIGHEST USERS UNDUPLICATED CONSOLIDATED SUMMARY

Database	Description	Reported Clients By Program Area (1)		Duplicate Client Record Count (2)	Consolidated Unduplicated Client Count
		Count	Percent		
01	SSA-DEBS (CALWorks Information Network (CalWIN))	286,109	30.8%	7,323	278,786
02	SSA-In-Home Support Services (IHSS)	16,498	1.8%	4,738	11,760
03	SSA-Child Welfare Services (CWS)	53,032	5.7%	21,215	31,817
04	SSA-Adult Protective Services (APS)	2,250	0.2%	561	1,689
	<b>SSA Subtotal</b>	<b>357,889</b>	<b>38.5%</b>	<b>33,837</b>	<b>324,052</b>
05	HHS-VMC Inpat/Outpat, Men Hlth, DADS, VHP	235,148	25.3%	101,503	133,645
06	HHS-PH-Integrated Health Sys Database (PHIHS)	5,320	0.6%	3,393	1,927
07	HHS-PH-California Immunization Registry (CAIR)	90,156	9.7%	37,213	52,943
08	HHS-PH-Black Infant Health Disease (BIH)	77	0.0%	14	63
	<b>HHS Subtotal</b>	<b>330,701</b>	<b>35.6%</b>	<b>142,123</b>	<b>188,578</b>
09	CJIC - DOC (Custody)	57,383	6.2%	13,497	43,886
10	CJIC - Cite and Release	41,598	4.5%	21,403	20,195
11	CJIC-Probation	28,721	3.1%	18,828	9,893
12	Juvenile Probation-Supervision	3,938	0.4%	3,050	888
13	Juvenile Probation-DADS Referrals	199	0.0%	198	1
14	Juvenile Probation-Men Hlth Referrals	491	0.1%	486	5
	<b>Law &amp; Justice Subtotal</b>	<b>132,330</b>	<b>14.3%</b>	<b>57,462</b>	<b>74,868</b>
15	DOR-Adult Probation	10,857	1.2%	6,127	4,730
16	DOR-Court Referrals FTP	3,336	0.4%	2,077	1,259
17	DOR-General Accounts	2,085	0.2%	469	1,616
18	DOR-Juv Court	1,689	0.2%	504	1,185
19	DOR-Juv Detention (Custody Chgs)	1,417	0.2%	677	740
20	DOR-VMC	26,443	2.8%	11,097	15,346
21	DOR-Adult Probation-Court Suprv	23,996	2.6%	10,073	13,923
22	DOR-Retiree Health Ins	2,559	0.3%	89	2,470
23	DOR-Trust Fund-identified payments	326	0.0%	123	203
24	DOR-Traffic	34,422	3.7%	8,010	26,412
	<b>Other Adm &amp; Support Subtotal</b>	<b>107,130</b>	<b>11.6%</b>	<b>39,246</b>	<b>67,884</b>
	<b>Total</b>	<b>928,050</b>	<b>100.0%</b>	<b>272,668</b>	<b>655,382</b>

Note: (1) 928,050 unduplicated count within each of the 24 program areas.

(2) 272,667 clients listed in the 928,050 count were also listed in two or more of the 24 program areas.

Table 3 reports the number of duplicate client records found in each service or program area and accounts for the elimination of duplicate client records from the 928,050 client records reported by departments, to arrive at an unduplicated FY 2009-10 client count of 655,382 clients. However, as previously noted, to the extent that unidentified duplicates remain in the 655,382 database, the unduplicated count is overstated. To test the average number of County departments providing services to FY 2009-10 clients, a systematic random sample of 100 clients determined that on average, each client received services from 2.11 departments, 62 percent of the clients received services from two or more departments, and those clients who received services from multiple departments averaged about 2.8 departments. Based on this data, FY 2009-10 County services were distributed approximately as follows:

**Table 4**

**Distribution of FY 2009-10 County Clients Based on the Number of County Departments From Which Services Were Obtained**

<u>Client Service Category</u>	<u>Number of Clients</u>	<u>Percent</u>
Clients served by only one department	249,045	38%
Clients served by multiple departments	<u>406,337</u>	<u>62%</u>
Total FY 2009-10 Unduplicated Clients	655,382	100%

Although previous studies of client overlap between County services have been performed, such studies have been limited in scope and the extent of County-wide client information access. As a result, whereas a relatively recent study (CY 2008) by the Health and Hospital System (HHS) compared the overlap of clients between HHS departments (VMC Inpatient and Outpatient, Mental Health Outpatient, Alcohol and Drug Outpatient Services, Public Health-HIV Registry, and Public Health-Tuberculosis Registry), it found only 19,180 unduplicated patients, (9.2 percent) of 232,537 total unduplicated patients had been served by two or more HHS departments. However, when the scope of County-wide service comparison is broadened to include all social service and criminal justice programs and services, the degree of multiple department service access shown in our analysis of FY 2009-10 data increased to 62 percent.

*Distribution of clients between major County service areas*

In addition to identifying the approximate number of unduplicated clients served by at least one County department, Table 3 also shows that about 38.5 percent of County clients were served by the Social Services Agency, about 35.6 percent were patients of the Health and Hospital System, and 14.3 percent were in Law and Justice department caseloads. The remaining 11.6 percent of clients were Department of Revenue caseloads primarily related to the three major direct service categories described above.

*What County services are being used by the High Users?*

Table 3 provided the total unduplicated client count for FY 2009-10 for each of the County's major social service, health and hospital and law and justice program areas, but it does not provide information on what service areas and to what extent the County's highest users utilized these County services or were in caseloads of the law and justice departments. Although data limitations make the analysis of this issue on a comprehensive basis difficult, we were able to empirically sample the 928,050 FY 2009-10 client records to identify and profile the highest users of County services.

Table 5 on page 18 provides information on 12 high user examples. These examples include 11 individuals who were provided services by from six to nine different departments during the fiscal year, while a family of four had a total of 17 separate services provided by six different departments. Among the individual examples, the client represented by Client 12 in Table 5 received services from, or was in the caseload of, the following County programs:

- SSA-Department of Employment and Benefits
- HHS-VMC Inpatient/Outpatient
- HHS-Public Health Immunization
- Sheriff/Police Cite and Release Booking
- District Attorney Prosecution
- Public Defender Representation
- Probation Department Formal Probation
- Department of Revenue-Collection of Fines, Fees & Restitution
- Department of Revenue-Collection of Other Court Costs

**Table 5  
Selected High User Clients**

Program/Service	Client											
	1	2	3	4	5	6	7	8	9	10	11	12
01 SSA-DEBS (CALWorks Information Network (CALWIN))		1	1	1	4		1	1	1		1	1
02 SSA-In-Home Support Services (IHSS)						1	1	1				
03 SSA-Child Welfare Services (CWS)										1	1	
04 SSA-Adult Protective Services (APS)												
05.0 HHS-VMC Inpat/Outpat (Invision)	2	1		1	6	2	1	1	1	1	1	2
05.1 HHS-Men Hlth (Unicare)				1	2	2	1					
05.2 HHS-DADS (Invision)	2	1	1				1	1			1	
05.3 HHS-VHP (Diamond)					2							
06 HHS-PH-Integrated Health Sys Database (PHHS)					2							1
07 HHS-PH-California Immunization Registry (CAIR)												
08 HHS-PH-Black Infant Health Disease (BIH)												
09.0 CJIC-DOC (Custody)												
09.1 CJIC-DOC (District Attorney)												
09.2 CJIC-DOC (Public Defender)												
10.0 CJIC-Cite and Release	1	1	1	1		1	1	1	1	1	1	1
10.1 CJIC-Cite and Release (District Attorney)	1		1	1		1	1	1	1	1	1	1
10.2 CJIC-Cite and Release (Public Defender)	1	1	1	1		1	1	1	1	1	1	1
11 CJIC-Probation	1	1	1	1		1	1	1	1	1	1	1
12 Juvenile Probation-Supervision												
13 Juvenile Probation-DADS Referrals												
14 Juvenile Probation-Men Hlth Referrals												
15 DOR-Adult Probation			1			1						1
16 DOR-Court Referrals FTP												
17 DOR-General Accounts												
18 DOR-Juv Court												
19 DOR-Juv Detention (Custody Chgs)												
20 DOR-VMC		1		1	1				1	1		
21 DOR-Adult Probation-Court Supry		1	1			1	1			1		1
22 DOR-Retiree Health Ins												
23 DOR-Trust Fund-untidified payments												
24 DOR-Traffic			1									
<b>Total</b>	<b>8</b>	<b>8</b>	<b>9</b>	<b>8</b>	<b>17</b>	<b>10</b>	<b>10</b>	<b>8</b>	<b>8</b>	<b>8</b>	<b>8</b>	<b>10</b>

**Notes:**

The following notes illustrate some of the data limitations that prevent the computer from accurately identifying multiple records for the same individual:

\* Some "unduplicated" clients are listed twice due to use of middle initial or some other variance in their name which the computer could not determine was the same person based on social security number, date of birth, or other criteria.

\*\* A family of four was identified six times by HHS due to incorrect or missing social security numbers and dates of birth.



