CalWORKs

California Families Working Together

ANNUAL SUMMARY

MARCH 2019

CDSS
CALIFORNIA DEPARTMENT OF SOCIAL SERVICES

CALIFORNIA DEPARTMENT OF SOCIAL SERVICES
FAMILY ENGAGEMENT AND EMPOWERMENT DIVISION

THIS PAGE IS INTENTIONALLY BLANK

Preface

This report is being produced pursuant to a Supplemental Report of the 2014-15 Budget Package, which reads:

> The Department of Social Services shall collaborate with legislative staff, the Legislative Analyst's Office (LAO), and key stakeholders on the creation of an annual report on California Work Opportunity and Responsibility to Kids (CalWORKs), covering children living in poverty and deep poverty in the program, caseload dynamics, demographics of families, and impacts and implementation of recent policy changes, and other components to be decided in the course of those discussions. The report will also address the use and outcomes of research funds. Progress shall be provided in the form of a verbal update by January 15, 2015, with the first iteration of the report to be presented by April 1, 2015, at which date there shall be consideration regarding the annual date ongoing.

The 2019 CalWORKs Annual Summary is the fifth iteration of this report.

(http://www.cdss.ca.gov/inforesources/CalWORKs/Reports)

Senate Bill (SB) 1041 (Chapter 47, Statutes of 2012, Section 22), added the following provision into law:

- Welfare and Institutions Code 11334.6(a)
  The California Department of Social Services shall provide to the budget committees of the Legislature, no later than February 1, 2013, and, notwithstanding Section 10231.5 of the Government Code, on February 1 annually thereafter, a report that includes all of the following information:
  1) The number of counties implementing a Cal-Learn Program.
  2) The number of recipients being served in each county with intensive case management services.
  3) Outcomes for recipients, including graduation rates and repeat pregnancies.

The CalWORKs Annual Summary fulfills that reporting requirement.

A Note about Data from the Research and Development Enterprise Project (RADEP)

This report contains data from RADEP, a data tool used to report California's federal work participation rates for the federal Temporary Assistance for Needy Families (TANF) program. The RADEP data is collected from a random sample of approximately 3,000 active CalWORKs cases over each federal fiscal year.

Additional Note on Data Sources

The CalWORKs Annual Summary provides data from numerous sources on several types of cases. Data does not always match precisely due to differences between data sources. Data from the Research and Development Enterprise Project (RADEP), a random sample of CalWORKs cases collected throughout a federal fiscal year and primarily used to fulfill federal data reporting requirements, is statistically accurate for that purpose but is subject to the usual limitations of sample data. Different portions of the CalWORKs Annual Summary report caseload in terms of individuals, work-eligible individuals, or families/cases. Please refer to any table headings, narrative or footnotes to identify the total population identified in each table and chart.

Some tables and charts in the summary reflect the overall CalWORKs caseload while others may reflect specific types of cases, e.g. only cases with earnings or only cases that receive federal TANF or Maintenance-of-Effort (MOE) funding. Maintenance-of-Effort is a requirement that states expend a specified minimum amount of matching funds on benefits for lower-income families in order to participate in the federal TANF program. California allocates $2.9 billion annually in MOE.

The CalWORKs Annual Summary also provides data from the Welfare to Work 25 and 25A (WTW 25 & 25A), the CalWORKs 237 (CA 237 CW) and other administrative data reports. Data presented in the CA 237 CW, WTW 25 and 25A are reported by each county to the state every month. Occasionally these data are revised to reflect new or changed information. Therefore, data provided from the WTW 25 and 25A, CA 237 CW, and certain other administrative data sources, are subject to periodic revision.

Assembly Bill (AB) 959 (Chapter 565, Statutes of 2015) requires the Department of Social Services (CDSS), and other state organizations that collect and report demographic information, to collect voluntary self-identification information pertaining to sexual orientation and gender identity. Since the demographic information reported in the 2019 CalWORKs Annual Summary is based on previous years data, collected primarily before the implementation of the AB 959 requirements, this information will not be provided in this iteration of the Annual Summary. The AB 959 reporting requirements will be included in the 2020 CalWORKs Annual Summary.

Table of Contents

Preface ..... **ii**

A Note about Data from the Research and Development Enterprise Project (RADEP) iii

2019 CalWORKs Annual Summary - Executive Summary ..... **xi**

Highlights xi

Chapter Summaries xi

Introduction and Overview ..... **xv**

California Work Opportunity and Responsibility to Kids (CalWORKs) xv

Purpose and Objectives xv

Summary of Key Features of CalWORKs xv

Eligibility xvi

Time Limits and Time Clocks xvi

Work Requirements xvi

Federal Participation Mandate xvii

Supportive Services xvii

Parental Responsibility xviii

Benefit Levels xviii

Program Administration xviii

Legal Authority xviii

Chapter 1 – Caseload Dynamics **1**

Key Terms in This Chapter 1

Tables and Figures in This Chapter 3

Characteristics of CalWORKs Cases 8

CalWORKs Applications, Approvals and Denials: FY 2017-18 12

Chapter 2 – Benefits, Earning Levels, and Employment **19**

Key Terms in This Chapter 19

Tables and Figures in This Chapter 21

MAP Levels 22

CalWORKs Caseload and Grants with CalFresh Benefits 24

CalWORKs Recipient Earned Income Limits 25

Earnings Distribution for Work-Eligible Adult Cases with Earnings 26

Chapter 3 – Fiscal Overview **31**

Funding Sources 31
Expenditures 31
Key Terms in This Chapter 31
Tables and Figures in This Chapter 32
Fiscal Overview of the CalWORKs Program 33
CalWORKs Funds by Program Area and Funding Source 33
Chapter 4 – Program Chronology 37
Key Terms in This Chapter 37
A Brief History of What Led to the Present Version of CalWORKs 39
Chapter 5 – Welfare-to-Work (WTW) Participation 52
Key Terms in This Chapter 53
Tables and Figures in This Chapter 55
CalWORKs WTW Activities and Hourly Requirements 56
During Adults' 48 Months on Aid 56
Quarterly Analysis of the Welfare-To-Work Population 58
Education and Training 63
Work or Work-Related Activities and the TANF Work Participation Rate Policy 67
Work Participation Rate Compliance 69
Table 5H Penalty Amounts 70
Status of Penalty Disputes and Corrective Compliance Plans 71
Chapter 6 – Recent Program Changes and Outcomes 73
Tables and Figures in This Chapter 74
Welfare-to-Work 24-Month Time Clock and Post 24-Month Time Clock 75
Other key elements: 75
Update 75
Maximum Family Grant (MFG) Repeal 76
Family Stabilization (FS) Program 76
Overview 76
Budget Information 76
Implementation 76
Program Data 77
Outcomes 77

Expanded Subsidized Employment (ESE) 79
Program Overview 79
ESE Program Highlights 80
Work Incentive Nutritional Supplement (WINS) 81
Online CalWORKs Appraisal Tool (OCAT) 82
OCAT Overview 82
Implementation 82
Tool Structure and Recommendations 83
The Workforce Innovation and Opportunity Act (WIOA) 85
Cal-Learn Program 86
Post-Aid Earnings 87
Chapter 7 – Supportive Services 89
Key Terms in This Chapter 89
Tables and Figures in This Chapter 90
Child Care Resources for CalWORKs Participants 93
Characteristics of Stage One Child Care Cases 94
Behavioral Health Services Referrals and Participation: 97
Chapter 8 – Poverty Measures and Poverty Rates 103
Key Terms in This Chapter 103
Tables and Figures in This Chapter 104
California's Poverty Rate and National Ranking 105
Measuring Poverty with the OPM and SPM 105
Major Differences between the OPM and SPM 105
California Poverty Rates Based on the OPM and the SPM 107
Why is the SPM Higher than the OPM in California? 107
CalWORKs Benefit and Resource Model 2017 110
Background 110
Data Sources 111
Chapter 9 – Research Funds and Program Oversight 115
Tables and Figures in This Chapter 115
TANF Research Funds 116
SB 1041 Statewide Evaluation 118

