

**FACTFINDING PROCEEDINGS
PURSUANT TO THE MEYER-MILIAS-BROWN ACT**

COUNTY OF SACRAMENTO,

Public Agency,

and

UNITED PUBLIC EMPLOYEES,

Exclusive Representative.

PERB CASE NO. SA-IM-262-M

FACTFINDING REPORT AND
RECOMMENDATIONS FOR
SETTLEMENT

(October 2, 2026)

Chairperson:

Shawn P. Cloughesy, Arbitrator

Public Agency
Panel Member:

Jennifer Saetern, Division Manager of
Operations
Department of Human Assistance
County of Sacramento

Exclusive Representative
Panel Member:

Stephanie McCall, UPE Governing Board,
Human Services Specialist

Representatives for the
Public Agency:

Jerry Camous, Labor Relations Officer
Jamie Jackson, Program Manager
Veronica Hamel, CalSAWS Human Services
Program Planner
Department of Human Assistance
County of Sacramento

Representatives for the
Exclusive Representative:

John Bonilla, Business Agent
Nicole Gorman, UPE Governing Board,
Human Services Specialist

PROCEDURAL BACKGROUND

On August 27, 2026, the United Public Employees (UPE) filed a request for factfinding pursuant to the Meyers-Milias-Brown Act (MMBA) with the Public Employment Relations Board (PERB) regarding the County of Sacramento's (County's) intent to assign duplicate person records identified on the County Duplicate Impact List (CDIL) to Human Services Specialists (HSS) for reconciliation/resolution within the County Department of Human Assistance (DHA or Department). UPE's request included its August 27, 2026 Declaration of Impasse which, in effect, stated that UPE and the DHA could not come to an agreement regarding the assignment of work of the duplicate person records identified in the CDIL. Specifically, the declaration of impasse stated in pertinent part:

"UPE held firm on the fact that [CDIL duplicate person records reconciliation] is not a duty that should fall on eligibility staff and gave examples from multiple [c]ounties in the state of California that were not using eligibility workers^[1] to clear this list. Furthermore, the Department had been using [Human Services] Program Specialists,^[2] who earn a much higher salary, to perform these duties.

"To conclude the meeting on August 6, 2026, UPE made a list of proposals that included a [five percent] differential for performing duties outside the scope of eligibility [workers], and when [UPE] reconvened on August 27, 2026, the Department rejected it. Because the [r]epresentatives of the [Department] were not willing to move, and a

¹ Eligibility worker is a term synonymously used for employees within the HSS class specification.

² The Human Services Program Specialists (Program Specialists) are a classification within another bargaining unit, the Welfare Supervisory Unit, and represented by the Service Employees International Unit, Local 1021.

future meeting would not be productive, UPE declared impasse on August 27, 2026..³

On August 28, 2026, PERB approved UPE's factfinding request. On August 31, 2026, the parties notified PERB that they had selected the undersigned as the factfinding panel chairperson (Chair) and the parties selected their factfinding panel members. On September 3, 2026, PERB notified the undersigned that he had been selected as the Chair.

On September 11, 2026, the Chair held an organizational meeting where the agenda of the factfinding proceeding, factfinding proceeding date, options for closing arguments, and issuance date of the factfinding report and recommendation(s) for settlement (factfinding report) were discussed. The parties agreed that the factfinding proceeding would be scheduled for September 18, 2026, and the factfinding report would be issued by October 2, 2026.

The factfinding proceeding was held and concluded on September 18, 2026. Both parties presented opening statements, exhibits surrounding the issue(s) in dispute, and verbal closing arguments.

After the factfinding proceeding, on September 18, 2026, the Chair requested that the classification specification for the Human Services Supervisor (Supervisor) classification be provided to the factfinding panel. Neither party objected to the request, and the Chair and the panel were provided with the document on

³ This section of the impasse request is quoted as it succinctly summarizes the argument of UPE in this matter.

September 19, 2026. The factfinding proceeding was submitted to the Chair for the issuance of a factfinding report as of that date.

STATEMENT OF THE ISSUE(S)

The Department proposed implementing the assignment of duplicate person records identified on the CDIL to HSS's for reconciliation/resolution. UPE countered that the identified assigned work should be distributed to the Program Specialists or another classification, or in the alternative, that the Department should compensate HSS's who performed such out-of-class work with a pay differential. Subsequent to UPE's counterproposal, the County submitted a responsive proposal which did not include UPE's pay differential proposal as it believed the proposed work to be within the existing scope of duties of the HSS.⁴ The factfinding panel was to consider and evaluate the County's proposal, UPE's objection/counter-proposal, and the County's responsive proposal pursuant to the criteria set forth in Government Code section 3505.4, subdivision (d)(1) through (8).

STATUTORY CRITERIA

Government Code section 3505.4, subdivision (d) sets forth the statutory criteria that factfinders shall "consider, weigh, and be guided by" in arriving at findings and recommendations and provides:

⁴ Almost the entirety of the factfinding proceeding focused on whether HSS's should receive a five percent pay differential for performing duties which UPE contended fell outside the scope of duties of the HSS classification.