An example of a family case is shown as Client 5 in Table 5. In this instance, a family of four was provided services by six departments including:

- SSA-Department of Employment and Benefits
- HHS-VMC Inpatient/Outpatient
- HHS-Mental Health Outpatient
- VHP Health Insurance
- HHS-Public Health IHS
- Department of Revenue-Collection of VMC Medical Costs

*To what extent do families make up the County client population?*

To determine the extent to which County clients were made up of families, a systematic random sample was taken from the Unduplicated Consolidated FY 2009-10 County Client Database alphabetically sorted name file, which is comprised of 655,382 names. The systematic random sample was selected from the last 100 names for each letter of the alphabet, resulting in a sample of 2,565 names after removing 35 names with multiple records that were not previously identified and eliminated through computer based sorts. This sample size provided a 99.7 percent level of accuracy that the sample result is within plus or minus 3 percent of the actual 100 percent count. The sample result identified a total of 716 individuals, two or more of whom had the same last name and resided at the same address. Therefore, approximately 27.9 percent of County clients in FY 2009-10 were families. Based on the sample size and statistical level of precision, the proportion of County clients comprised of families could range from about 24.9 percent to 30.9 percent. The distribution of family size in the sample ranged from two to nine members who received services in FY 2009-10 as shown in the following chart and Table 6 on page 20.

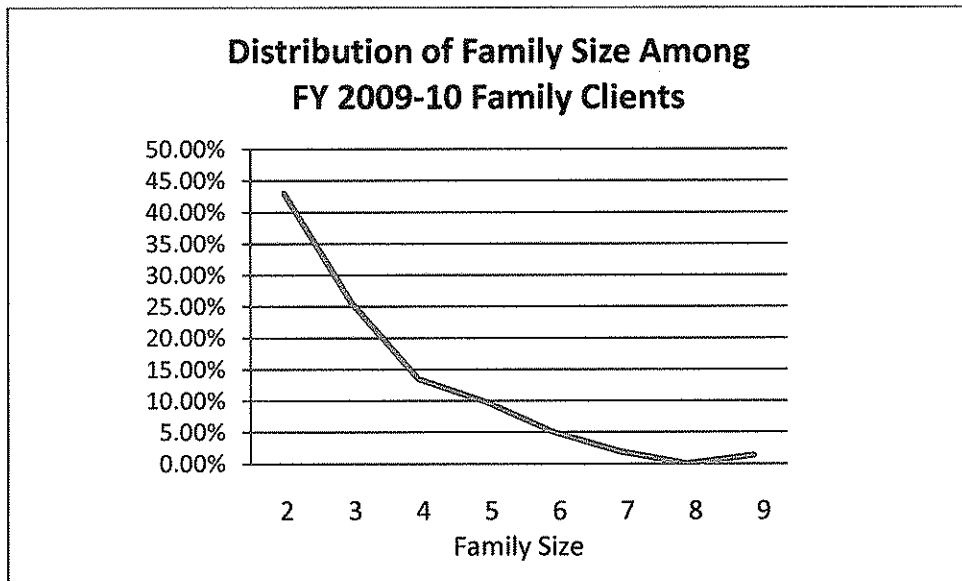


Table 6

**FY 2009-10 Distribution of Families Among County Clients  
Based on a Systematic Random Sample of 2,565 Clients**

<u>Family Size</u>	<u>Number in Sample</u>	<u>Total Family Members</u>	<u>Percent</u>
2	154	308	43.0%
3	61	183	25.6%
4	24	96	13.4%
5	14	70	9.8%
6	6	36	5.0%
7	2	14	1.9%
8	0	0	0.0%
9	1	9	1.3%
<b>Total</b>	<b><u>262</u></b>	<b><u>716</u></b>	<b><u>100.0%</u></b>

**Average Number of Family Members That Received Services** **2.73**

*To what extent do County residents make up the County client population?*

The FY 2009-10 client data reported by departments as their unduplicated listing of clients served during the fiscal year included complete address information for only 848,132 clients, or 91.4 percent of the total 928,050 clients reported. Complete address information was not obtained on 79,918, or 8.6 percent of FY 2009-10 County clients. While the State of residence was more often obtained, the street address in many instances was not obtained (the cell was left blank) or indicated "Bad Address," "Wrong Address," "Homeless," "Transient," "Unknown," "Unk," etc. Of the 808,841 addresses obtained with a state designated, 801,639 clients reported a California address. The following chart on page 21 compares the percentage of County services received by residents of each city with the city proportion of total County population. Only two of the County's 15 cities, San Jose and Gilroy, received services significantly disproportionate to their population.

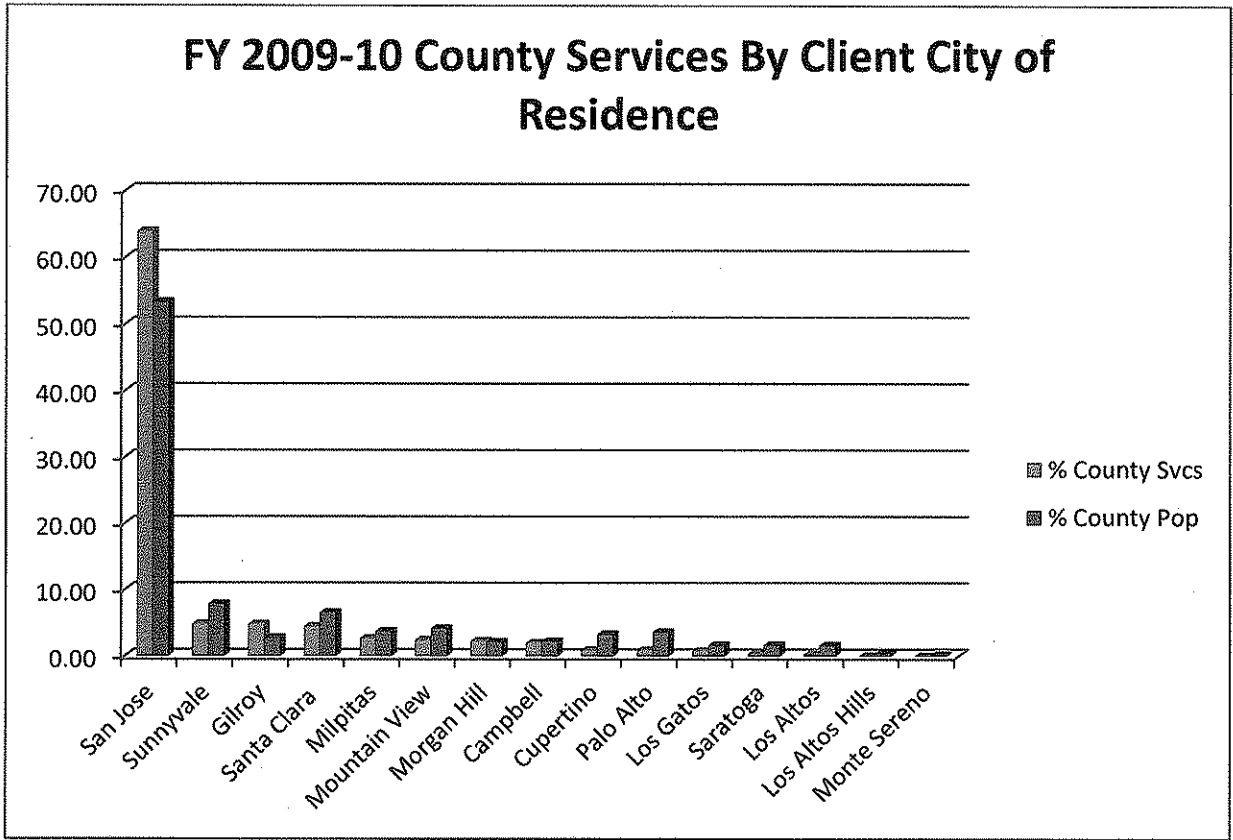


Table 7 on page 22 shows that County residents accounted for 91.03 percent of County clients in FY 2009-10. Among County residents, residents of the City of San Jose made up 53.34 percent of the County population, but received 63.90 percent of FY 2009-10 County services. The other city to utilize a disproportionate share of County services was the City of Gilroy whose residents received 4.79 percent of FY 2009-10 County Services, but represented only 2.75 percent of the County population. The remaining 13 cities received County services approximately proportionate to or less than their respective populations. Table 7 also shows that the County-wide average number of residents who received County services in FY 2009-10 was 410 per 1,000 population, with the highest rate of usage by residents of a city being Gilroy where 78.4 percent of its residents used a County service in FY 2009-10, while less than 12.4 percent (2.9 percent to 12.3 percent) of the residents of the cities of Los Altos Hills, Monte Sereno, Los Altos, Saratoga, Palo Alto and Cupertino used County services.

Table 7

**FY 2009-10 COUNTY SERVICES  
BY REPORTED LOCATION OF SERVICES**

	FY 2009-10 County Clients	Percent of County Services	1/1/2011 Population	Percent of County Population	Client Services Received Per 1,000 Pop
<b>San Jose</b>	<b>516,829</b>	<b>63.90%</b>	<b>958,789</b>	<b>53.34%</b>	<b>539</b>
Sunnyvale	39,030	4.83%	141,099	7.85%	277
<b>Gilroy</b>	<b>38,740</b>	<b>4.79%</b>	<b>49,391</b>	<b>2.75%</b>	<b>784</b>
Santa Clara	36,071	4.46%	118,169	6.57%	305
Milpitas	21,364	2.64%	67,476	3.75%	317
Mountain View	19,600	2.42%	74,723	4.16%	262
Morgan Hill	18,278	2.26%	38,309	2.13%	477
Campbell	15,787	1.95%	39,664	2.21%	398
Cupertino	7,242	0.90%	58,747	3.27%	123
Palo Alto	7,061	0.87%	64,943	3.61%	109
Los Gatos	6,207	0.77%	29,651	1.65%	209
Saratoga	3,114	0.38%	30,195	1.68%	103
Los Altos	2,036	0.25%	29,176	1.62%	70
Los Altos Hills	228	0.03%	7,980	0.44%	29
Monte Sereno	168	0.02%	3,364	0.19%	50
Unincorporated Area	4,564	***	85,699	4.77%	**
<b>Subtotal County of Santa Clara</b>	<b>736,319</b>	<b>91.03%</b>	<b>1,797,375</b>	<b>100.00%</b>	<b>410</b>
CA - Other 57 Counties	65,320	8.08%			
Other States and Countries	7,202	0.89%			
<b>Total</b>	<b>808,841</b>	<b>100.00%</b>			

**Notes:**

\* Cities in bold received a disproportionate amount of County Services compared with their proportionate population.