Department of Health Care Services (DHCS) 119
Child Care Characteristics Survey Research Project 119
Home Visiting Initiative Program Evaluation 120
Chapter 10 – Homeless Assistance and Housing Support 121
Key Terms in This Chapter 121
Tables and Figures in This Chapter 121
CalWORKs Homeless Assistance Program 122
CalWORKs Housing Support Program (HSP) 123
Appendix A: Glossary of Terms and Acronyms 127
Appendix B: List of Data Sources Used 135

List of Tables and Figures

Chapter 1 – Caseload Dynamics 1

Figure 1A. FFY 2018 Total CalWORKs Cases Breakdown: 4

Table 1A. Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2017 5

Table 1B. Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2017 7

Table 1C. Time on Aid Characteristics of CalWORKs Cases 8

Figure 1B. CalWORKs Quarterly Caseload Analysis: FY 2009-10 through FY 2017-18 9

Table 1D. CalWORKs Quarterly Caseload Analysis: FY 2009-10 through FY 2017-18 10

Table 1E. CalWORKs Annual Application Approvals by County: FY 2017-18 12

Table 1F. CalWORKs Annual Application Denials by County: FY 2017-18 14

Table 1G. CalWORKs Annual Application Denials by Reasons by County: FY 2017-18 16

Chapter 2 – Benefits, Earning Levels, and Employment 19

Table 2A. CalWORKs Maximum Aid Payment (MAP) Levels 22

Table 2B. CalWORKs Caseload and Grants with CalFresh Benefits Recent History and Projections: FY 2008-09 through FY 2018-19 24

Table 2C. CalWORKs Recipient Earned Income Limits: FY 2018-19 25

Table 2D. Earnings Distribution for Work-Eligible Adult Cases with Earnings for FY 2017-18 26

Figure 2A. Quarterly Earnings for CalWORKs Adult Recipients: 2003-2018 27

Figure 2B. Proportion of Adult Recipients with Earnings: 2003-2018 28

Figure 2C. CalWORKs Welfare-to-Work Participants in Employment Activities: FFYs 2014-2018 29

Chapter 3 – Fiscal Overview 31

Figure 3A. CalWORKs Funds for FY 2018-19 33

Table 3A. CalWORKs Funding by Program Area & Fund Sources: FY 2018-19 34

Table 3B. Funding Reconciliation for CalWORKs: FY 2018-19 35

Chapter 4 – Program Chronology 37

Chapter 5 – Welfare-to-Work (WTW) Participation 52

Table 5A. CalWORKs WTW Activities and Hourly Requirements 57

Figure 5A. Quarterly Analysis of the Welfare-to-Work Population: FY 2009-10 through FY 2017-18 59

Table 5B. Quarterly Analysis of the Welfare-to-Work Population: FY 2009-10 through FY 2017-18 60

Table 5C. CalWORKs Welfare-to-Work Education Activities 62

Table 5D. Number of Community College Degrees, Certificates, and Awards CalWORKs Recipients Received: 2011-2018 63

Table 5E. Average Monthly Percent of Exemptions Granted to WTW Adults: FFYs 2010-2018 64

Table 5F. Welfare-to-Work (WTW) Time Clock Exemptions/Good Cause 65

Table 5G. Participation in Work or Work-Related Activities (TANF cases only): FFYs 2009-2017 68

Table 5H. Summary of WPR Assessed Penalties and Compliance Status ($ in millions).....70

Table 5I. California's TANF Work Participation Rate (WPR) History: FFYs 2008-2018 72

Chapter 6 – Recent Program Changes and Outcomes.....73

Table 6A. CalWORKs Family Stabilization Status Report: FY 2017-18.....77

Figure 6A. Subsidized Employment Caseload: 2014-2018 79

Table 6B. WINS Households: July 2017- September 2018 (Includes Both CalFresh and California Food Assistance Program) 81

Table 6C. OCAT Appraisals by Month: FY 2017-18.....82

Table 6D. OCAT Tool Design 83

Table 6E. Cal-Learn Average Monthly Participation and Outcomes: FY 2014-15 through FY 2017-18 86

Table 6F. Welfare-To-Work Annual Earnings by County: One Year After Exit: SFY 2016-17 87

Chapter 7 – Supportive Services 89

Table 7A. Monthly Average Number of Individuals Receiving Supportive Services: FY 2017-18 91

Table 7B. Age, Provider Setting, and Time in Care for Stage One Children: FY 2017-18 94

Table 7C: CalWORKs Stage One Child Care: Monthly Average Trends and Participation from FY 2013-14 to FY 2017-18 95

Figure 7A. Children in CalWORKs Stages One, Two, and Three Child Care Programs: 2008-2018 96

Table 7D. Behavioral Health Services Referrals and Participation: FY 2017-18 All (Other) Families.....98

Table 7E. Behavioral Health Services Referrals and Participation: FY 2017-18 Two-Parent Families.....100

Chapter 8 – Poverty Measures and Poverty Rates 103

Table 8A. Official Poverty Measure and California's Ranking: 2013-2017.....105

Table 8B. Comparison of the Official and Supplemental Poverty Measures 106

Table 8C. Comparison of the OPM and SPM in California and the U.S.: 2013-2015 to 2015-2017 107

Figure 8A. Children in TANF as a Percentage of Children in Poverty: California and the U.S., 2004-2017 108

Table 8D. Child Poverty Rates and Share of Poor Children in TANF: California and the U.S. 2004 – 2017 109

Table 8E. Monthly Benefit Values for a CalWORKs Family of Three in Region One: One Aided Adult and Two Aided Children 112

Figure 8B. Monthly Resources Available to a Family of Three (One Adult and Two Children) 113

Figure 8C. CalWORKs Benefit and Resource Model 2017: Cases with No Earnings and with Median Earnings 114

Chapter 9 – Research Funds and Program Oversight.....115

Table 9A. Allocation of TANF Research Funds Research Project Names and Budgets by Year, FY 2015-16 through FY 2019-20.....116

Chapter 10 – Homeless Assistance and Housing Support 121

Table 10A. Application Approvals and Shelter Expenditures: FY 2017-18 122

Table 10B. Application Approvals and Families Housed 124

FY 2014-15 through FY 2017-18 124

Table 10C. HSP Allocation and Caseload FY 2017-18 124

Appendix A: Glossary of Terms and Acronyms 127

Appendix B: List of Data Sources Used 135

2019 CalWORKs Annual Summary - Executive Summary

The *Supplemental Report of the 2014-15 Budget Package* included a requirement for an annual report on the CalWORKs program to cover various relevant components of the program, including caseload dynamics, demographics of families and children living in poverty and deep poverty, the Welfare-to-Work program and impacts of recent policy changes.

The first of these reports, *The CalWORKs Annual Summary*, was presented in July 2015, subsequent editions were presented in January 2016, January of 2017, and February of 2018. This is the fifth iteration of the report, which will be presented each year to coincide with the budget calendar. The Annual Summary consists of ten chapters that highlight the components of the CalWORKs program required in the supplemental report language as well as other topics decided through an inclusive stakeholder process.