- “(1) State and federal laws that are applicable to the employer.
- “(2) Local rules, regulations, or ordinances.
- “(3) Stipulations of the parties.
- “(4) The interests and welfare of the public and the financial ability of the public agency.
- “(5) Comparison of the wages, hours, and conditions of employment of the employees involved in the factfinding proceeding with the wages, hours, and conditions of employment of other employees performing similar services in comparable public agencies.
- “(6) The consumer price index for goods and services, commonly known as the cost of living.
- “(7) The overall compensation presently received by the employees, including direct wage compensation, vacations, holidays, and other excused time, insurance and pensions, medical and hospitalization benefits, the continuity and stability of employment, and all other benefits received.
- “(8) Any other facts, not confined to those specified in paragraphs (1) to (7), inclusive, which are normally or traditionally taken into consideration in making the findings and recommendations.”

FINDINGS OF FACT

Background

UPE is the exclusive representative of the County’s Welfare Non-Supervisory bargaining unit of employees, which includes the employees within the classification of HSS.⁵ UPE and the County have an existing Memorandum of Understanding (MOU)

⁵ Approximately 900 HSS’s work for the DHA.

with a term period of August 24, 2025 through June 30, 2028 (2025-2028) for the Welfare Non-Supervisory bargaining unit.

The DHA administers public assistance benefits and basic employment services in governmental programs, such as Medi-Cal,⁶ CalFresh⁷ and CalWORKs,⁸ to eligible applicants who apply for such benefits/services with DHA. The eligibility of such applicants is determined by employees within the HSS classification. HSS employees are supervised by Human Services Supervisors (Supervisors).

2025-2028 MOU between UPE and the County

The 2025-2028 MOU for the Welfare Non-Supervisory Unit provides in pertinent part the following sections:

“Article 2 – Union Rights

“[¶ . . . ¶]

“2.10. Meet and Confers

“Where the County is required under Government Code 3500 *et. seq.* to provide notice prior to making negotiable changes impacting bargaining unit members, the County will provide such notice to UPE. UPE will

⁶ The Medi-Cal program is primarily found in Welfare and Institutions Code section 14000 *et seq.*, and the program provides health care benefits to those who lack sufficient income.

⁷ The CalFresh program is primarily found in Welfare and Institutions Code section 18900 *et seq.*, and is California's implementation of the federal Supplemental Nutrition Assistance Program (SNAP)—formerly referred to as food stamps.

⁸ The CalWORKs program is also known as the California Work Opportunities and Responsibilities to Kids Act and is set forth in Welfare and Institutions Code section 11200 *et seq.*, and the program is California's implementation of the federal Temporary Assistance for Needy Families plan. (Welfare and Institutions Code section 11203.)

have 14 days to demand to meet and confer over the topic. Failure by UPE to make a demand within 14 days will constitute a waiver of any right to meet and confer over the topic.

“[¶ . . . ¶]

“Article 3 – County Rights

- “a. All County rights and functions, except those which are expressly abridged by this Agreement, shall remain vested with the County.
- “b. The rights of the County include, but are not limited to, the exclusive right to determine the mission of its constituent departments, . . . train, direct and assign its employees; . . .

“[¶ . . . ¶]

“Article 7 - Wages

“[¶ . . . ¶]

“7.8 Special Pay Allowances

“[¶ . . . ¶]

- “c. HSS Training Unit Differential: Employees in the class of Human Services Specialist who are assigned to the Training Specialized Unit shall receive a pay differential of five percent (5%) of the employee's established hourly rate. This differential shall be paid only for the time the employee is assigned to perform the duties in the Training Unit. . . .^[9]

“[¶ . . . ¶]

“[¶ . . . ¶]

⁹ MOU section 7.8 c. is included in the quoted MOU sections as UPE advocated that it demonstrated in the past that the County and UPE agreed to compensate its represented employees for their performance of out-of-class duties. The duty of “training” HSS’s was primarily included in the Supervisor classification specification.

“Article 19 – Discipline and Discharge

“[¶ . . . ¶]

“19.5. Cause for Disciplinary Action

“No disciplinary action shall be taken against a permanent employee without good cause. ‘Good cause’ is defined as any facts which, based on relevant circumstances, may be reasonably relied on by the appointing authority in the exercise of reasonable discretion as a basis for disciplinary action. ‘Good cause’ includes, but is not limited to:

“[¶ . . . ¶]

“b. Incompetency.

“c. Inefficiency.

“d. Inexcusable neglect of duty.

“[¶ . . . ¶]”

(Emphasis added.)

County Classification Specifications for the HSS, the Supervisor and Program Specialist

The County classification specification for the HSS classification provides in pertinent part:¹⁰

“**Definition**

“Under general supervision, performs duties in the provisions of public assistance benefits and/or basic employment services to customers and

¹⁰ The most recent revision of the HSS class specification was February 2, 2020, which was prior to the implementation of CalSAWS (California Statewide Automated Welfare System) statewide program.

facilitates referrals to available resources, and/or applies regulations and procedures to determine eligibility for one or more public assistance programs. Interfaces and coordinates with other department staff to provide customer services or to provide or clarify information.