\*\* County client data was taken from the 24 departmental data files which each reported unduplicated client information. Consequently, clients accessing multiple County services would be more accurately represented.

\*\*\* Data for clients residing in unincorporated areas of the County was not consistently reported. Consequently, the proportion of County services provided to residents of the unincorporated area was not calculated.

*What is the residence of most non-County clients?*

During FY 2009-10, County clients also came from most of the other 58 California counties and all 49 of the other states as well as several foreign countries. To provide a more accurate reflection of the quantity of FY 2009-10 County services to non-resident clients, the 928,050 total consolidated client record database was used, since it included multiple services provided to individuals who were clients of more than one department during the fiscal year. Therefore, the 928,050 database when sorted by county and state of client residence, is the most accurate indicator of volume of services provided to non-County residents. In total, of the 928,050 client records reported by departments, non-County client records accounted for 72,522, or 8.97 percent, of the 808,841 client records that included complete address information. Client records from the other 57 California counties amounted to 65,320, while client records from other states and countries totaled 7,202. Table 8 shows the distribution of County client records for clients with residency in the other 49 states and the District of Columbia.

**Table 8**

**FY 2009-10**

**Number of Client Records From the Other 49 States**

<u>State</u>		<u>State</u>		<u>State</u>	
Texas	725	Missouri	119	Nebraska	44
Washington	712	Ohio	115	Montana	43
Nevada	670	Minnesota	102	Alaska	42
Arizona	593	Oklahoma	101	Arkansas	39
Oregon	549	Massachusetts	94	Connecticut	33
Florida	307	Hawaii	86	Mississippi	30
Colorado	237	Tennessee	85	North Dakota	20
New York	215	Louisiana	79	New Hampshire	20
Illinois	198	New Jersey	77	Washington D.C.	16
New Mexico	154	Indiana	76	Maine	16
Georgia	147	Maryland	72	Wyoming	16
Pennsylvania	144	Wisconsin	64	Delaware	14
Michigan	139	Kansas	63	Vermont	13
Idaho	138	South Carolina	54	South Dakota	11
North Carolina	130	Alabama	46	West Virginia	9
Virginia	129	Iowa	46	Rhode Island	5
Utah	126	Kentucky	44		
<b>Total</b>					<b><u>7,007</u></b>

## VI. Operational Problems Associated with

### Missing and Inaccurate Client

### Information

It is the County's objective to serve all of its residents in an efficient, effective and economical manner, ranging from providing an expeditious building permit process for residents constructing homes and additions in the unincorporated area, to helping its neediest residents become self-sufficient through successful participation in employment and training programs, to the Public Defender providing the best possible legal defense for its clients, even when they are difficult to contact or locate. Based on the information collected for the Highest Users Study, meetings with departmental representatives to discuss issues surrounding access to and use of client data, and analysis of the 24 departmental client databases obtained for this study, one significant common problem has emerged that negatively impacts all County departments operationally, financially or both. That common problem is the absence of complete and accurate client identification and contact information.

While the degree of incomplete and inaccurate client information varies from program to program, every program experiences negative impacts to some degree. A few examples include:

- 1) VMC patients not showing up for appointments due to incorrect or missing telephone numbers and mail addresses;
- 2) Social Services Agency (SSA) workers unable to file a client application for Supplemental Security Income (SSI) benefits with the federal government, because they cannot locate the client to obtain a required medical evaluation or to provide a correct Social Security number;
- 3) Increased SSA error rates when determining client eligibility for federal, State and County social service programs;

- 4) Arrest and incarceration of persons by the Sheriff or police agencies due to defendants not showing up for court hearings because they did not remember the date of the hearing or did not receive a notice or reminder of an existing or revised court date, which then results in Court issued Failure to Appear (FTA) warrants.

The Office of Pretrial Services reports that approximately 1,400 or 12.4 percent of its clients fail to appear for court hearings annually and are subsequently arrested and spend about four months in jail until their case is adjudicated, accounting for about 168,000 jail days annually. Some percentage of those pre-trial release failures could be prevented with improved communication between the Pre-trial Services Officer and the client.

The Office of the Public Defender reports that it too is adversely impacted when it is unable to make contact with clients prior to upcoming court hearings, since attorneys effectively waste time preparing for court hearings that do not occur and must prepare a second time for a rescheduled court hearing following the arrest and incarceration of the defendant.

- 5) Failure of the Department of Revenue (DOR) to collect unpaid fines and restitution due to the absence of current client contact information. Based on actual collection data on 202,600 active accounts for FY 2008-09, DOR was only able to collect \$54.8 million, or 35.1 percent of about \$147.6 million owed to the County. Although some of the uncollected monies relate to amounts due beyond a one-year payment period, much of the uncollected amount resulted from the inability of DOR to locate the clients due to missing, inaccurate or outdated client information.
- 6) Return of between 25,000 and 36,000 bills annually to VMC Patient Accounts by the U. S. Postal Service due to incorrect addresses; and
- 7) Return of an average of 13,610, or 2.49 percent of the vote by mail ballots at each of the last four County-wide elections during which an average of about 546,000 ballots were mailed out. These ballots were returned by the U.S. Postal Service as undeliverable due to outdated or incorrect address information.

Because the need to acquire and maintain complete and accurate client identification and contact information is an ongoing problem for all County departments, mitigating this problem would significantly improve all County services and assist clients to not miss court dates, medical and other important appointments.

During our fieldwork interviews with various departmental staff responsible for client databases, we determined that efforts are currently underway to develop broader agency-wide client data files for use by all programs within the Social Services Agency (SSA). Such a centralized client data information center would assist all SSA programs by eliminating duplicative entry of client information for each program database, and would enhance data accuracy and timeliness by leveraging the efforts of all SSA staff who are responsible for capturing client information. A similar data sharing project was also initiated by the Department of Public Health in July 2011. However, this project is in an earlier stage of development, involves many County and non-county entities and is more focused on the identification and access of data resources than the development of a centralized client database.

Although these projects will improve access to and reliability of client data and client related information, on a County-wide basis, these efforts are of limited value due to the prohibition of access to individual client identification information by any County staff outside of the SSA. Further, while development of the SSA data warehouse will increase the availability of client data within SSA, it will not change or enhance client initiated access to County programs and services. To address these problems on a County-wide basis would be a much more ambitious undertaking, faced with more complex legal issues and financial challenges. However, centralizing client identification and contact information and enabling centralized client initiated access clearly would be consistent with the ultimate goal to optimize the management of client services on a County-wide basis, and establish a "County-wide Interactive One-Stop Shop" for all client services.

In addition, analysis of the County's FY 2009-10 client data discussed in Section V showed that an estimated 27.9 percent of all County clients were families, and 49.4 percent of all County clients were clients of the Social Services Agency. It is important to note that programs of great importance to these client groups include health insurance for children under the County's Children's Health Initiative, Valley Care health insurance for low income residents of the County, food assistance through the federal food stamp program, and financial assistance through the General Assistance Program. All of these programs require the client to provide proof of fulltime residency in the County of Santa Clara, which can be established by providing County staff of the Social Services Agency or Valley Medical Center with a utility bill, a rental agreement, a



pay check or voided check with a County address, or a State of California driver's license. Consequently, assisting County clients to establish widely accepted documentation of residency in the County through the issuance of County Service Cards to residents would be advantageous to County clients and beneficial to the County, by increasing the administrative efficiency of County services.

## VII. Information Systems and Outreach

### Strategies Implemented in Other Local

### Governments

In order to identify what strategies other cities and counties had devised and implemented to improve communication with clients and enhance the efficiency of delivering program services, we searched the Internet for information published on this subject. The following examples describe proactive strategies implemented in recent years in these communities. These strategies include:

- (1) Expanded use of the Internet and computer based information technologies to better serve clients and manage the delivery of public services, and
- (2) Reversing the historic approach of requiring citizens of the community to come to government facilities Monday through Friday between 8 a.m. and 5 p.m. to obtain public services, by bringing government to the community through a network of government stores in major shopping malls that are open a broader range of hours, including nights and weekends.

- County of Los Angeles, California

The County of Los Angeles, California has a population of about 9,919,000 persons and includes more than 80 incorporated municipalities. As of August 2011, its Department of Public Social Services has an unduplicated caseload of about 1,380,000 cases pertaining to 2,426,000 persons, and an annual budget of approximately \$4.0 billion, including 14,000 authorized

positions.<sup>6</sup> To better serve its clients and manage the myriad State, federal and local public social service programs it provides to its residents, it has developed an interactive website to enable on-line service application and communication with its clients, which has been operational for only about one year. Although the Department has not yet made any significant marketing efforts within the communities to increase awareness of the new secure on-line accessibility of each client's personal account information, approximately 10 percent of its customers have established accounts and new accounts are being opened at the rate of about 6,000 per month. Each client is assigned a 10-digit identification number used to access and apply for any of the DPSS cash aid, jobs, elder services, food and nutrition, health care and other programs. Clients can register on the DPSS website and obtain a secure six-digit PIN number to access personal account information, the status of any applications, and other important case information. In addition, the Department reports that it is currently developing upgrades to the website that will include an electronic mailbox or Message Center to enhance communication between customers and caseworkers, and a client personal calendar to enable clients to schedule appointments, monitor recertification dates, and manage their personal calendar. These improvements will be implemented in about March 2012.