Highlights

- The CalWORKs caseload continues to decline.
- The CalWORKs Outcomes and Accountability Review (Cal-OAR) stakeholder process is continuing and Cal-OAR metrics, processes and timelines are being developed.
- A revised benefit and resource model infographic incorporates the Supplemental Poverty Measure, along with the National School Lunch Program, the California Earned Income Tax Credit and the utility assistance programs (Chapter 8).

Chapter Summaries

Chapter One - Caseload Dynamics provides a comprehensive overview of the CalWORKs caseload. The chapter begins with the Characteristics of TANF/MOE funded CalWORKs cases, a look at the CalWORKs caseload that reflects the “move-out” of the Safety-Net, Fleeing Felon, and Long-Term Sanction population from the TANF/MOE funding stream. This characteristics analysis presents the important attributes of this TANF/MOE funded CalWORKs cases population, including average Assistance Unit (AU) size, benefit amounts, average number of children in CalWORKs families, percentage with monthly earnings, average and median time on aid, and many others.

Chapter One concludes with a longitudinal depiction of the quarterly CalWORKs caseload from FY 2009-18, as well as data reporting CalWORKs annual applications and denials (by county) in FY 2017-18.

Chapter Two - Benefit and Earning Levels provides information about income levels required for benefit eligibility and corresponding benefit levels. This chapter presents data describing the average monthly CalWORKs caseload and grant, a historical look at the Maximum Aid Payment (MAP) and maximum CalFresh (California's version of the federal Supplemental Nutritional Assistance Program, or SNAP) allotment, figures displaying changes in the mean and median average earned income for CalWORKs adult recipients over time, and others.

Chapter Three - Fiscal Overview provides a brief financial picture of the CalWORKs program including funding sources and major expenditure categories. California receives the majority of funds for CalWORKs from an annual federal TANF block grant, and the state and counties contribute additional financial resources in Maintenance-of-Effort (MOE) funding.
Chapter Three also includes a figure displaying the distribution of funds across various program components which illustrates that more than 90 percent of CalWORKs expenditures go to grants, services, child care, and mental health and substance abuse assistance programs.

Chapter Four – Program Chronology provides a brief history of CalWORKs and its predecessor programs, beginning with the 1935 federal Aid to Families with Dependent Children (AFDC) program and the programs that led up to the creation of CalWORKs in 1998 to today. Changes highlighted in the 2019 Annual Summary include the CalWORKs Outcomes and Accountability Review (Cal-OAR), a continuous improvement process for county CalWORKs programs.

Chapter Five – Welfare-to-Work Participation provides details of California's Welfare-to-Work program and population. The chapter includes a description of the differences between CalWORKs and TANF participation requirements and a historical quarterly analysis of the Welfare-to-Work caseload. The chapter continues with California's work participation rate (WPR) trends through Federal Fiscal Year 2018 and concludes with an account of California's WPR compliance status. The State has been in WPR noncompliance for several years and has been preliminarily assessed federal penalties each year since 2007. Seven Corrective Compliance Plans have been submitted to the Federal Administration for Children and Families to reduce or eliminate those penalties. California has achieved compliance with the Overall WPR since 2015 resulting in successful completion of the CCPs, and complete elimination of penalties assessed for FFYs 2008-2011 as well as a recalculation of all outstanding penalties.

Chapter Six - Recent Program Changes and Outcomes describes the most significant recent changes in the CalWORKs program and provides updates on the impact of many of these recent program changes. The 2019 Annual Summary updates information about the 24-Month Time Clock, the Family Stabilization (FS), and Expanded Subsidized Employment (ESE) programs, the Online CalWORKs Appraisal Tool (OCAT), the Cal-Learn program, the 2016 repeal of the Maximum Family Grant, and the Workforce Innovation and Opportunity Act (WIOA).

Chapter Seven - Supportive Services provides details about the support CalWORKs families could receive in addition to their cash aid, including food benefits via the CalFresh program and Medi-Cal coverage. Additionally, this chapter presents information about the Child Care resources available to CalWORKs recipients, and the number and type of other supportive services provided to participants in the Welfare-to-Work program.

Chapter Eight - Poverty Measures and Poverty Rates describes how poverty is defined and measured, using both the Official Poverty Measure (OPM) and the Supplemental Poverty Measure (SPM) – concepts that are essential to understanding CalWORKs' design and impact. One of the main goals of CalWORKs is to reduce child poverty. The chapter details California's poverty level using both measures.

- The chapter compares the much greater share of California children in poverty served by CalWORKs compared to TANF programs across the nation; and
- A revised benefit and resource model infographic details the benefits available to a "typical" CalWORKs family at various income levels and incorporates the SPM.

Chapter 9 – Research Funds and Program Oversight discusses the general purpose of CalWORKs program oversight: to review, monitor, and supervise the implementation of public policy, and the resources available for these purposes. This chapter describes the ways in which oversight occurs in the CalWORKs program, including how research funds are used to strengthen and evaluate program performance. Chapter highlights include a table detailing the historical allocation of TANF research funds and a description of previous and ongoing research projects, including the multi-year SB 1041 Program Evaluation, a Child Care Characteristics Study, a program evaluation of the new CalWORKs Home Visiting Program, and various collaborative research projects with the University of California at Davis. The chapter concludes with a brief exposition of program oversight efforts including a description of the CalWORKs Outcomes and Accountability Review (Cal-OAR).

Chapter 10 – Homeless Assistance and Housing Support provides an overview of the housing support available in the CalWORKs Homeless Assistance and CalWORKs Housing Support Programs.

THIS PAGE IS INTENTIONALLY BLANK

Introduction and Overview

California Work Opportunity and Responsibility to Kids (CalWORKs)

This annual summary was developed as an information tool to provide an overview of the CalWORKs program.

Purpose and Objectives

The CalWORKs program is California's version of the federal Temporary Assistance for Needy Families (TANF) program. CalWORKs provides temporary cash assistance to meet basic family's basic needs. It also provides education, employment, and training programs to assist the family's progress toward self-sufficiency. Components of CalWORKs policy include time limits on eligibility, work requirements, supportive services to encourage program participation, and parental responsibility.

California is among a minority of states that provide TANF benefits to children in need even after their adult caregiver reaches the lifetime 48-month time limit for receipt of cash aid; and, California continues to provide aid to children when adults are not aided due to failure to meet program requirements.

Summary of Key Features of CalWORKs

- Cash Grants for Families;
- 48 Months of Cash Assistance and Welfare-to-Work (WTW) Services;
- 24 Months of Flexible Work Activities (24-Month Time Clock);
- Federal Work Participation Mandates and Penalties;
- Exemptions from Time Clock and Participation;
- Safety Net for Children;
- Subsidized Employment Opportunities;
- County Flexibility to Design WTW Program;
- Holistic Appraisal of Basic Needs and Barriers;
- Immediate Needs Intervention;
- Cash Bonuses for Teen Academic Success;
- Earnings Disregard;
- Child Care/Supportive Services;
- Substance Abuse, Mental Health and Domestic Violence Services; and
- Homelessness Assistance.

Eligibility

Families must meet income and asset tests and children must be deprived of parental support and care due to the incapacity, death, or absence of a parent, or unemployment of the principal wage earner.

Time Limits and Time Clocks

State law provides for a cumulative 48-month lifetime limit on cash aid for adults. Children of adults who exhaust the 48-month time limit may continue to receive cash aid, if otherwise eligible, up to age 18.

There are effectively three categories of "time clocks" associated with the CalWORKs program:

- The TANF 60-month time limit refers to the cumulative lifetime 60-month federal cash aid time limit for adult recipients of aid;
- The CalWORKs 48-month time limit refers to the cumulative lifetime 48-month cash aid time limitation for adult CalWORKs recipients; and
- The Welfare-to-Work 24-Month Time Clock (24MTC) refers to a cumulative 24-month period in a Welfare-to-Work participant's lifetime, during which he or she may participate in any approved activity, so long as participation is consistent with his or her assessment and addresses the need for barrier removal activities, education, or career goals of the participant.