“[¶ . . . ¶]

“Examples of Duties, Knowledge, and Abilities

“Duties may include, but are not limited to, the following:

“[¶ . . . ¶]

- “● Generates caseload and compliance reports to verify participation compliance and to identify any issues in assigned cases. Researches and troubleshoots case issues, takes appropriate action as necessary.

“[¶ . . . ¶]

- “● Processes inter-county transfers when customers move into or out of Sacramento County.
- “● Performs related duties as assigned.

“EMPLOYMENT STANDARDS

“[¶ . . . ¶]

“Ability To:

“[¶ . . . ¶]

- “● Review output from State automated systems and determine when information is incorrect

“[¶ . . . ¶]

- “● Compile various records and information accurately; evaluate the accuracy of information”

(Emphasis added.)

The County classification specification for the Supervisor classification provides in pertinent part:¹¹

“Definition

“Under direction, supervises, assigns, reviews, and monitors the work of staff responsible for the provision of customer social services and/or determinations and/or review of eligibility and benefit levels for one or more categories of public assistance, either through direct supervision of staff, or indirectly through program planning, administration and evaluation; ensures work quality and adherence to established policies and procedures; and performs the more complex tasks relative to the assigned area of responsibility.”

“Examples of Duties, Knowledge, and Abilities

“[¶ . . . ¶]

“Duties may include, but are not limited to, the following:

“[¶ . . . ¶]

- “● Develops, administers, and/or coordinates staff training in accordance with established policies and procedures; prepares training materials; evaluates training effectiveness.
- “● Reviews cases, identifies and assesses errors made by staff to determine if they are situational or due to gaps in knowledge, provides feedback and training as appropriate.

“[¶ . . . ¶]

¹¹ The most recent revision of the Supervisor class specification was November 10, 2019, which was prior to the implementation of CalSAWS.

- “• Interprets, explains, and applies rules, regulations, laws, policies, and procedures to customers and the public, and provides training to staff individually and in group conference.

“[¶ . . . ¶]

- “• Performs the more technical and complex tasks of the work unit, . . .

“[¶ . . . ¶]”

(Emphasis added.)

The County classification specification for the Program Specialist classification provides in pertinent part:¹²

“Definition

“Under direction performs analytical, evaluative, coordinative and/or conceptual staff work in the planning, development and/or administration of human services programs.

“Distinguishing Characteristics

“The Human Services Program Specialist is the journey level class in the Human Services Program series. Incumbents in this class perform complex analytical and/or coordinative staff work in the administration of existing financial assistance or human services programs.”

According to the class specifications, the HSS monthly earns from \$4,786.74 to \$6,575.46, the Supervisor earns from \$7,361.94 - \$8,948.82, and the Program Specialist earns from \$8,532.96 to \$10,370.40. The top step Supervisor earns

¹² The most recent revision of the Program Specialist class specification was October 19, 2025, which was after the implementation of CalSAWS.

approximately 36 percent more than the top step HSS monthly salary. The top step Program Specialist earns approximately 57 percent more than the top step HSS monthly salary.

Pre-October 2023 Duplicate Records Issues

Before October 2023, DHA and its employees, along with other counties, utilized a public assistance database system called CalWIN¹³ for purposes of processing, managing, determining, and recording an applicant's/recipient's claim for public assistance benefits and services. The HSS used the CalWIN system to input data from applicants/recipients to determine eligibility, receipt, and continuation of public assistance benefits and services.

Unfortunately, the CalWIN database system had duplicate records regarding the same applicant/recipient. These duplicate records of the same applicant usually had CWIN numbers¹⁴ that needed to be rectified or reconciled. Therefore, DHA had a need to resolve these duplicate records in order to have an accurate record and maintain the integrity of the database system. Two separate and somewhat specialized units within DHA, the Time on Aid (TOA) unit¹⁵ and the two Inter-County

¹³ California Welfare Information Network.

¹⁴ The parties also referenced CIN (Client Identification Numbers) numbers within CalWIN. In order to simplify matters, the Chair will only refer to CWIN numbers.

¹⁵ The TOA unit was responsible for determining the time that an applicant/recipient had been on assistance in order to determine if they were currently eligible for benefits. This evaluation process many times involved determining whether the applicant/recipient had received assistance in another county.

Transfer¹⁶ (ICT) units seemed to discover these duplicate CWIN numbers in CalWIN for the same applicant/recipient as they determined benefits.

Although DHA reconciled these problematic duplicative CWIN's, the parties disagreed on which classification actually resolved these duplicate records. According to DHA management, an HSS who discovered a duplicate record would make changes to the data collection in CalWIN and then forward the matter to a supervisor who marked which CWIN was erroneous or "bad." An HSS, however, who actually worked in the TOA unit for numerous years, stated that she was tasked with only identifying the duplicate CWIN in the CalWIN database system and referred that issue to her supervisor, who later returned the duplicate record to her as resolved so that she could continue to work on the eligibility determination issue(s). These duplicate CWIN records were only discovered as an HSS was processing an eligibility case in the normal course of the HSS's business.