In addition to these DPSS on-line client resources, the County is developing an intra-County database of all client identification/contact/service information that is planned to be operational in approximately April 2012. This data resource is referred to as an Enterprise Linkages Product that will include name, date-of-birth, social security, address and date of service information submitted by all County departments. Confidentiality protection will be ensured by only allowing access to information of clients who have completed an Opt-In Form. Following the introduction of the Enterprise Linkages Product in April 2012, an imaging function is planned to add scanned copies of the associated documents related to any services provided to County clients included in the Enterprise Linkages Product database.

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<sup>6</sup> By comparison, the FY 2009-10 total unduplicated count of clients in all social service, health and hospital and law and justice programs in the County of Santa Clara was about 655,000, or 27 percent of the number of persons served by the County of Los Angeles Department of Public Social Services.

- Camden County, New Jersey

The County of Camden, New Jersey is an urban county with a population of about 510,000, and includes 37 municipalities. As part of the County's efforts to increase accessibility to county government, the county legislative body created the Camden County Store system in 1995. The innovative and nationally acclaimed governmental outreach center was an immediate success and was expanded to three county stores dispersed geographically throughout the County. However, due to County budget difficulties stemming from the recession, two of the stores were closed on April 27, 2011 as part of a budget reduction to close a \$43 million county budget deficit. Nevertheless, the remaining County store is considered to be very successful assisting a large number of County residents each year through both walk-in traffic and by telephone.

The store offers a wide range of county information and services at one convenient location. From wills and probate matters, trade name (dba business) registration, to passports, college registration, senior citizen programs, health screenings, human services, and numerous special events, the County Store has something for all of its citizens. The county store is open both evenings and weekends, is accessible by public transportation and has ample parking available. The store hours are 10 a.m. to 8 p.m. Monday through Thursday, 12 p.m. to 6 p.m. on Friday and 10 a.m. to 5 p.m. on Saturday. In addition to providing assistance through six telephone lines, the store is staffed with two to three staff at a front desk who receive customers, answer questions, provide forms and other assistance. Three to four additional staff provide direct services such as preparation of passports, selling tickets to special county events, collecting money for other county departments such as quarterly wastewater service bills, notarizing documents, preparing wills, etc. The store accepts cash, checks and credit cards (VISA and MasterCard).

On an annual basis, the store executes about 72,000 transactions, which for a county with a population of 510,000, amounts to 14.1 percent of its population. Staff of the store reported that its popularity can be illustrated by the fact that it is not uncommon for there to be a line of customers out into the mall and a 15-minute wait time for service. If a county store in the County of Santa Clara had the same degree of patronage, the volume of transactions

would exceed 250,000. Comparatively, the County of Santa Clara is ideally suited for a similar outreach strategy, since there are major shopping centers dispersed throughout the County, with high volumes of public traffic on a seven-day per week basis. Given that most County residents work or attend school Monday through Friday during County business hours, the potential increased client contact that a group of County stores located in selected major shopping centers throughout the County operating at nights and on weekends is very attractive, particularly since such facilities could be operated with a relatively small number of staff.

- San Francisco, California

The City and County of San Francisco, California issues The SF City ID Card for San Francisco residents that streamlines access to City and County programs and connects residents to local businesses. The Board of Supervisors authorized the card by ordinance on November 20, 2007 and the City began issuing cards on January 15, 2009. The card serves multiple purposes for the City and County and its residents, including proof of identity and residence not tied to a Social Security number or other legal residency documentation, provides information about the card holder's medical conditions and allergies, includes an emergency contact, provides the holder with discounts to City and County facilities such as museums, can be used as a library card at City and County's 27 libraries, serves as a form of identification to open a checking account at participating banks and can be used in City and County Recreation and Park Department facilities.

- Clermont County, Ohio

Clermont County, Ohio has a population of about 200,000 persons. Its County Office of Child Support has an Internet link for child support clients, including both custodial and non-custodial parents. This internet link allows clients to view case and order, payment and balance information, including the last payment and date processed, current balances, arrearage balance and total balance. This county web site is a secure website. Client information can only be accessed by the client through the use of the client's personalized PIN number. The web site is accessible in both English and Spanish and has TDD access as well. The Office of Child Support also issues e-QuickPay cards to its custodial parents and provide them the option of being notified by telephone or e-mail when funds have been credited to their account.

- City of Boston, Massachusetts

The City of Boston began issuing City service cards called BostONEcard to all students at the Josiah Quincy Upper School in a pilot project aimed on focusing the assets of the whole City on the development of its children. The card is intended to make the assets of the City more accessible, including libraries, sports programs, meal programs, transit and community centers. The card has multiple barcodes, a radio frequency device and the student's photo. The objective of the pilot study is to use data gathered from usage of the cards to allow City officials to develop a better understanding of which City services are used by students and to what extent. With this information, the City will be able to assess the effectiveness of various programs, such as literacy or homework programs on student achievement.

- City of Evanston, Illinois

The City of Evanston, Illinois issued the Evanston Benefit Card in March 2011 to streamline how senior social service programs are administered. The Evanston Benefit Card will make programs more accessible to seniors and allow cardholders to receive a discount at participating businesses. City seniors who sign up for the program may also qualify for other benefits in the community, such as the Subsidized Taxicab Program, Vehicle Sticker Discount, Recreation Program Fee Assistance, Yard Waste Stickers and Cart Discount and the Handyman Program.

- City of Aventura, Florida

The City of Aventura, Florida, which was incorporated in 1995, has a population of approximately 36,000 and is referred to as the City of Excellence. The City offers ID Cards to City residents. ID Cards allow residents to obtain free access to City parks and events, and permits holders to enroll in other City programs. The City ID Card also entitles holders to reduced rates when reserving facilities at City parks and other City owned and operated programs.

## VIII. Implementation of a County of

### Santa Clara Services Card

**W**hen viewed from a County-wide perspective, the development of a County-wide database to support a County Services Card would facilitate both improved management of all County services, and enhanced client access.

A County Services Card would also reduce current administrative redundancies, since about six of every 10 County clients are matriculated into and served by an average of three separate County programs. To more efficiently serve all County residents, including those with multiple social, health, law and Justice, and general County service needs, establishment of a single, once in a lifetime County Services Card would expedite the provision of services, reduce service costs, and enhance service coordination and access in the following ways:

- (1) Once a County resident has a County Services Card, he or she would be able to access on-line a secure personal account with PIN number security to obtain information on scheduled medical, mental health, drug and alcohol, court, probation, social service and other appointments, and to apply for a host of County permits, licenses and other services, as well as to obtain copies of documents, forms and other information. On-line access to appointment information would result in fewer missed medical appointments, court dates, social service recertification appointments, and other important dates. On-line access would also reduce current time-lines and costs associated with processing of permits, licenses and other applications, and would reduce travel to County facilities to apply for and obtain County services, reports and other documents.
- (2) The County of Los Angeles has implemented a comparable interactive website for its Department of Public Social Services, which could serve as a model for a county-wide client service card program (Attachment 1). The LA system serves more than 2.4 million persons in 1.3 million cases. As previously described, the LA system assigns each client a 10-digit identification number which the client

can use to access and apply for any of the DPSS cash aid, jobs, elder services, food and nutrition, health care and other programs. The client can also register on the DPSS website and obtain a secure six-digit PIN number to access information pertaining to his or her account, the status of any applications, and a personal monthly calendar of upcoming County appointments or other events.

- (3) Based on the model the County of Los Angeles has developed for its Department of Public Social Services clients, once issued a County Services Card, clients could utilize the secure on-line access feature to enter their personal account site on the County's web page. Each client site would have tabs to enable access to the following important information:

County Service Card – Client Website Account Tabs

**Applications/Forms Filed:**

This tab would retain applications and forms filed

**Calendar:**

A calendar page would allow the client to view, monitor and record important appointment and hearing dates associated with any County program or service such as Social Services, Health and Hospital, Court, Public Defender, Probation, etc.

**County Programs/Services:**

This tab would alphabetically list all County departments and the programs and services provided by each. Within each program or service area permits, licenses, and applications that are available for on-line filing would be accessible. On-line forms would be used to apply for such services as assessment appeals, building permits, voter registration, homeowner exemptions, birth and death certificates, and a myriad of other County services. Completed forms would be electronically transmitted to the responsible County department. Forms not available for electronic filing could be printed, completed and mailed to the applicable department.

**Emergencies:**

General: Identify emergency contact persons, including name, address, telephone number and relationship.

Medical: Identify name and telephone number of physician. List Blood Type.



**Identification/Contact:**

Name, date of birth, address, sex, Social Security number, Medi-Cal number, email address.

**Medical Records:**

This tab would provide a link to VMC and other County medical record systems.

**Messages:**

This tab would allow any County department to communicate with our clients electronically to leave messages regarding changes to appointment schedules, court dates, the need to contact a department for other business reasons, etc.

**Payments:**

This tab would enable clients to register financial information such as credit card and bank account data to enable electronic payment for all County services such as birth and death certificates, property taxes, recording fees, prescriptions, clinic visits, traffic citations, and other fees and costs.

(4) An important aspect of County services to most County clients involves establishing eligibility for State, federal and County social services and health and hospital programs and services. By law, eligibility for these programs generally requires County staff to obtain proof of full-time residency in the County, even if the resident does not have legal status in the United States. Currently, clients must repeatedly provide proof of residency for each program. If the County instituted a County Services Card, both the client and the County would benefit through savings of time and increased completeness and accuracy of client identification and contact information.

(5) All County departments could make entries into the system, but each department could only view its own information, ensuring interdepartmental confidentiality. Only the client could view all information from all County departments. Only the client could authorize disclosure of protected client information, such as permitting Department of Alcohol and Drug treatment

information to be provided to a Valley Medical Center clinic physician treating the client for a medical condition. Such authorization could be client initiated on a real-time basis.