Work Requirements

CalWORKs provides a wide array of services and supports for families to enter and remain in the workforce. Parents and caretaker adults, unless exempt from work requirements, are required to participate in Welfare to Work (WTW) activities as a condition of receiving aid.

WTW activities include unsubsidized and subsidized employment, work experience, on-the-job training, grant-based on-the-job training, work study, self-employment, community service, adult basic education, job skills training, vocational education, job search/job readiness assistance, mental health counseling, substance abuse treatment, domestic abuse services, and other activities necessary to assist recipients in obtaining employment.

An adult in a one-parent assistance unit (AU) is required to participate in WTW activities for an average of 30 hours per week or 20 hours per week if he or she has a child under the age of 6. In a two-parent AU, one or both adults must participate in WTW activities for a combined total of an average of 35 hours per week.

Adults may receive a total of 24 months of flexible CalWORKs services and activities to address any barriers to employment. These 24 months need not be consecutive and can be used at any time during the adult's 48 months of eligibility. Once the 24 months have been exhausted, adults must meet CalWORKs federal participation standards, unless they are exempted or receive an extension.

CalWORKs has a "universal engagement" requirement to ensure recipients are participating in appropriate WTW activities as soon as possible. Counties are required to develop WTW plans with a recipient within 90 days from the date an individual begins receiving cash aid.

Federal Participation Mandate

State work participation requirements are designed to assist in meeting federal work participation rates for California to avoid fiscal penalties. Federal work participation rate requirements are as follows:

- 50 percent of all families with work-eligible adults (both one- and two-parent) must be working or in a countable work activity for 20 or 30 hours per week, depending on family configuration; and
- 90 percent of families with two work-eligible adults must be working or in a work activity for a combined total of 35 hours each week.

The federal government can assess penalties on the state for not achieving work participation rates. In California, counties that do not achieve the federal participation rates will share in any such fiscal penalties unless a statutory exception applies.

Supportive Services

Supportive services, including child care, transportation, ancillary expenses, barrier mitigation, and personal counseling, are available for families participating in WTW activities. If needed supportive services needed are not available, the recipient has good cause for not participating.

Special supportive services and intensive case management services are also available for pregnant and parenting teens. These services are provided through the Cal-Learn Program, which is designed to encourage pregnant and parenting teens to return to and/or stay in school. Cal-Learn teens can get bonuses or be sanctioned up to four times a year depending on the teen's grades. An additional bonus is given to each teen upon earning a high school diploma or equivalent. Participation in Cal-Learn is mandatory for pregnant or parenting teens ages 18 and under and voluntary for specified 19-year olds.

Parental Responsibility

CalWORKs encourages parental responsibility by requiring parents to immunize their aided children under the age of six and cooperate with the child-support enforcement process. Failure to meet these requirements results in a reduction of the adult's portion of the grant. If a child age 16 or older does not attend school and is deemed a chronic truant, this may result in a reduction of the child's portion of the grant unless certain conditions apply.

Benefit Levels

Grant levels and amounts vary according to family size, exempt status, and geographic location. Families in high cost-of-living areas (Region 1) receive slightly more money than families in other areas (Region 2 [see page 22]). A family in which all adults are disabled or otherwise exempt from work requirements is eligible for the higher exempt grant amount. A non-exempt family of three with no other income living in Region 1 currently receives a monthly grant of $714 while the same family living in Region 2 receives $680. If that family were exempt, it would receive $799 in Region 1 and $762 in Region 2.

Program Administration

The CalWORKs Program is administered by county welfare departments under supervision of CDSS. Although eligibility requirements and grant levels are uniform throughout the state, counties are given considerable latitude to design WTW programs that will work best for their diverse populations, size, and culture. Each county must have a CalWORKs county plan describing specific program outcomes and how those outcomes are to be achieved.

Legal Authority

Assembly Bill (AB) 1542 (Ducheny, Chapter 270, Statutes of 1997), the Welfare to Work Act of 1997, established the CalWORKs Program in California. AB 1542 eliminated the Aid to Families with Dependent Children (AFDC) program and the Greater Avenues for Independence (GAIN) program and replaced them with the CalWORKs program.

THIS PAGE IS INTENTIONALLY BLANK

Chapter 1 – Caseload Dynamics

This chapter provides a comprehensive overview of the CalWORKs caseload, including the number of cases receiving CalWORKs assistance delineated by case type: the percentage of cases with individuals who are exempt from Welfare-to-Work participation requirements; cases in sanction, child-only, and safety-net status; a longitudinal analysis of CalWORKs cases over time; tables illustrating the number of applications for aid and the number of those approved and denied; and the benefits provided to CalWORKs recipients.

In 2015, the Work Incentive Nutritional Supplement (WINS) program became fully operational. WINS cases are provided with a ten-dollar monthly cash nutritional benefit funded from state General Fund that counts toward the Maintenance-of-Effort (MOE) requirement and, therefore, are counted in the federal TANF caseload, that is, WINS cases have been "moved in" to the TANF caseload. The WINS caseload is not reflected in the CalWORKs caseload tables provided in this chapter, but WINS issuances are displayed in Table 6C.

Key Terms in This Chapter

The CalWORKs caseload is characterized using the following key terms.

- **Assistance Unit (AU)** – An AU is a group of related persons living in the same home who have been determined to be eligible for CalWORKs and for whom cash aid has been authorized. An AU is sometimes referred to as a CalWORKs case. An AU or case differs from a "household" in that a household includes all persons in the same dwelling regardless of their relationship to members of the AU, or their eligibility for CalWORKs aid.

- Definitions of Assistance Units (AU) Types:
    - **Single-Parent or 1-Parent** – Includes one or more children, and one aided adult who is a natural or adoptive parent, a stepparent, or another caretaker relative.
    - **Two-Parent or 2-Parent** – Includes at least one child and two natural or adoptive aided adult parents.
    - **WTW Participants** – Includes Single-Parent and Two-Parent households with an aided adult who is NOT exempt from work activities and NOT sanctioned.
    - **WTW Exempts** – Includes Single-Parent and Two-Parent households where the aided adult(s) are exempt from work activities.
    - **WTW Sanction** – Adults were removed from aid due to non-compliance with program requirements without good cause or compliance efforts have failed. Aid continues for eligible children in the AU.
    - **Child-Only or Zero-Parent** – Cases in which only the children in the case are aided because the parents are ineligible due to immigration status or being an SSI recipient or a non-parental, non-needy caretaker is caring for the children.

- **Safety-Net** – Cases in which only the children in an AU are aided because the parent(s) are discontinued for cash aid due to their reaching the 48-month lifetime assistance limit. *Safety-net cases are funded with non-MOE state-only funds and not subject to federal TANF reporting rules.*
- **TANF-Timed Out** – Cases in which the head of household or spouse of the head of household (parent, stepparent, or caretaker relative) has reached federal TANF assistance time limit of 60 months, but still has time left on CalWORKs assistance.
- **Fleeing Felon** – Cases in which only children in an AU are aided because parent(s) are fleeing to avoid prosecution.

- **Long-Term Sanction** – Cases with a parent or caretaker who has been sanctioned due to failing to comply with Welfare-to-Work program requirements, without good cause, for 12 consecutive months or longer.

- **Non-MOE Moved Out** – All cases that are funded with non-MOE General Fund dollars (Safety Net, Fleeing Felon, and Long-Term Sanctioned) and, as such, are "moved out" of the Work Participation Rate calculation.