As UPE presented evidence of an actual HSS who discovered the CWIN duplicates and explained how the problem was processed, the HSS's statement will be credited over the statements of the DHA management's understanding of the work performed by HSS's in the TOA and ICT units at the time. It is found that HSS's did not resolve or reconcile the duplicate CWIN's in CalWIN.

October 2023 Duplicate Persons Records after CalSAWS Migration

Welfare and Institutions Code section 10823 mandated that all 58 counties in the State of California merge all three existing public assistance benefits database

¹⁶ The ICT unit helped process applicants/recipients from one county to Sacramento County. The process was not necessarily complex, but lengthy.

systems, including CalWIN, into a singular public benefits system called CalSAWS.¹⁷ The County was among the last group of the 58 counties to transition its system into the CalSAWS system, which occurred in October 2023. During the migration of the data of these database systems into CalSAWS, duplicate records were created for the same applicant/recipient. These duplications were caused by the same applicant/recipient filing for benefits within different counties and now those records had been merged.

Prior to DHA's migration into the statewide CalSAWS database system, DHA selected a team of four Program Specialists who helped planned the migration of CalWIN into CalSAWS. In October 2023, when DHA's CalWIN was merged into the statewide CalSAWS database system, these four Program Specialists became "points of contact" to assist resolving these newly created duplicate person records. The CalSAWS "points of contact" within each county began contacting each other regarding these duplicate person records so that CalSAWS would eventually have a singular active "golden" record for each benefit applicant/recipient.¹⁸

As a result of the duplication of person records of an applicant/recipient, DHA had the four Program Specialists become responsible for resolving these CalSAWS duplicate person records. Unfortunately, the process for reconciling these records involved multiple encrypted emails between the counties with the duplicate person

¹⁷ The CalSAWS database system was governed by a statewide entity known as the CalSAWS project.

¹⁸ While a singular "golden" record was identified to be the active CalSAWS applicant/recipient record, the other identified person records were deemed as "duplicates" and deactivated.

records in order to resolve the duplications. In the normal course of the Program Specialist's day, the Program Specialist would be alerted of the duplicate person records by DHA's employees and by CalSAWS points of contact with other counties and would then have to work on resolving the duplication. As a result, the Program Specialist became acquainted with DHA's TOA and ICT units as these units seemed to detect the records from another county either through the HSS attempting to determine an applicant/recipient's time on benefit aid or the HSS was processing the transfer of assistance from one county to Sacramento County.

The importance of resolving these duplicate person records was to ensure that an applicant/recipient was not receiving public assistance benefits in multiple locations. Additionally, DHA believed that duplicate person records could lead to a delay in issuing benefits and errors in the benefits issued.

CDIL Systems Update to CalSAWS in January 2025

In January 2025, the CalSAWS system was updated so that a County could gather all of the duplicate person records into a singular list which a user could then work on resolving. That singular list was the CDIL. The CDIL allowed the database system user to be able to see all of the duplicate person records on one CalSAWS screen and, by utilizing the hyper-link, start working on that individual record in order to reconcile the duplicate person record so that the golden record and a duplicate record could be identified.

Again, the Program Specialists were assigned to resolve the duplicate person records in the CDIL. While the Program Specialists were completing this work, they were also evaluating which classification of DHA employees should be working on

resolving duplicate person records in the CDIL. On average, the CDIL weekly produced 238 duplicate person records that needed to be resolved.¹⁹

In the meantime, HSS's in the TOA unit and two ICT units continued to encounter duplicate person records as they daily completed their TOA and ICT duties. DHA management believed that the HSS's in these three units also resolved these CalSAWS duplicate person records as DHA believed the HSS's resolved the CWIN duplications. However, UPE represented that the HSS's in these units were neither trained to resolve these CalSAWS duplicate person records nor did they resolve them.

After working on these matters, the Program Specialists recommended that the work of duplicate person record resolution be performed by the HSS's in the singular TOA unit and the two ICT units. The plan was to have one HSS in each of the three units daily work on resolving duplicate records in the CDIL throughout the day and then the HSS would return to their TOA/ICT duties after they completed resolving the duplicate person records.

CalSAWS Quick Guide for Resolving Duplicate Person Records and the CDIL

Around May 21, 2025, the CalSAWS project put out a 37-page quick guide for resolving duplicate person records and utilizing the CDIL. A review of the guide sets forth the process in which a user can resolve duplicate records within CalSAWS and includes instructions, sample screen shots, and workflow diagrams. The crux of the guide was to walk a CalSAWS user through the resolution process.

¹⁹ Even as of September 16, 2026, the CDIL showed 88 new duplicate person records to be resolved.