- (6) Personal identification and contact information, such as address, telephone number, email address, Social Security number and Medi-Cal number, would be accessible by all County departments obviating the need for duplicative capture and input by each County department. Because all departments would be verifying and updating the personal profile as new information is provided by the client, all departments would always have access to the most current information. When consolidated and compared, the current departmental client databases have innumerable examples of the same client listed with different or inconsistent address, date of birth, Social Security number and name spelling, probably reflecting the passage of time between when each department obtained the information.
- (7) Departmental client information could also provide valuable client history regarding prior services received, including dates of service and medical record numbers, pharmaceutical allergies, medical conditions, and other important information, by enabling authorized health care professionals to access the Health and Hospital electronic medical record system when necessary for patient care purposes. The medical records tab of the County Services Card could provide the information link to the client's medical records. Access to such information could only be authorized by the patient, and would be documented by the system when authorized.

#### Some of the Benefits of a County Services Card System Include

- More current and complete client addresses, Social Security numbers, Medi-Cal numbers and other personal identification information, since this data would be verified and updated by all County departments at each appointment.
- Reduced error rates on eligibility determinations
- Increased patient revenue due to more accurate billing addresses. (HHS Patient Accounts sends out thousands of bills annually that are returned as undeliverable.)

- Increased child support service establishment of support and collections due to better address information on clients.
- Reduced manual processing of service applications in all departments, resulting in reduced process times and reduced costs of applications as well as reduced vehicular and foot traffic at County facilities.
- Reduced no-shows at clinic appointments throughout HHS hospital and clinic system. HHS clinics are budgeted for 938,618 outpatient visits in FY 2011-12<sup>7</sup>. VMC clinic staff reported they did not have time to call patients to provide appointment reminders, but in some cases used an automated telephone calling system. If the County implemented a County Services Card system, patients with cards could be notified by e-mail to their County Service Card message center and on their County Service Card personal calendar.
- Reduced Failure to Appear (FTA) warrants issued by the courts
- Reduced arrests by law enforcement of persons with FTA warrants due to missed court dates
- Reduced jail time by persons arrested on FTA warrants as a result of missed court dates
- Reduced manual processing of service applications in all departments, resulting in reduced process times and reduced costs of applications as well as reduced vehicular and foot traffic at County facilities.
- Reduced level of program fraud (food stamps, income maintenance, Medi-Cal, etc.)
- Greater convenience for clients to access County services, communicate with County staff, and obtain forms, applications, reports and other documents in electronic format and in a more timely manner.
- Reduced processing time for clients to gain access to all County services, particularly those requiring proof of residency in the application process such as health insurance for children through the County's Children's Health Initiative,

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<sup>7</sup> The FY 2010-11 patient no show/cancellation rate was 17.3 percent in five clinics where this data was audited over a five-month period. The average budgeted cost per visit was \$142. The County cost of missed visits at this rate and cost in FY 2011-12 would be \$23.1 million.

and for adults through the Valley Care insurance program for low income residents of the County.

## IX. Establishment of County Stores

In the County of Santa Clara, residents who want to obtain County services must do it on the County's terms at the times and in the locations that the County dictates, which for the large majority of programs and services is in County facilities on weekdays only and during limited business hours, which is often less than 8 a.m. to 5 p.m., excluding the 12 p.m. to 1 p.m. lunch hour. The FY 2011-12 budget includes 14,917 authorized positions. The estimated number of staff required for a conveniently located County Store in a major shopping mall on a seven-day-per-week basis from about 10 a.m. to 9 p.m. would be about 10 positions working a 4-10 plan. To assess the utilization and benefits of a County Store, a pilot project could be conducted in any of a number of large shopping malls, such as the Eastridge Mall in San Jose, the Great Mall in Milpitas, or the Westfield Valley Fair Mall in Santa Clara. Depending on the County's utilization experience, County stores could be expanded to each of the five districts in the County, bringing convenient access to residents throughout the County.

A County outreach effort through County stores has the potential to generate a significant amount of County business, which is currently less efficiently conducted by residents taking off work and going to County facilities to transact business that could be combined with routine shopping trips on nights and weekends. In addition, a network of County stores would be a major public relations tool for the County to educate the community as to what the County does. Further, the additional benefit of establishing a network of County stores would be the full integration of County residents into a companion County Services Card program, if implemented.

Although most of the programs and services discussed in this report are accessed primarily by the economically needy or lower to middle income County residents, many services more commonly used by middle and upper income residents would now be conveniently available to them as well. County stores equipped with comprehensive computer based County services systems could provide the public with information, forms, applications and on-location electronic filing for virtually every County program. Examples include requests for birth and death records, marriage licenses, assessment appeal applications, building permits, accident reports, voter registration

affidavits, immunization information and locations, payment of property taxes, payment on DOR accounts, reservation of County Park facilities, recording of real property transactions, filing for a home owners exemption, County employment opportunities, animal adoption and shelter hours and location, child adoption and foster care, etc.

The development of a centralized program and service database, including all applicable forms and applications, for purposes of making them available to the public in a centralized facility such as a County Store, would be facilitated by work previously performed by the Management Audit Division. Between FY 2005-06 to FY 2008-09, the Management Audit Division worked with all County departments and the Office of the County Counsel to prepare annual Mandate Studies. The Mandate Studies resulted in an 800-page compendium of all County services that described in detail, each of more than 600 County programs and functions. By updating the program and functional descriptions, and linking to each any applicable forms and applications, a computer based system could be easily developed to enable staff at a County Store to provide such information to residents in need of County services and to assist them with electronic filing of such documents.

Based on the experience reported by staff of the Camden, New Jersey County Store, where over a 15-year period approximately 14.1 percent of County residents annually transact County business, a similar utilization rate by residents of the County of Santa Clara would generate more than 250,000 transactions per year. At this level of utilization, the County Store concept could noticeably reduce the volume of paper forms and applications filed in person at County offices, as well as the volume of vehicular and client traffic in such facilities during normal Monday through Friday business hours. The evidence of this phenomenon is illustrated by the dramatic reduction in voting at polling places that has occurred since the convenience of vote-by-mail became available to all registered voters. In the November 2, 2004 General Election 184,360 votes, or 30.2 percent were cast by mail of 610,145 total votes. Within six years, in the November 2, 2010 General Election 358,438 votes, or 68.5 percent were cast by mail of 523,427 total votes. Consequently, based the experience in Camden County and the impact increasing the convenience of service accessibility can have on client behavior, the County should consider the establishment and implementation of a County Store outreach effort on a pilot basis.

## X. Conclusions

The County of Santa Clara provides direct services to its 1.8 million residents through an organization of about 40 departments with an annual budget of approximately \$4.03 billion. The large majority of County services fall in the areas of social services, health and hospital services, and law and justice services. During FY 2009-10, the social services, health and hospital and law and justice departments separately reported providing services to about 928,050 clients enrolled in 24 different County program databases. However, when combined into a single database, it was determined that 272,668 clients, or 29.4 percent were enrolled in two or more of the 24 databases. Consequently, the FY 2009-10 unduplicated client count, based on the consolidation of all 24 databases, was about 655,382 County clients.

Further, of the 655,382 unduplicated FY 2009-10 County clients, approximately 249,045, or 38 percent, were served by only one County department, while about 406,337, or 62 percent, were served by two or more County departments. As a group, the clients that received services from more than one County program, on average were served by about 2.8 programs. In addition, 595,538, or 90.9 percent of the 655,382 unduplicated clients, were estimated to be residents of the County of Santa Clara, 8.1 percent were residents of other California counties, and 1.0 percent were residents of other states or countries. The 595,538 County residents who were also County clients during FY 2009-10 amount to 31.66 percent of the County population. Simply stated, about one of every three County residents received some form of social service, health and hospital or law and justice services from the County during FY 2009-10. In addition, about 182,945 clients, or 27.9 percent of all FY 2009-10 clients served were family members residing at the same address, and about 472,437 clients, or 72.1 percent were individual clients.

As a result of obtaining and reviewing vital client identification and contact information from the actual FY 2009-10 client databases that included more than one million clients known to 24 separate County programs managed by 15 County departments, it was determined that the completeness and accuracy of these client information databases was inadequate. Not only was 5 percent to 8 percent of the date of birth and address

information missing, and an even higher percent of the Social Security number information missing, much of the client information for the same client was inconsistent when compared from one departmental database to another.

Further, when combined with the inability of County departments to share this basic identification and contact information with other County departments that serve the same clients, all County programs and services are adversely affected. Consequently, the inability to efficiently capture and share basic client identification and contact information internally between County agencies, coupled with limited and slow communication options between County staff and clients, significantly impedes the operational efficiency of County services and programs. However, current federal and State regulations pertaining to virtually all social service, health and hospital programs and most law and justice activities, prohibit the disclosure of personal identification and contact information outside of the specific government program with which an individual is involved, even if the disclosure is to another organization unit within the same government entity. Despite these restrictions, most regulations also permit disclosure if authorized in writing by the client.

The inability of County departments to share client identification and contact information adversely affects the operational efficiency of County programs, increases County costs, and diminishes the quality of services provided to the County's clients, affecting health and hospital, social service and law and justice programs alike. However, significant advancements in computer systems and information and communication technologies present opportunities for proactive client service improvements that were not previously possible. New strategies for the County to enhance public awareness of County services and improve communication between County programs and clients include the establishment of County Stores located in major shopping areas throughout the County, and the implementation of a County Services Card. Both of these proactive outreach strategies have been used in other cities and counties throughout the United States as a result of increased public need for governmental services and the rapid development of consumer based, cost effective electronic information systems.