- **Time on Aid** – Time on aid for WTW Cases is calculated by the aided adult on aid longest (as an adult) since the beginning of the look-back period. Time on aid for CalWORKs Non-MOE cases (Safety Net, Fleeing Felon and Long-Term Sanction) as well as the Child-Only cases is determined by the child member on aid longest since the beginning of the look-back period.

- **WDTIP** – The Welfare Data Tracking Implementation Project (WDTIP) is a statewide welfare time-on-aid tracking and reporting system. WDTIP collects information relative to the TANF 60-month, CalWORKs 48-month, and 24-month time limits for Temporary Assistance to Needy Families (TANF) and California Work Opportunity and Responsibility to Kids (CalWORKs) applicants and recipients including time-on-aid, exemption, exception, sanctions and others.

- **Funding Source Definitions**
  - **General Fund (GF)** – The GF is California's main governmental operating account. GF revenues come primarily from the state income tax, but state sales and corporate taxes also contribute to the GF.
  - **Maintenance-of-Effort (MOE)** – The MOE is a requirement that states expend a specified minimum amount of matching funds on benefits for lower-income families in order to participate in the federal TANF program. California allocates $2.9 billion annually in MOE.
  - **Non-MOE (State-Only) General Fund** – CalWORKs cases that receive assistance from federal TANF, state MOE funds, or some combination, are subject to work participation requirements. Non-MOE General Funds originate in

the state GF but are allocated for assistance that is not subject to the federal TANF work participation requirements.

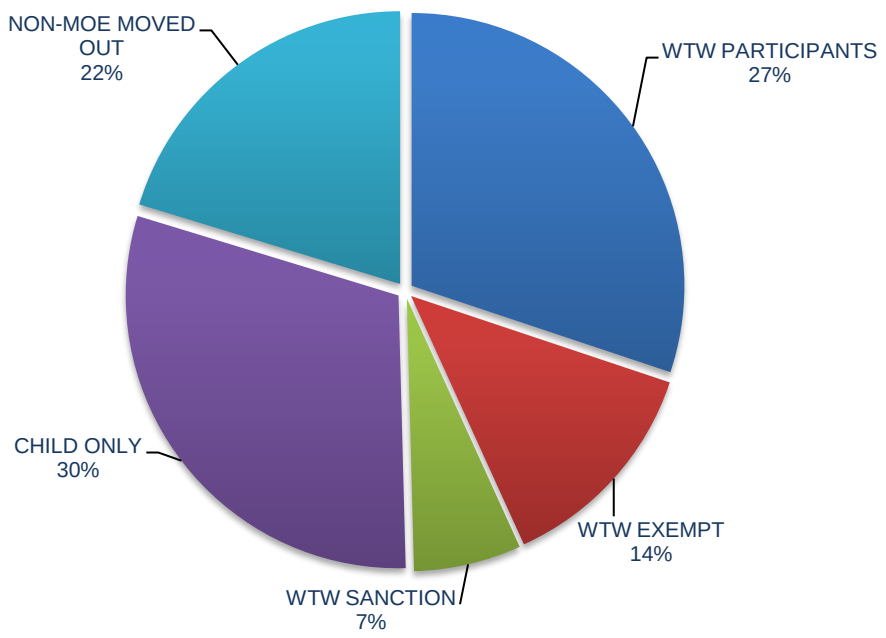
- **Temporary Assistance for Needy Families (TANF) Funding** – The federal government allocates $16.6 billion annually for TANF. States receive a portion of this total in an annual block grant. To participate in TANF, states must expend a specified amount of dollars in MOE funds that match the TANF funds. California receives approximately $3.7 billion annually in federal TANF funding, and this is matched with roughly $2.9 billion in state-contributed MOE.

Tables and Figures in This Chapter

Figure 1A. FFY 2018 Total CalWORKs Cases Breakdown: 4
Table 1A. Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2017 5
Table 1B. Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2017 7
Table 1C. Time on Aid Characteristics of CalWORKs Cases 8
Figure 1B. CalWORKs Quarterly Caseload Analysis: FY 2009-10 through FY 2017-18 9
Table 1D. CalWORKs Quarterly Caseload Analysis: FY 2009-10 through FY 2017-18 10
Table 1E. CalWORKs Annual Application Approvals by County: FY 2017-18 12
Table 1F. CalWORKs Annual Application Denials by County: FY 2017-18 14
Table 1G. CalWORKs Annual Application Denials by Reasons by County: FY 2017-18 16

Figure 1A.
FFY 2018 Total CalWORKs Cases Breakdown:

This chart provides a representation of the CalWORKs caseload based on status of the adult(s) in the case[1]. Cases with adults subject to WTW program rules are represented in Exempt, Sanctioned, and Participant categories. Cases without an aided adult, and not subject to WTW, comprise the Child Only category. Cases in the Non-MOE Moved Out category are funded with state-only General Fund (outside the federal funding structure) and include cases where the adult(s) reached the maximum allowable 48 months of CalWORKs assistance or who have been in WTW sanction for 12 months or longer.



Definitions:
"Child-Only" cases reflect cases without an aided adult (excluding Safety Net, Fleeing Felon and Sanctioned cases). "Non-MOE Moved Out" cases reflect the Safety Net, Fleeing Felon and Long-Term Sanctioned CalWORKs cases.

Note:
[1]Includes all TANF/MOE Cases (from Table 1A) as well as Non-MOE funded cases.

Data Sources: Medi-Cal Eligibility Data System (MEDS) Monthly Extract File, Quarter 3 2018 and the Welfare Data Tracking Implementation Project (WDTIP) Data, November 2018.

Table 1A.
Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2017

The Safety Net, Fleeing Felon and Long-Term Sanctioned CalWORKs cases are now funded by Non-MOE GF and detailed characteristics information are no longer collected for these cases in the RADEP system. "Child-Only" cases reflect cases without an aided adult (excluding Safety Net and Sanctioned cases).

Characteristic	WTW Participants	WTW Exempt	WTW Sanction	Child-Only	All TANF/ MOE
% of Cases	32.6	19.7	8.3	39.4	100.0
Average AU Size	3.0	3.0	1.9	2.0	2.5
Average Benefit	$582	$600	$454	$502	$543
Average # of Children in AU	1.9	1.8	1.9	2.0	1.9
Average Age of Oldest Child	7.4	7.3	9.1	11.4	9.1
Average Age of Youngest Child	4.6	4.3	6.1	7.9	6.0
% with Children Under 1 Year	9.6	27.3	8.8	5.3	11.3
% with Children Under 6 Years	67.3	66.8	57.3	37.6	54.7
Average Age of Head of Household	30.6	32.6	32.5	41.3	35.4
% with Monthly Earnings	42.6	17.6	16.5	8.8	22.2
Average Monthly Earnings of Cases w/ Earnings	$1,193	$1,185	$961	$1,330	$1,199
% Female	88.3	86.6	85.3	92.5	89.5
% Hispanic	47.8	49.0	53.0	75.5	59.4
% White (Non-Hispanic)	23.6	28.8	24.0	11.2	19.7
% Black (Non-Hispanic)	20.9	15.1	17.9	11.1	15.6
% Asian (Non-Hispanic)	4.4	4.1	2.9	1.1	2.9
% Other	3.2	2.9	2.1	0.9	2.3

Table 1A.
Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2017 (continued)

Characteristic	WTW Participants	WTW Exempt	WTW Sanction	Child-Only	All TANF/ MOE
% English	87.0	87.5	89.9	41.4	69.5
% Spanish	6.9	8.2	7.8	57.3	27.1
% Other	6.0	4.1	2.1	1.2	3.4
% of Head of Household Completed High School or Equivalent	59.8	56.5	49.6	17.8	41.9
% Unknown	0.0	0.0	1.6	6.6	2.8
% Citizen	89.8	91.6	91.1	34.1	68.4
% Legal Non-Citizen	9.4	7.3	3.5	4.0	6.4
% Other/Unknown	0.6	0.9	5.1	61.9	25.2

Data Source: RADEP FFY 2017 and WDTIP

Notes:
AU represents “assistance unit.”
Sanctioned cases have no aided adult because the work-eligible adult is not complying with Welfare-to-Work program requirements and has been removed from the grant calculation (the family is aided with a child-only grant).
Safety Net cases have no aided adult because all work-eligible parents in the AU have exceeded their 48-month time limit of support and the family is receiving a child-only grant.
Child-Only cases have no eligible adult due to immigration status, receipt of Supplemental Security Income (SSI), or income exceeding the CalWORKs threshold (in the case of non-needy caretakers of foster children).