Three HSS Positions Added to TOA Unit and Two ICT Units in 2026-2027 Budget

After DHA management decided that it would have HSS's in the one TOA unit and the two ICT units perform the work of resolving duplicate person records on the CDIL, it authorized an additional three HSS's to be employed in these units in the 2026-2027 budget.

Notice of Proposed Change—Assignment of the Duplicate Records in CDIL to HSS's

On April 29, 2006, DHA Human Services Program Manager Jamie Jackson (Jackson) sent a notice entitled, "County Duplicate Impact List" to UPE Executive Director Ted Somera which stated:

"This notice is to inform UPE of DHA's intent to implement the distribution of duplicate records identified on the County Duplicate Impact List (CDIL) to Human Services Specialists (HSS).

"Currently, [HSS's] have been correcting duplicate records that are identified during their regular assignments. The records identified on the CDIL will be assigned to HSS performing TOA and ICT functions. [Supervisors] will assign this duty to HSS in these units on a rotational basis. Additionally, they will assign or reassign duplicate records requests received through an email box to [an] HSS for correction.

"The process is planned to begin the week of June 1, 2026."

The County and UPE met over the item set forth in the notice on May 27, June 26, and August 6 and 27, 2026. The parties did not exchange formal proposals and counterproposals as in traditional successor bargaining agreement negotiations but rather verbally discussed the DHA's proposed change. During the beginning sessions of the meet and confer, UPE contended that the work proposed in the notice did not fall within the scope of the HSS duties and that HSS's had not resolved duplicate person records in the past. UPE suggested that the proposed work remain

with the Program Specialists who had recently been performing those duties. DHA contended that HSS's had performed those duties in the past and if the employees in that classification did not perform those duties they should have.

UPE asked DHA to conduct a survey to determine which classification of employees this duty was being assigned to in other counties. DHA made no commitment to do so. UPE decided to conduct its own survey and discovered that of the 15 counties it surveyed regarding the duplicate person record reconciliation process, the work was performed by: eligibility workers in six counties; help desk employees (whether information technology or program support) in five counties; supervisors in two counties; and a senior eligibility technician or analyst in two counties. UPE provided its survey to DHA at a meet and confer session.

At some point in time, DHA did its own survey but did not provide it to UPE at a meet and confer session. The survey demonstrated similar results over 29 counties. Of the 29 counties CalSAWS duplicate person records reconciliation was performed by eligibility workers within 16 counties. The other employees who conducted this work varied from help desk employees, a combination of eligibility workers and help desk employees or supervisors, supervisors, analysts or a clerical.²⁰ In short, the results were mixed as to who was assigned to perform the CalSAWS duplicate person

²⁰ UPE contended that DHA's survey should not be considered by the Chair as it was not shared at the meet and confer session with UPE. While the Chair understands UPE's disappointment with DHA, a sufficient foundation was laid by DHA in this case and the admissibility of evidence in these proceedings are less strict—especially as the purpose of the factfinding proceeding is to make recommended terms for settlement rather than to determine a violation of the MMBA. (Government Code section 3505.5.)

record reconciliation duties. The surveys of both UPE and DHA did not reveal if any other counties assigned dedicated CDIL duplicate records resolution duties to any specific classification of employee. All of the counties interviewed by UPE were only resolving duplicate person records as the employee(s) encountered them while performing their ordinary duties.

On August 6, 2026, UPE emailed its last proposal to the County which stated in concept that: (1) HSS's assigned to the duty of working on the CDIL duplicate person records would receive a five percent pay differential; (2) HSS's assigned to the duty of working on the CDIL would be limited to working on this task to two hours a day; (3) HSS's who were assigned to work on the CDIL would receive live training on live CDIL records; and (4) HSS's would not be held responsible for any errors or omissions which they committed while working on the CDIL.

In support of its proposal, UPE argued that as the CDIL reconciliation process fell outside of the scope of the duties of an HSS, the HSS should be compensated for a similar out-of-class differential as its HSS trainers received in the MOU. (See MOU Article 7.8 c., "HSS Training Unit Differential.")

Prior to August 27, 2026, the County chief spokesman emailed its responsive proposal to the UPE negotiating team. On August 27, 2027, DHA presented the following response to UPE: (1) the five percent differential proposal was rejected as the proposed duties at issue fell within the HSS's scope of duties and the DHA was not in a financial position to offer the pay differential; (2) DHA would aim to limit HHS's work on the CDIL to four hours a day but could not guarantee at this time that less than a full day would be necessary to complete the assigned HSS workloads; (3) DHA

would provide live case training on resolving CDIL records; (4) DHA would hold assigned HSS employees harmless for processing CDIL duplicate person records for the first 30 days after their training is completed; and (5) DHA was committed to assessing the HSS's CDIL workload on a continuous basis and would add staff to this team as the workload supported the need.

On August 27, 2026, UPE and DHA met to discuss the proposal, and the parties were not able to come to an agreement. UPE declared impasse on that day.