## XI. Recommendations

It is recommended that the Board of Supervisors direct the County Executive to:

- 1) Develop a County-wide procedure to standardize the registration of clients in all programs operated by the County, and direct all departments to train applicable staff and implement the new procedure as soon as possible. The new procedure should include use of a written client identification/contact information sharing authorization form developed by County Counsel only to be used by County staff for enrollment of clients in County programs and services.
- 2) Develop and implement a County Services Card, including a County website accessible by both County departments (through the CSC number and client name) and clients (through a personal identification number (PIN)) based on the written authorization of clients who choose to obtain a CSC , to enable:
  - Client Demographics:

County departments to input, update and access demographic and personal profile information (name, date of birth, address, Social Security number, telephone number, email address, etc.) (Available to County departments for business purposes only. Access to a County-wide single database of demographic information would substantially improve the accuracy, completeness and timeliness of this important data.)
  - County Services:

Clients to access County services, including all County departments and the programs. Within each program or service area permits, licenses, forms and applications that are available for on-line filing would be accessible. On-line forms would be used to apply for a broad range of services such as cash aid, employment and training, nutrition assistance, child and adult health insurance for low income residents, assessment appeals, building permits, voter registration, homeowner exemptions, birth and death certificates, and a myriad of other County services. Completed forms would be electronically transmitted to the responsible County department. Forms not available for electronic filing could be printed, completed and mailed to the applicable department.



- Client Message Center:

County departments to send messages to clients pertaining to upcoming appointments, meetings, hearings and other events and issues. (Available to County departments to submit messages through add message only access.)

Clients to securely access the County Services website to receive information and messages from County departments and to provide information and messages to County departments.

- Client Calendar:

Clients to view a personal County calendar to schedule and monitor appointments, court dates and meetings with all County departments.

- County Payments:

Clients to register financial information such as credit card and bank account data to enable electronic payment for all County services such as birth and death certificates, property taxes, recording fees, prescriptions, clinic visits, traffic citations, and other fees and costs.

- Client Medical Records/Emergency Contacts:

Clients to record the name and telephone number of his or her physician, any medical allergies, and blood type. This tab could also provide a direct link to the County medical record system of VMC, the Mental Health Department, and other County health records for clients who are also patients of County physicians. The client can also record emergency contact information, including the name, address, telephone number and relationship.

3) Implement a County Store pilot project as described in Section IX, and if successful, develop a network of five County stores in major shopping centers throughout the County to facilitate bringing services to County residents in locations and on days of the week and times of day that are most convenient to County clients<sup>8</sup>.

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<sup>8</sup> One County store would be located within each of the five districts of the County established pursuant to Charter Section 200.

It is recommended that the Board of Supervisors and the County Executive:

- 4) Determine if a Phase 2 Highest Users Study should be conducted to develop more specific client profile information for the highest user clients in specific service areas, such as Valley Medical Center, the Department of Mental Health, the Department of Alcohol and Drug Services, the Department of Employment and Benefit Services, the Department of Aging and Adult Services, and others. The data that was available and obtained for this study was limited to (1) First and Last Name, (2) Address, (3) Date of Birth, and (4) Social Security Number. Some departments advised Management Audit Division staff that a list of the 100 highest users during the fiscal year could be provided to obtain more specific information on the type and extent of services provided to the high user clients, if a Phase 2 study is considered. As an example, the FY 2009-10 CJIC data was the only data provided by departments that included all client activity rather than only an unduplicated list of clients. Consequently, the CJIC data included multiple listings of clients who had more than one arrest or other CJIC event. One client was arrested and booked 37 times during FY 2009-10.

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DPSSSTATS

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Research & Evaluation Operations



Report Welfare Fraud

About Us

DPSS serves a county of 9,818,506 (US Census 2010) million residents, larger in population than 42 states; an area of 4,083 square miles, encompassing 88 cities; and the needs of an ethnically and culturally diverse community.

DPSS has a caseload larger than any other jurisdiction except the States of California and New York and an annual budget of over \$3 billion.

DPSS has a budgeted workforce of more than 13,546 (April 2011) and serves the public at 50 local offices located throughout the County.

Mission Statement

"To Enrich Lives Through Effective and Caring Service"

The Department of Public Social Services (DPSS) serves an ethnically and culturally diverse community through programs designed to both alleviate hardship and promote health, personal responsibility, and economic independence. The Department provides the following benefits and services to low-income residents of Los Angeles County.

- Temporary financial assistance and employment services for families and individuals.
• Free and low-cost health care insurance for families with children, pregnant women and aged/blind/disabled adults;
• Food benefits for families and individuals;
• In-home services for elderly and disabled individuals; and
• Financial assistance and advocacy for federal disability benefits for disabled individuals.

These services are provided locally throughout the many communities that comprise Los Angeles County.

Services Locator

Find the LA County services and facilities that serve your area...

Enter Address, City, or Zip

Social Services

Find Services

Hotline Numbers

Child Abuse 1-800-540-40

Civil Rights Complaint (56)

Domestic Violence 1-800-4

Elder Abuse 1-877-477-36

Safely Surrender Baby 1-8

Welfare Fraud 1-800-349-4

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# YOUR BENEFITS NOW-CUSTOMER ON-LINE ACCOUNTS



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Los Angeles County  
Department of Public Social Services

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<p><b>What is YourBenefitsNow!</b></p> <p>YourBenefitsNow! is a web site for Los Angeles County Residents to apply for and to view their benefits online. Click any of the navigation links in the center panel to get started.</p> <p>Currently, YourBenefitsNow! supports CalWORKS, CalFresh, and MediCal applications.</p>	<p><b>What would you like to do?</b></p>  <p style="text-align: center;"><b><u>Click Here to Apply for Benefits</u></b></p>	<p><b>Resources</b></p> <p><a href="#">Other County Services</a>  <a href="#">DPSS Program Information</a>  <a href="#">Contact DPSS</a>  <a href="#">California Department of Social Services</a>  <a href="#">Report Fraud</a>  <a href="#">LA County Helps</a>  <a href="#">EBT Client Website</a>  <a href="#">Department of Health Care Services</a>  <a href="#">Register To Vote</a>  <a href="#">State Medical Application</a></p>
<p><b>Am I Eligible for Benefits?</b></p> <p>Would you like to see if you are eligible?  <a href="#">Click Here</a>  <a href="#">District Addresses and Hours of Operations</a></p>	<p><b>New User?</b>  <a href="#">Create a new account</a></p> <p><b>Forgotten Password?</b>  <a href="#">Reset a PIN or password</a></p> <p><b>Case Information</b>  <a href="#">View your existing case information</a></p>	<p><b>Current Users</b>  <a href="#">Login to your account</a></p> <p><b>Benefits</b>  <a href="#">View your existing benefits</a></p> <p><b>Worker Information</b>  <a href="#">View information about your case worker</a></p>
<p><b>Announcements</b></p>  <p style="text-align: center;"><b>Welcome</b> to the Department of Public Social Services</p>		

# OPENING AN ON-LINE ACCOUNT



Los Angeles County

## Department of Public Social Services

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### What is YourBenefitsNow!

YourBenefitsNow! is a web site for Los Angeles County Residents to apply for and to view their benefits online. If you already have a case and have a 10-digit customer ID and 6-digit customer PIN, you can apply for benefits or view your case information without registering for a new account.

Please enter a username

Please enter a password

Confirm your new password

Please select a security question

Please enter your answer here

Please select a second security question

Please enter your answer here

Do you already have a Case with DPSS?

Yes  No

Image Verification:



Click here for a new image.

\* Please type the characters from the image above in this box.

Register Now

### Register Your Account

YourBenefitsNow! is a web site for Los Angeles County Residents to apply for and to view their benefits online. If you already have a case and have a 10-digit customer ID and 6-digit customer PIN, you can apply for benefits or view your case information without registering for a new account.

Please enter a username

Please enter a password

Confirm your new password

Please select a security question

Please enter your answer here

Please select a second security question

Please enter your answer here

Do you already have a Case with DPSS?

Yes  No

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Register Now

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- [DPSS Program Information](#)
- [Contact DPSS](#)
- [California Department of Social Services](#)
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This is a Los Angeles County computer system. Unauthorized access or use of this computer system, including attempting unauthorized access and copying, altering, destroying, or damaging its data, programs or equipment may subject violators to criminal and/or civil prosecution, and/or administrative action.

User ID

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MY DPSS

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November 2011						
Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
30 • 10:00 AM Health & Nutrition Mobile Office - 99 Ranch Market Outreach Event • 10:00 AM Health & Nutrition Mobile Office - 99 Ranch Market Outreach Event	31 • 09:00 AM Health & Nutrition Mobile Office - Metro North Worksource Center	1 • 10:00 AM Santa Monica College Job Fair	2	3	4	5
6 • 10:00 AM Health & Nutrition Mobile Office - 99 Ranch Market Outreach Event	7	8 • 09:00 AM Health & Nutrition Mobile Office - Outreach Event	9	10 • 02:00 PM GR Restructuring Steering Committee Meeting	11 • 12:00 AM Veterans Day	12
13	14 • 09:00 AM Health & Nutrition Mobile Office - Outreach Event	15	16 • 09:00 AM Health & Nutrition Mobile Office - Outreach Event	17	18 • 09:00 AM Health & Nutrition Mobile Office - Outreach Event	19 • 10:00 AM Health & Nutrition Mobile Office - Watts Farmers Market
20	21	22	23	24 • 12:00 AM Thanksgiving Day	25 • 12:00 AM Thanksgiving	26
27	28 • 09:00 AM Health & Nutrition Mobile Office - Outreach Event	29	30	1	2	3
4	5	6	7	8 • 09:00 AM GR Restructuring Leadership Team Meeting	9	10 • 10:00 AM KYCC's Holiday Carnival

[Event List](#)

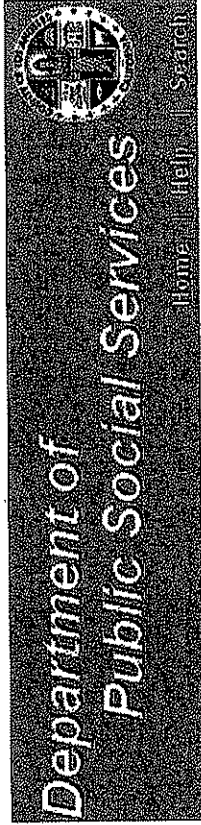
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[Office Locations](#)

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[Contract Services](#)

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[IT Security](#)

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[Reports & Applications](#)

[Your Benefits Now](#)

The Department of Public Social Services (DPSS) serves an ethnically and culturally diverse community through programs designed to both alleviate hardship and promote health, personal responsibility, and economic independence. The Department provides the following benefits and services to low-income residents of Los Angeles County:

- Temporary financial assistance and employment services for families and individuals.
- Free and low-cost health care insurance for families with children, pregnant women and aged/blind/disabled adults;
- Food benefits for families and individuals;
- In-home services for elderly and disabled individuals; and
- Financial assistance and advocacy for federal disability benefits for disabled individuals.