Percentages do not add to 100 percent due to missing/unknown values.

Table 1B. Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2017

This table provides an alternate breakout of some characteristics of the WTW categories in the previous Characteristics table ("Participants", "Exempt" and "Sanction").

Characteristics	Aided Adult (1-Parent)	Aided Adult (2-Parent)
% of WTW Cases	83.9	16.1
Average Benefit	$556	$645
Average AU Size	2.7	3.8
% with Earnings	27.7	47.7
Average Monthly Earnings of Cases w/ Earnings	$1,091	$1,426

Data Source: RADEP FFY 2017 and WDTIP

Characteristics of CalWORKs Cases

"Time on Aid" is the total number of months a case has received assistance during the look-back period. It is a different calculation than the CalWORKs 48-Month Clock, as a case may receive assistance in a month that does not count toward their 48-Month Clock due to a qualifying exemption. Time on aid for WTW Cases is calculated by the aided adult on aid longest (as an adult) since the beginning of the look-back period. Time on aid for CalWORKs Non-MOE cases (Safety Net, Fleeing Felon and Long-Term Sanction) as well as the Child-Only cases is determined by the child member on aid longest since the beginning of the look-back period.

"Average Months on Aid" is most useful for mathematical calculations (i.e., for developing budget estimates).

"Median Months on Aid" is most useful for describing a typical case, as most of the caseload would be found near this center point.

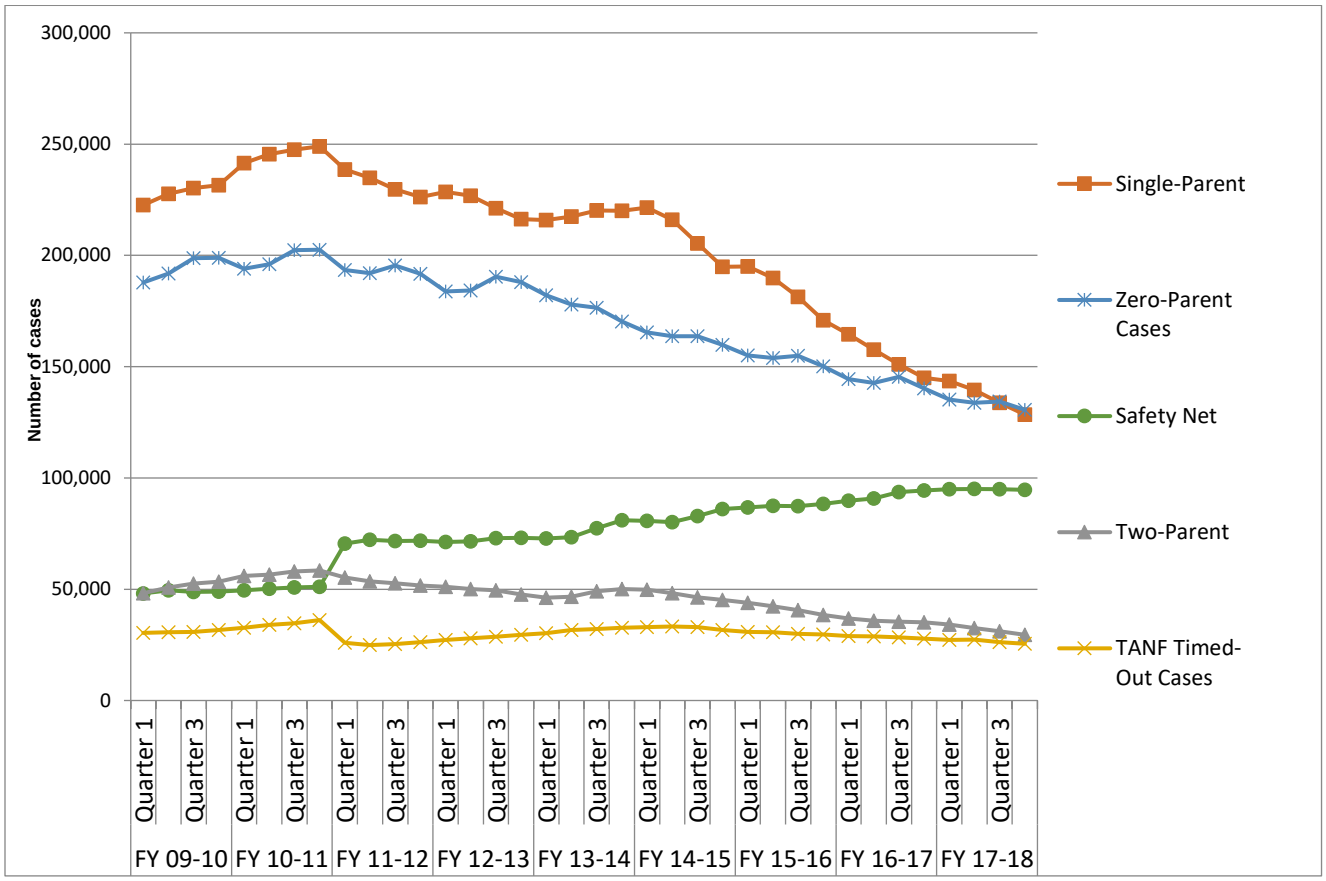
Table 1C.
Time on Aid Characteristics of CalWORKs Cases

	WTW (Participants)	WTW (Exempt)	WTW (Sanction)	Child Only	Non-MOE Moved Out	All Cases
Average - Months on Aid Since 1998	29.8	49.8	9.9	102.9	102.3	75.6
Median - Months on Aid Since 1998	23	38	9	102	99	68
Average - Months on Aid in Last 8 Years	25.2	41.8	9.7	67.0	70.4	53.8
Median - Months on Aid in Last 8 Years	20	35	9	77	76	55
Average - Months on Aid in Last 6 Years	22.4	37.0	9.6	53.8	56.3	44.1
Median - Months on Aid in Last 6 Years	18	32	9	64	63	48

Data Source: MEDS September 2018

Figure 1B. CalWORKs Quarterly Caseload Analysis: FY 2009-10 through FY 2017-18

The chart below illustrates changes in caseload categories over the last decade. In 2009, AB X4 4 exempted parents or caretakers providing primary care to a child age 12 months through 23 months, or two or more children under the age of 6, from participating in Welfare-to-Work activities. As a result, the number of exempt individuals increased from 2009 through 2013. SB 1041 ended the young child exemptions as of January 1, 2013.