APPLICATION OF STATUTORY CRITERIA AND RECOMMENDATIONS

Unlike interest arbitration, where a third-party neutral sets the terms of a new agreement, a third-party neutral in an MMBA factfinding report simply provides recommendation(s) as to terms for settlement, which shall be advisory only.

(Gov. Code, § 3505.5, subd. (a).) In essence, the impasse resolution procedure, which includes the factfinding process, is a continuation of the collective bargaining process. (*Regents of the University of California* (2026) PERB Decision No. 3010-H, p. 5; *San Bernardino County Superintendent of Schools* (2024) PERB Decision No. 2934, p. 16.) Ultimately, the parties must persuade one another of their positions, and the neutral factfinder simply provides an outside perspective to assist the parties to possibly to come to an agreement over matters within the scope of representation. (*City of Oakland* (2018) PERB Order No. Ad-462-M, p. 4; *County of Ventura* (2018) PERB Order No. Ad-461-M, p. 5.) Both parties to the factfinding process are statutorily obligated to participate in this process in good faith. (*Regents of the University of California, supra*, p. 6; *San Bernardino County Superintendent of Schools, supra*, p. 16.)

After carefully considering the record as a whole, the findings of fact, and the statutory criteria in Government Code section 3505.4, subdivision (d), the Chair applies the most pertinent statutory criteria to these findings of fact. These pertinent criteria are Government Code section 3505.4, subdivision (d)(4) and (8)—"[t]he interests and welfare of the public" and "[a]ny other facts, . . . which are normally or traditionally taken into consideration in making the findings and recommendations." Clearly, it is in the interests and welfare of the public that the CDIL and the duplicate person records on that list be resolved/reconciled so that correct decisions may be made by DHA about the amount and eligibility of benefits in which a public assistance applicant may receive. In addition, the other factor to be considered, is whether this proposed duty falls within the scope of duties to be performed by the HSS. If this duty did not fall within the HSS's scope of duties, DHA and UPE must agree to a proposal which allows this out of scope duty to be performed if HHS's are to perform this CDIL duty.

Pay Differential Proposal

The first issue to be resolved is whether the proposed work of reconciling/ resolving duplicate person records on the CDIL falls within the scope of the duties of the HSS. The classification specification of the HSS focuses on the HSS providing and determining public assistance benefits and basic employment services. While the classification specification mentions processing "inter-county transfer" requests, that processing does not equate to the inclusion of duties requiring the HSS to work a dedicated number of hours a day performing CDIL duplicate person records reconciliation—a function that has less to do with determining eligibility and more to do

with performing record maintenance on the CalSAWS database system in maintaining the integrity of its records. The HSS classification specification and the description of the duties performed by an actual HSS do not support the conclusion that dedicated CDIL duplicate person record reconciliation falls within the scope of the duties performed by an HSS.

However, as in the duty of training, the parties are free to negotiate a differential or even a stipend for the HSS to perform those duties that fall outside the ambit of an HSS. Based upon the planned description of the work performed by HSS's within the TOA and ICT units, one HSS from each of the three units was to resolve CDIL duplicate person records per day. In other words, an HSS may be spending 10 to 20 percent of the time performing these duties. As the amount of time spent performing these duties is significantly below 50 percent of the time, a stipend is better suited for a compensation proposal rather than a differential. As such, the Chair recommends that a stipend ranging from \$150 to \$200 a month be negotiated by the parties for such CDIL duplicate person record reconciliation duties. While DHA stated that it was not in a financial position to provide a pay differential, a lesser stipend amount is clearly less expensive than the work being performed by another classification with a greater wage range.

Other Proposals—Limitation on CDIL Work, Live Case Training, Hold Harmless Limitation, and Continuous Monitoring of Workload

The factfinding proceeding had very little evidence presented regarding these other proposals other than DHA agreed to the UPE's request for live person training, but decided to compromise on limiting the time an HSS works on CDIL duplicate person records, provide a 30-day limited time period from the date of completion of

training that an HSS would not be held responsible for errors and omissions while processing CDIL duplicate person records, and agree to assess the HSS CDIL workload on a continuous basis and add staff to these units as the workload supported the need. UPE did not state any opposition to these parts of DHA's proposal and these parts of the proposal are consistent with ensuring that appropriate training of HSS's is provided to allow HSS's to successfully complete the proposed work, while holding HSS's accountable for their work as specified in MOU section 19.5 (b) through (d). As such, the DHA's final proposals—other than the denial of the pay differential—is supported by Government Code section 3505.4, subdivision (d)(4) and (8)—"[t]he interests and welfare of the public" and "[a]ny other facts, . . . which are normally or traditionally taken into consideration in making the findings and recommendations."