These services are provided locally throughout the many communities that comprise Los Angeles County.

**Volunteer Services**

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








































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Application Category: All		columns	List	Select
 <a href="#">Acronym Database</a>	 <a href="#">Appeals and State Hearings Tracking System</a>			
 <a href="#">CSBG Report Management System</a>	 <a href="#">Domestic Violence On-Line Invoice System</a>			
 <a href="#">DPSS News</a>	 <a href="#">DPSS Portal</a>			
 <a href="#">MAPPS</a>	 <a href="#">Medi Cal Express Enrollment Tracking System (LAUSD)</a>			
	 <a href="#">Child Care Search</a>			
				
				
				
				
				
				
				

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- General Relief
- General Relief Opportunities for Work
- Greater Avenues for Independence
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- In Home Supportive Services
- LA LINK
- Refugee Employment Program
- Restaurant Meals
- Specialized Supportive Services
- Supplemental Security Income Assistance Program

Cash Assistance

**CalWORKs**

CalWORKs provides temporary financial assistance and employment focused services to families with minor children who have income and property below State maximum limits for their family size.

**Cash Assistance Program for Immigrants**

CAPT provides cash to certain aged, blind, and disabled legal non-citizens ineligible to supplemental Security Income/State Supplemental Payment due to their immigration status. Participants may be eligible for Medi-Cal, In-Home Supportive Services and/or Food Stamp benefits.

**Electronic Benefit Transfer**

The Golden State Advantage Card was implemented in 2004 as a new way of accessing your Cash and/or CalFresh.

**General Relief**

GR provides temporary cash aid to indigent adults and certain sponsored legal immigrant families who are ineligible for federal or State programs.

**Supplemental Security Income Assistance Program**

SSIAP assists physically and mentally disabled General Relief participants with the initial SSI application process. SSIAP focuses on obtaining an early SSI approval for GR participants who appear to meet SSI eligibility criteria.

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**Services Locator**

Find the LA County services and facilities that serve your area...

Enter Address, City, or Zip Code

Social Services

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**Hotline Numbers**

Child Abuse 1-800-540-4000

Civil Rights Complaint (562) 908-8601

Domestic Violence 1-800-978-3600

Elder Abuse 1-877-477-3646

Safely Surrender Baby 1-877-222-9723

Welfare Fraud 1-800-349-9970

**Your Benefits Now!**

**Apply On Line**



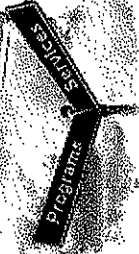
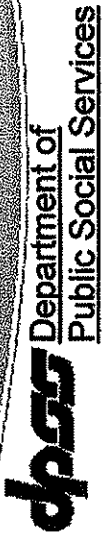
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Cash Assistance

**Food and Nutrition**

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**CalFresh**  
CalFresh was established to improve the nutrition of people in low-income households. It does that by increasing their food-buying power, so they are able to purchase the amount of food their household needs. CalFresh benefits are used instead of money at the grocery store.

**Electronic Benefit Transfer**  
The Golden State Advantage Card was implemented in 2004 as a new way of accessing your Cash and/or CalFresh.

**Restaurant Meals**  
Allows homeless, disabled, and elderly (age 60 and over) receiving CalFresh benefits to use their Golden State Advantage (EBT) cards to purchase meals from participating restaurants.

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- Elder Abuse 1-877-477-3646
- Safety Surrender Baby 1-877-222-9723
- Welfare Fraud 1-800-348-9970

**Your Benefits Now!**

**Apply On Line**



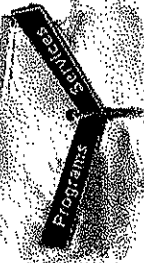
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Health Care Program and Service Categories:  
 Children and Youth,  
 Pregnant Women,  
 Families,  
 Aged/Blind/ Disabled, Adults,  
 Special Health Problems,  
 Immigrants

In Home Supportive Services  
 IHSS helps pay for services provided to eligible persons who are 65 years of age or over, or legally blind, or disabled adults and children, so they can remain safely in their own homes. IHSS is considered an alternative to out-of-home care such as nursing homes or board and care facilities.

Medi-Cal Estate Recovery  
 Medi-Cal program pays for medical care for some people whose savings and income are too low for them to be able to pay for their own care. Those people, in turn, may be required to pay the medical care costs back to Medi-Cal from what they owned when they died. The amount repaid can then be used to pay for care for others who need it.

We've Got You Covered Guide  
 This Guide contains information about many free and low-cost health care services and programs for residents of Los Angeles County. These are health programs to cover the needs of everyone, regardless of age, race, or immigration status. We have programs for pregnant women, children, adults, families, and persons who are blind, disabled, or age 65 or older.

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Services Locator

Find the LA County services and facilities that serve your area...

Enter Address, City, or Zip Code

Social Services

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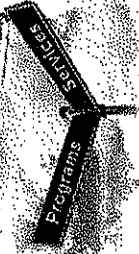
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**Greater Avenues for Independence**  
GAIN helps CalWORKs participants prepare for and find employment. Services include job finding workshops, supervised job search, vocational assessment, remedial education, vocational skills training, and work experience. Post employment services are also available to help employed participants retain their jobs, work toward a better one, and ultimately move to financial independence.

**General Relief Opportunities for Work**  
GROW provides employment and training services to help employable General Relief (GR) participants obtain jobs and achieve self-sufficiency. Participants are assigned to a GROW Case Manager who will work with them to achieve their employment goals.

**LA LINK**  
Brings businesses and skilled individuals together. Whether you're a business seeking staffing solutions or an individual searching for a rewarding job opportunity, we have the dedication, experience and skills to meet your individual needs.

**Refugee Employment Program**  
REP provides outreach, case management, and placement services to refugees.

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Social Services

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Hotline Numbers

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- Civil Rights Complaint (562) 908-8501
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- Elder Abuse 1-877-477-3646
- Safely Surrender Baby 1-877-222-9723
- Welfare Fraud 1-800-348-9970

Your Benefits Now!

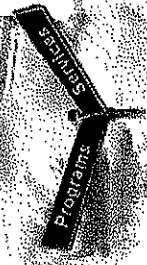
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<a href="#">Supplemental Security Income Assistance Program</a>

Cash Assistance    Food and Nutrition    Health    Job Programs    **Community Services**

**Child Care**

This site will guide you on what things you should look for, and on the questions you should ask when searching for a child care provider for your child.

**Emergency Management**

DPSS is designated as the Los Angeles County Operational Area Branch Coordinator for Care and Shelter. DPSS is the Operational Area liaison with private, not-for-profit human services agencies, including community based organizations. DPSS is also the Operational Area liaison with the grocery industry.

**Commission for Public Social Services**

The PSS Commission is a 15-member body of public-spirited, private citizens who are knowledgeable and interested in the area of public welfare. They meet monthly to discuss, examine and evaluate public welfare issues and the programs and operations of the Department. All meetings are open to the public.

**EITC**

The EITC Campaign is a county wide collaboration between various government agencies, non-profit organizations, community and faith based organizations, and private industry with the goal of raising awareness of the EITC and increasing the economic well being among Los Angeles County residents. To find out where to receive free tax services, sign up to volunteer, and learn more about the EITC Campaign.

**Toy Loan**

This program is a free service which allows children to borrow toys from a Toy Loan Center in the same manner in which they borrow books from the public library.

**VITA**

DPSS provides free tax preparation during the tax season for CalWORKS, Medi-Cal and Food Stamp participants with reported earnings through the Volunteer Income Tax Assistance (VITA) program. The VITA program assists low-income families and individuals with free and reliable income tax assistance including tax preparation, Earned Income Tax Credit (EITC), Child Tax Credit (CTC), and financial literacy materials.

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- Civil Rights Complaint (562) 908-9501
- Domestic Violence 1-800-978-3600
- Elder Abuse 1-877-477-3846
- Safety Surrender Baby 1-877-222-9723
- Welfare Fraud 1-800-349-9970

**Your Benefits Now!**

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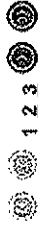
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Authorization to Perform a Wedding

Beach Permit

Building Permit

Business - Fictitious Name

Business License

Child Support

Community Business Enterprise Program

Deputy Registrar Training

Film Permit

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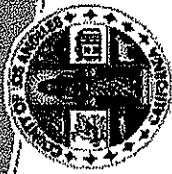
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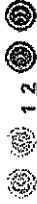
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Suggested Links

# County of Santa Clara


Office of the County Executive

County Government Center, East Wing  
70 West Hedding Street  
San Jose, California 95110  
(408) 299-5105



January 11, 2012

TO: Roger Mialocq  
Harvey Rose Accountancy Corporation

FROM: Gary A. Graves   
Chief Operating Officer

SUBJECT: Response to Special Study of the Highest Users of County Services

I have reviewed the Special Study of the Highest Users of County Services and appreciate the effort you and your staff put into this report. I believe developing a better understanding of the circumstances surrounding these users and how to more efficiently address their needs is a very important challenge for this county to address. This question becomes increasingly important as we grapple with how to provide essential services to our constituents with fewer and fewer resources.