Data Source: CalWORKs Cash Grant Caseload Movement Report (CA 237 CW)

Table 1D.
CalWORKs Quarterly Caseload Analysis:
FY 2009-10 through FY 2017-18

Fiscal Year	Total CalWORKs Cases	Single-Parent	Two-Parent	TANF Timed-Out Cases	Zero-Parent Cases	Safety Net
FY 09-10 Quarter 1	537,063	222,600	48,163	30,421	187,768	48,110
FY 09-10 Quarter 2	550,639	227,689	50,816	30,626	191,929	49,579
FY 09-10 Quarter 3	561,243	230,280	52,548	30,823	198,748	48,844
FY 09-10 Quarter 4	564,443	231,583	53,411	31,673	198,862	48,913
FY 09-10 Monthly Average	553,347	228,038	51,234	30,886	194,327	48,861
FY 10-11 Quarter 1	573,710	241,413	56,028	32,701	194,050	49,519
FY 10-11 Quarter 2	582,262	245,470	56,587	33,939	196,014	50,252
FY 10-11 Quarter 3	593,424	247,487	58,060	34,727	202,393	50,758
FY 10-11 Quarter 4	597,226	249,014	58,443	36,138	202,551	51,079
FY 10-11 Monthly Average	586,655	245,846	57,280	34,376	198,752	50,402
FY 11-12 Quarter 1	583,769	238,622	55,226	25,879	193,472	70,570
FY 11-12 Quarter 2	577,446	234,889	53,473	24,893	191,973	72,218
FY 11-12 Quarter 3	574,910	229,740	52,677	25,367	195,419	71,707
FY 11-12 Quarter 4	567,516	226,252	51,597	26,143	191,747	71,777
FY 11-12 Monthly Average	575,910	232,376	53,243	25,570	193,153	71,568
FY 12-13 Quarter 1	561,772	228,533	51,033	27,186	183,741	71,279
FY 12-13 Quarter 2	560,642	226,824	50,083	27,986	184,229	71,519
FY 12-13 Quarter 3	562,656	221,132	49,531	28,642	190,407	72,944
FY 12-13 Quarter 4	554,414	216,238	47,673	29,451	187,924	73,128
FY 12-13 Monthly Average	559,871	223,182	49,580	28,316	186,575	72,218
FY 13-14 Quarter 1	547,125	215,844	46,208	30,301	182,037	72,735
FY 13-14 Quarter 2	546,917	217,414	46,605	31,636	177,952	73,311
FY 13-14 Quarter 3	555,316	220,224	49,037	32,101	176,544	77,410
FY 13-14 Quarter 4	554,076	220,055	50,041	32,658	170,279	81,045
FY 13-14 Monthly Average	550,859	218,384	47,973	31,674	176,703	76,125
FY 14-15 Quarter 1	550,169	221,446	49,725	32,909	165,367	80,723
FY 14-15 Quarter 2	541,354	216,023	48,254	33,212	163,674	80,192
FY 14-15 Quarter 3	531,157	205,319	46,370	32,926	163,693	82,850
FY 14-15 Quarter 4	517,426	194,900	45,134	31,640	159,751	86,001
FY 14-15 Monthly Average	535,027	209,422	47,371	32,672	163,121	82,442
FY 15-16 Quarter 1	511,507	194,980	43,947	30,784	155,036	86,760
FY 15-16 Quarter 2	504,078	189,890	42,275	30,604	153,862	87,447
FY 15-16 Quarter 3	494,044	181,363	40,533	29,960	154,905	87,283
FY 15-16 Quarter 4	477,568	170,927	38,490	29,688	150,119	88,343
FY 15-16 Monthly Average	496,799	184,290	41,311	30,259	153,481	87,458

Table 1D. CalWORKs Quarterly Caseload Analysis: FY 2009-10 through FY 2017-18 (Continued)

Fiscal Year	Total CalWORKs Cases	Single-Parent	Two-Parent	TANF Timed-Out Cases	Zero-Parent Cases	Safety Net
FY 16-17 Quarter 1	464,513	164,544	36,799	28,970	144,424	89,776
FY 16-17 Quarter 2	455,808	157,704	35,821	28,787	142,678	90,819
FY 16-17 Quarter 3	453,987	151,032	35,402	28,440	145,442	93,671
FY 16-17 Quarter 4	442,561	145,018	35,067	27,737	140,300	94,439
FY 16-17 Monthly Average	454,217	154,574	35,772	28,483	143,211	92,176
FY 17-18 Quarter 1	434,961	143,565	34,104	27,252	135,164	94,876
FY 17-18 Quarter 2	428,217	139,577	32,477	27,297	133,836	95,031
FY 17-18 Quarter 3	420,447	133,799	31,051	26,205	134,388	95,003
FY 17-18 Quarter 4	408,761	128,500	29,510	25,484	130,618	94,649
FY 17-18 Monthly Average	423,097	136,360	31,786	26,559	133,502	94,890

Data Sources: CalWORKs Cash Grant Caseload Movement (CA 237 CW)

Note:
The numbers displayed in the table for each quarter are monthly averages.

CalWORKs Applications, Approvals and Denials: FY 2017-18

There were a total of 428,213 CalWORKs applications in FY 2017-18. Tables 1E, 1F, and 1G detail the number of CalWORKs applications that were approved (182,626) and denied (245,587) in the 2017-18 state fiscal year by county and the reasons for those denials. Single-Parent families, the most common type of CalWORKs family, comprised the greatest number of applications, approvals, and denials.

Table 1E.
CalWORKs Annual Application Approvals by County: FY 2017-18

COUNTY	TOTAL CW APPLICATIONS APPROVED	SINGLE-PARENT	TWO-PARENT	TANF TIMED-OUT CASES	ZERO-PARENT FAMILIES	SAFETY NET
Statewide	**182,626**	**94,203**	**19,761**	**7,136**	**35,950**	**25,576**
Alameda	5,046	2,828	419	181	896	722
Alpine	5	4	0	0	1	0
Amador	94	53	11	7	15	8
Butte	1,258	663	174	62	200	159
Calaveras	203	99	42	8	29	25
Colusa	73	35	5	5	21	7
Contra Costa	3,055	1723	252	140	593	347
Del Norte	284	140	49	18	33	44
El Dorado	460	267	67	11	76	39
Fresno	9,268	4,327	1,293	424	1,715	1,509
Glenn	197	91	39	11	41	15
Humboldt	410	227	61	12	70	40
Imperial	1,718	983	217	57	226	235
Inyo	90	49	13	2	13	13
Kern	8,595	4,250	940	385	1,848	1,172
Kings	1,318	673	169	35	260	181
Lake	419	238	67	11	64	39
Lassen	183	92	29	13	26	23
Los Angeles	54,175	28,604	4,440	1,581	10,833	8,717
Madera	1,265	474	121	37	485	148
Marin	300	193	17	12	62	16
Mariposa	101	49	22	10	9	11
Mendocino	549	312	58	12	100	67
Merced	2,595	1,217	326	103	599	350
Modoc	98	50	13	3	20	12
Mono	22	11	4	0	3	4

Table 1E. CalWORKs Annual Application Approvals by County: FY 2017-18 (Continued)