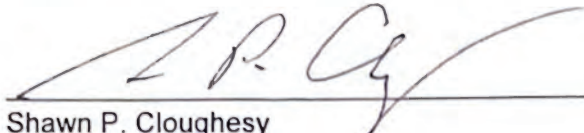
Recommendation(s) for Settlement—Pay Differential Proposal: Pursuant to Government Code section 3505.4, subdivision (d)(4) and (8) as to the "interests and welfare of the public" and "[a]ny other facts, . . . which are normally or traditionally taken into consideration in making the findings and recommendations," the Chair recommends a modification between DHA's and UPE's differential proposal. The Chair recommends a proposal that a \$150.00 to \$200.00 monthly stipend be provided to all HSS's who work in the TOA unit and two ICT units who resolve/reconcile CDIL duplicate person records.

Recommendation(s) for Settlement—Other Proposals: Pursuant to Government Code section 3505.4, subdivision (d)(4) and (8) as to the "interests and welfare of the public" and "[a]ny other facts, . . . which are normally or traditionally taken into

consideration in making the findings and recommendations," the Chair recommends DHA's portions of its last proposal unrelated to a pay differential.

CONCLUSION

The Chair is sincerely hopeful that these recommendations will assist the parties in their negotiations going forward and which eventually will result in the parties coming to a resolution of this matter.


Shawn P. Cloughesy
Chair


Jennifer Saetern
Panel Member for Public Agency

☒ Concur (attached)
☐ Dissent (attached)

Stephanie McCall
Panel Member for Exclusive Representative

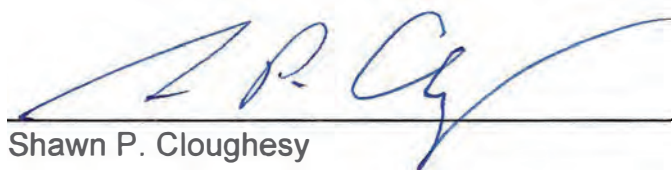
Concur (attached)

Dissent (attached)

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Shawn P. Cloughesy
Chair

Jennifer Saetern
Panel Member for Public Agency

Concur (attached)

Dissent (attached)

Stephanie McCall

Stephanie McCall
Panel Member for Exclusive Representative

 X
Concur (attached)

Dissent (attached)

Factfinding Report and Recommendation

September 29, 2026

I, Jennifer Saetern, representative for the Sacramento County Department of Human Assistance (DHA) and panel member of this fact-finding proceeding, respectfully dissent from the findings and conclusion.

I disagree with the finding that the Human Services Specialist (HSS) did not resolve or reconcile duplicate CalWIN Identification Numbers (CWINs) in CalWIN, the welfare system used prior to CalSAWS. The testimony referenced a current HSS who was described as working in the Time on Aid (TOA) unit for numerous years; however, this employee has worked in the HSS classification for several years but has never been assigned to the TOA unit.

I also disagree with the conclusion that HSS in TOA and Inter County Transfer (ICT) units were not trained to resolve duplicate person records nor did they resolve them. Although specific dates were not provided during the hearing, multiple communications, trainings, and resources were shared with staff. The dates are outlined below:

- December 21, 2023: CalSAWS held a De-Duplication County Sharing meeting with Sacramento County shortly after migration. TOA and ICT teams were invited, and all materials presented were shared afterward.
- September 9, 2024: An All-DHA staff email distributed the CalSAWS Quick Guide on duplicate person processing and noted its availability in the Learning Management System (LMS).
- October 30, 2024: An updated CalSAWS Quick Guide and Job Aid were sent to all DHA staff.
- February 2, 2024: CalSAWS Program Specialists provided duplicate person training to the TOA and ICT units.
- May 22, 2024: Solutions West, the training subcontractor for CalSAWS during migration, provided duplicate person training to Sacramento County staff, including TOA and ICT units.
- February 26–27, 2025: CalSAWS offered virtual Learning Exchange sessions, including live demonstrations and Q&A. The ICT units were invited, and recordings and materials were shared afterward.

Furthermore, while the current HSS job specifications are not intended to be all-inclusive, they do state that duties include the following:

“Reviews additional or updated information and monitors cases for the purposes of re-determination, over-issuance, budgeting errors and/or overpayments in accordance with policies and procedures. [...] Generates caseload and compliance reports to verify participation compliance and to identify any issues in assigned cases. Researches and troubleshoots case issues, takes appropriate action as necessary.”

HSS staff in the TOA and ICT units are responsible for reviewing and correcting duplicate person records to accurately verify time on aid for each adult customer and, when applicable, before transferring cases between counties. While not completing this process does not necessarily halt eligibility determination, it may contribute to overpayments due to inaccurate eligibility decisions.

In conclusion, based on the training, guidance, and responsibilities outlined above, I believe that processing duplicate person records and the County Duplicate Impact List (CDIL)—a list of duplicate person records that require review and reconciliation—falls within the established HSS job classification and does not warrant a pay differential.