I have consulted, albeit briefly, with the Social Services Agency (who has completed a formal response), the Health and Hospital System, the Information Services Department and County Counsel in order to construct this response. In general, we appreciate the identification of "best practices" and innovative ideas that are being tested in other communities. Our greatest concern at this juncture is the bandwidth of our departments, especially ISD, in being able to evaluate and implement these initiatives. As you are aware, ISD staff has been fully engaged in a transformation process to improve governance and the management of the many projects that are currently underway. This evaluation has been necessary due to our increasing dependence on technology to keep up with service demands and the fact that we have reduced our ISD staff by nearly 25% over the past 10 years. We are in the process of prioritizing the work that needs to be done and it would make sense to include the initiatives identified here in that analysis. As the demand increases for essential services in the community and resources continue to remain stagnant, we have come to realize that we cannot address every issue that is identified with our current resources and we have to be realistic in terms of what can reasonably be accomplished.

With that said we believe that Recommendation 1 is a logical suggestion based on the barriers that were encountered in accessing information for this study. Due to the sensitive nature of client information, recommendations 1, 2, and 3 need to be analyzed by those departments that would be affected along with ISD and County Counsel to determine what issues need to be addressed in creating a system like the one you suggest. It is important to recognize, as is pointed out in the SSA response, that currently many forms and databases are mandated by the State and Federal governments already. It will be important to determine how the concept of creating a standardized registration of clients in all programs operated by the county would impact workload and duplication of effort and how privacy issues would be impacted by this suggestion.

Recommendation 2 – Develop and implement a County Services Card – this again is an interesting initiative but one that carries with it many difficult questions. Privacy and confidentiality issues will be very important to understand as it relates to the creation of this new form of ID card. The technological support will be substantial and once again it will be important to determine the cost/benefit of dedicating significant resources for this kind of initiative.

Another important question would be to determine how this database would interact with the new EPIC data base. We have committed substantial resources to the EPIC implementation that is very important to the future success of the entire Health and Hospital System. Although the idea of a single data base makes sense, it does not rise to the priority of assuring a successful EPIC implementation. The amount of time and effort required to study this concept and map out the implementation would be significant at a time when many of those same resources are going to be dedicated to EPIC.

In terms of a health care system, it is unclear if this would be a duplication of EPIC. Would the single data base be considered a medical record? Does it make sense to have two systems that would be collecting similar information and could it result in discrepancies that might create confusion among users. Since the County is a covered entity it has to comply with all HIPAA privacy and security requirements. This aspect would require a significant allocation of resources to determine how we would address these important issues.

Recommendation 3 – Implement a County Store – once again this is an interesting idea that requires additional analysis and study. Although this has been tried in other jurisdictions, every community is different and it would be important to have enough market and focus group data to assure how a new, and possibly expensive initiative would be received by the public. Once again this becomes an issue of priority and whether we should dedicate resources to study this new idea being implemented in Santa Clara County.

Recommendation 4 – Determine if a Phase 2 Highest Users Study should be conducted to develop more specific client profile information for highest user clients in specific service areas such as VMC, Mental Health, DADs. It is clear that the county could benefit from additional study of these clients since they do access county services in a manner very unlike the average citizen. There are efforts underway to look at higher user clients that frequent the Emergency Room, to better identify alternate proactive and less expensive services that the County can provide to reduce costs and provide more beneficial care. Where the larger effort would fit into the overall list of county priorities/Harvey Rose priorities is a question that needs to be discussed among stakeholders and the Board.

### **Conclusion**

It is important to consistently question if there are new and innovative ways to deliver services. At the same time we must also develop the data standards, and systems and methodologies to measure how we are doing. After 10 years of deficits we must also have the wisdom to step back and make sure that we are focusing scarce resources on initiatives that we are confident will work and provide improvements in service not duplication or additional work for employees that are already straining to get the job done. Establishing a focus on priorities and allocating appropriate resources, the County can be more successful to move towards providing better, more accessible services.

The ideas presented in this report are worthy of consideration but before significant efforts goes into studying them, a policy level evaluation is needed to determine if that is a course of action the Board wants to take.

**County of Santa Clara**  
Social Services Agency




333 West Julian Street  
San Jose, California 95110-2335

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December 27, 2011

To: Roger Mialocq

From: Mary Shamouel 

Cc: Luke Leung  
Gina Sessions  
Nancy Goodban

Subject: SSA Response to Special Study of the Highest Users of County Services

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Thank you for the opportunity to review and respond to the *Confidential Draft Report, Special Study of the Highest Users of County Services* dated November 15, 2011.

We appreciate the attention and the amount of data gathered that went into the review and analysis of county customer data across many departments that for most part share the same client's base. Below is our response to each of the recommendations you thoughtfully outline in this report. Overall, we agree with many of the recommendations, and several recommendations represent current Agency directions that we have undertaken that mirror your recommendations.

For your convenience, I have provided our response based the order of recommendations listed below:

It is recommended that the Board of Supervisors direct the County Executive to:

- 1) Develop a County-wide procedure to standardize the registration of clients in all programs operated by the County, and direct all departments to train applicable staff and implement the new procedure as soon as possible. The new procedure should include use of a written client identification/contact information sharing authorization form developed by County Counsel only to be used by County staff for enrollment of clients in County programs and services.

Board of Supervisors: Mike Wasserman, George Shirakawa, Dave Cortese, Ken Yeager, Liz Kniss  
County Executive: Jeffrey V. Smith

*We trust County Counsel will ascertain how and what processes need to be in place to achieve this goal. In addition, it is necessary to take into account current mandated application forms and databases to ensure that we do not impose new requirements that would result in additional data entry for employees. For example, SSA client databases include CalWIN for public assistance programs, along with state-mandated application forms. Child abuse reports are also taken on a state mandated form and entered into a statewide database.*

- 2) Develop and implement a County Services Card, including a County website accessible by both County departments (through the CSC number and client name) and clients (through a personal identification number (PIN)) based on the written authorization of clients who choose to obtain a CSC, to enable:

- Client Demographics:

County departments to input, update and access demographic and personal profile information (name, date of birth, address, Social Security number, telephone number, email address, etc.) (Available to County departments for business purposes only. Access to a County-wide single database of demographic information would substantially improve the accuracy, completeness and timeliness of this important data.)

*A county service card that can be a replacement for example of county library card may be feasible to many customers who seek county services. It is important that this remain voluntary, as it may raise privacy concerns for many residents. Confidentiality issues will also need to be identified and addressed with regard to the information stored as well as authority to access the stored information for each resident, as there are separate statutory requirements for confidentiality among health care, social services, and drug and alcohol programs. It is also important for the County to be clear on what uses the amassed data will serve. This concept should be thought through with Client Advocates as well as county stakeholders.*

*Revamping our public facing internet by developing client portal for requesting services and or making payments is a good idea. Social Services clients who seek medical, food assistance (CalFresh), cash aid, etc. already have the means to apply on line or to receive information. Benefits CalWin is an online application developed for the CalWin counties and is currently available online for all county applicants and recipients of aid. Furthermore these clients can receive information and case status information via the IVR that will require a PIN for accessing their information.*

- 3) Implement a County Store pilot project as described in Section IX, and if successful, develop a network of five County stores in major shopping centers throughout the County to facilitate bringing services to County residents in locations and on days of the week and times of days that are most convenient to County clients.

*Having such presence in the public is a good idea especially if the stores are strategically placed where the potential customer traffic is such that they can be successful. Also, I would suggest placing booths in our libraries to provide such services as well. The assumptions are that these stores will be cost neutral, offering fee-generation opportunities such as licensing. It is also assumed that the "mix" of county services available in the "store" would be such that it has broad based usefulness and appeal.*

It is recommended that the Board of Supervisors and the County Executive:

- 4) Determine if a Phase 2 Highest Users Study should be conducted to develop more specific client profile information for the highest user clients in specific service areas, such as Valley Medical Center, the Department of Mental Health, the Department of Alcohol and Drug Services, the Department of Employment and Benefit Services, the Department of Aging and Adult Services, and others. The data that was available and obtained for this study was limited to (1) First and Last Name, (2) Address, (3) Date of Birth, and (4) Social Security Number. Some departments advised Management Audit Division staff that a list of the 100 highest users during the fiscal year could be provided to obtain more specific information on the type and extent of services provided to the high user clients, if a Phase 2 study is considered. As an example, the FY 2009-10 CJIC data was the only data provided by departments that included all client activity rather than only an unduplicated list of clients. Consequently, the CJIC data included multiple listings of clients who had more than one arrest or other CJIC event. One client was arrested and booked 37 times during FY 2009-10.

*Further study is warranted. Identifying the small subset of residents who make disproportionate use of county services (for example, a resident with multiple arrests, multiple mental health episodes, etc.) would allow service departments to identify those who may be falling through the cracks and develop a coordinated services strategy.*

*One way to approach a "Phase II" would be to have County Departments that are service providers develop a set of cross systems questions that would be useful to answer through a combined database. There are some service utilization questions that would be*



*helpful to know even on an annual analysis of de-identified data. This sort of systems analyses can be useful in developing budgeting priorities and has less potential for investing large efforts into minimally useful outputs.*