Concurrence Statement

To: Shawn P. Cloughesy, Arbitrator / Panel Chairperson

From: Stephanie McCall, UPE Governing Board, Human Services Specialist / Exclusive Representative Panel Member

Date: October 2, 2026

Matter of Fact-Finding Between: United Public Employees (UPE) and County of Sacramento, Department of Human Assistance (DHA)

Case Reference: PERB Fact-Finding Proceeding CASE NO. SA-IM-262 M

(Impasse declared August 27, 2026)

Statement of Concurrence

I, Stephanie McCall, serving as the Exclusive Representative Panel Member for the United Public Employees (UPE) in the above-referenced fact-finding proceeding, hereby **concur with the findings of fact and the ultimate recommendations** presented by Chairperson Shawn P. Cloughesy. Specifically, I support the Chairperson's finding that dedicated database reconciliation falls outside the scope of the Human Services Specialist (HSS) classification, and I concur with his advisory recommendation that **the parties adopt a \$150.00 to \$200.00 monthly stipend** for all HSS employees in the TOA unit and two ICT units who resolve/reconcile CDIL duplicate person records. Furthermore, I concur with the recommendation to adopt the compromised operational safeguards regarding training, workload limits, accountability, and staffing reviews. While I fully support this framework as a balanced path to resolve the impasse under Government Code section 3505.4, subdivision (d)(4) and (8), I submit this brief concurring statement to emphasize and clarify critical points from the labor and bargaining unit perspective:

1. **On Classification Integrity and Database Maintenance:** The Chairperson correctly determined that dedicated CDIL reconciliation work has less to do with determining eligibility and more to do with performing database record maintenance to protect the integrity of CalSAWS. This analysis completely validates UPE's core position: these duties are out-of-class. The HSS specification is fundamentally focused on providing public assistance benefits, not absorbing separate database administration functions that the Department previously assigned to higher-paid Program Specialists.
2. **On the Compromise of a Monthly Stipend:** While UPE initially advocated for a five percent (5%) pay differential, the Chairperson's recommended **\$150.00 to \$200.00 monthly stipend** serves as a vital acknowledgment that out-of-class work demands additional compensation. Because the Department plans to rotate

this duty so that an HSS spends 10 to 20 percent of their time clearing the CDIL, this stipend provides a fair, realistic, and cost-effective economic remedy that respects the staff's labor while acknowledging the County's fiscal concerns.

3. **With Respect to Operational Safeguards and Accountability:** To ensure our frontline staff can successfully navigate this technical workflow without jeopardizing their core eligibility duties, the final agreement must strictly codify the operational compromises noted by the Chairperson. Specifically, this includes the Department providing **live, in-person training**, implementing a compromise **limit on the daily time an HSS works on the CDIL**, and applying a **30-day "hold harmless" period** from the completion of training during which an HSS will not be held responsible for errors or omissions. These protections are essential to buffer workers against unfair disciplinary exposure under MOU Article 19.5(b) through (d).
4. **On Continuous Workload Assessment:** Given that the CDIL generates an average of 238 duplicate records weekly, the Department's commitment to **continuously assess the HSS CDIL workload and add staff as needed** must be strictly honored. This continuous review is vital to prevent severe backlogs and burnout within the singular TOA unit and the two ICT units.

Conclusion

By signing below, I affirm my concurrence with the overall report and its advisory recommendations. I urge Jennifer Saetern, Division Manager of Operations, and the County's management team to accept the Chairperson's report in good faith as the baseline framework for a final, settled agreement that protects and respects UPE membership.

Respectfully submitted,

Stephanie McCall

Exclusive Representative Panel Member
UPE Governing Board, Human Services Specialist

PROOF OF SERVICE

I declare that I am a resident of or employed in the County of Yolo, California. I am over the age of 18 years and not a party to the within entitled cause. The name and address of my residence or business is Cloughesy Arbitration Services, P.O. Box 301, Davis, 95616.

On October 2, 2026, I served the Factfinding Report and Recommendations for Settlement and Panel Representatives' Responses in County of Sacramento and United Public Employees, PERB Case No. SA-IM-262-M dated October 2, 2026 on the parties listed below by

 X Electronic service (e-mail).

PUBLIC EMPLOYMENT RELATIONS BOARD

Public Employment Relations Board
Email: factfinding@perb.ca.gov

FACTFINDING PANEL REPRESENTATIVES

Stephanie McCall
United Public Employees
Exclusive Representative Panel Member
Email: mccalls@saccounty.gov

Jennifer Saetern
Division Manager
Department of Human Assistance
County of Sacramento
Public Agency Panel Member
Email: saeternjenn@saccounty.gov

PARTY REPRESENTATIVES

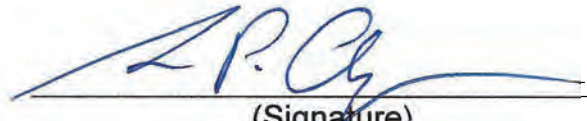
John Bonilla, Business Agent
United Public Employees
Representative for Exclusive Representative
Email: bonilla@upe1.org

Jerry Camous
Labor Relations Officer
County of Sacramento
Representative for Public Agency
Email: camousg@saccounty.org;

I declare under penalty of perjury that the foregoing is true and correct and that this declaration was executed on October 2, 2026, at Davis, California.

Shawn P. Cloughesy

(Type or print name)



(Signature)