COUNTY	TOTAL CW APPLICATIONS APPROVED	SINGLE-PARENT	TWO-PARENT	TANF TIMED-OUT CASES	ZERO-PARENT FAMILIES	SAFETY NET
Monterey	2,336	794	104	51	1,247	140
Napa	210	124	10	11	58	7
Nevada	242	149	29	5	43	16
Orange	6,033	3,244	633	217	1,570	369
Placer	592	332	69	19	117	55
Plumas	63	31	11	0	11	10
Riverside	11,208	6,425	1,243	471	1,793	1,276
Sacramento	11,142	5,188	2,090	481	1,503	1,880
San Benito	235	138	23	8	43	23
San Bernardino	18,181	9,398	2,105	984	2,916	2,778
San Diego	8,816	4,732	1,131	407	1,437	1,109
San Francisco	1,482	858	78	89	268	189
San Joaquin	5,598	2,763	657	211	858	1,109
San Luis Obispo	775	404	58	37	222	54
San Mateo	263	134	18	16	68	27
Santa Barbara	1,918	767	103	57	848	143
Santa Clara	2,772	1,634	220	97	586	235
Santa Cruz	492	289	30	7	141	25
Shasta	1,142	585	140	52	213	152
Sierra	21	13	3	0	4	1
Siskiyou	245	128	48	8	35	26
Solano	1,767	1,052	137	54	292	232
Sonoma	857	497	54	41	217	48
Stanislaus	3,394	1,611	519	178	641	445
Sutter	649	293	127	25	119	85
Tehama	411	169	52	27	111	52
Trinity	85	42	22	0	13	8
Tulare	5,949	2,661	757	288	1,417	826
Tuolumne	255	149	41	12	34	19
Ventura	2,512	1,367	229	96	650	170
Yolo	671	357	88	22	136	68
Yuba	529	223	84	25	101	96

Data Source: CalWORKs Cash Grant Caseload Movement Report (CA 237 CW, Line Items 7a & 7b)

Table 1F.
CalWORKs Annual Application Denials by County: FY 2017-18

COUNTY	TOTAL CW APPLICATIONS DENIED	SINGLE-PARENT	TWO-PARENT	TANF TIMED-OUT CASES	ZERO-PARENT FAMILIES	SAFETY NET
Statewide	**245,587**	**183,284**	**29,324**	**1,661**	**26,739**	**4,579**
Alameda	4,877	3,211	344	67	1,027	228
Alpine	4	4	0	0	0	0
Amador	315	225	69	4	7	10
Butte	2,196	1,608	463	23	71	31
Calaveras	345	259	65	2	12	7
Colusa	156	113	24	1	15	3
Contra Costa	4,980	2,929	346	52	1,501	152
Del Norte	326	225	63	4	16	18
El Dorado	1,536	1,384	105	5	33	9
Fresno	7,304	4,434	1,224	76	1,254	316
Glenn	249	150	51	5	37	6
Humboldt	1,285	967	218	10	76	14
Imperial	2,157	1,621	414	11	80	31
Inyo	89	77	7	2	2	1
Kern	14,370	12,567	959	125	492	227
Kings	2,342	2,180	97	10	36	19
Lake	886	592	178	3	102	11
Lassen	258	217	36	1	2	2
Los Angeles	61,028	51,792	7,632	165	1,110	329
Madera	1,642	1,155	299	9	150	29
Marin	493	408	22	4	52	7
Mariposa	157	122	21	0	7	7
Mendocino	530	456	44	0	22	8
Merced	4,387	3,531	495	32	247	82
Modoc	96	73	14	1	7	1
Mono	42	40	2	0	0	0
Monterey	4,660	3,492	539	8	576	45
Napa	642	540	68	3	29	2

Table 1F. CalWORKs Annual Application Denials by County: FY 2017-18 (continued)

COUNTY	TOTAL CW APPLICATIONS DENIED	SINGLE-PARENT	TWO-PARENT	TANF TIMED-OUT CASES	ZERO-PARENT FAMILIES	SAFETY NET
Nevada	575	458	89	0	19	9
Orange	6,278	3,901	750	32	1,507	88
Placer	1,411	856	247	3	288	17
Plumas	142	83	44	1	12	2
Riverside	22,348	17,555	2,932	129	1,409	323
Sacramento	11,938	5,010	1,629	113	4,434	752
San Benito	361	304	33	4	9	11
San Bernardino	25,156	20,315	3,350	168	1,009	314
San Diego	16,535	11,209	1,129	173	3,656	368
San Francisco	1,547	1,080	93	22	316	36
San Joaquin	7,086	5,760	721	61	309	235
San Luis Obispo	1,264	753	106	11	372	22
San Mateo	1,959	1,102	145	23	668	21
Santa Barbara	2,490	1,382	232	14	814	48
Santa Clara	3,722	2,150	429	29	1,048	66
Santa Cruz	595	273	69	3	239	11
Shasta	2,006	1,479	379	16	81	51
Sierra	7	4	3	0	0	0
Siskiyou	553	384	140	3	10	16
Solano	2,475	1,903	144	13	341	74
Sonoma	911	733	44	3	117	14
Stanislaus	6,364	4,279	1,349	38	598	100
Sutter	912	811	73	9	12	7
Tehama	910	659	192	5	40	14
Trinity	88	70	9	0	8	1
Tulare	4,327	2,318	481	79	1,195	254
Tuolumne	410	290	97	2	21	0
Ventura	3,932	2,638	295	49	895	55
Yolo	938	484	120	7	294	33
Yuba	995	669	201	28	55	42

Data Source: Report on Reasons for Denials and Other Non-Approval of Applications (CA 255 CW, Line Items 2-12)

Table 1G. CalWORKs Annual Application Denials by Reasons by County: FY 2017-18

Table 1G illustrates the reasons for application for aid denials in the 2017-18 state fiscal year. Of the 245,587 applications denied in the year, the most common reason (40 percent) was for failure to comply with procedural requirements (98,835); the next most common reason (22 percent) was denial for other reasons (54,479).

COUNTY	TOTAL DENIALS	FAILURE TO COMPLY	NO ELIGIBLE CHILD/NO DEPRIVATION	FINANCIAL	OTHER
Statewide	**245,587**	**98,835**	**44,977**	**47,296**	**54,479**
Alameda	4,877	1,487	1,074	1,350	966
Alpine	4	1	-	-	3
Amador	315	158	29	55	73
Butte	2,196	1,247	146	229	574
Calaveras	345	122	39	56	128
Colusa	156	82	6	35	33
Contra Costa	4,980	1,205	1,425	721	1,629
Del Norte	326	148	34	66	78
El Dorado	1,536	384	840	171	141
Fresno	7,304	2,532	2,096	1,132	1,544
Glenn	249	107	18	57	67
Humboldt	1,285	785	205	148	147
Imperial	2,157	865	113	337	842
Inyo	89	29	11	24	25
Kern	14,370	8,438	1,094	1,756	3,082
Kings	2,342	792	465	468	617
Lake	886	467	27	84	308
Lassen	258	122	50	42	44
Los Angeles	61,028	25,410	7,002	15,127	13,489
Madera	1,642	857	190	298	297
Marin	493	182	73	120	118
Mariposa	157	56	24	18	59
Mendocino	530	224	84	117	105
Merced	4,387	1,840	179	597	1,771
Modoc	96	57	2	16	21
Mono	42	24	3	-	15
Monterey	4,660	1,788	789	1,231	852
Napa	642	244	10	69	319

Table 1G. CalWORKs Annual Application Denials by Reasons by County: FY 2017-18 (Continued)

COUNTY	TOTAL DENIALS	FAILURE TO COMPLY	NO ELIGIBLE CHILD/NO DEPRIVATION	FINANCIAL	OTHER
Nevada	575	353	60	53	109
Orange	6,278	1,349	1,493	1,196	2,240
Placer	1,411	464	613	69	265
Plumas	142	65	8	17	52
Riverside	22,348	11,473	3,335	4,085	3,455
Sacramento	11,938	3,637	3,846	2,284	2,171
San Benito	361	154	13	64	130
San Bernardino	25,156	11,720	5,087	5,174	3,175
San Diego	16,535	4,554	5,281	2,600	4,100
San Francisco	1,547	550	453	311	233
San Joaquin	7,086	2,610	1,372	1,373	1,731
San Luis Obispo	1,264	296	344	104	520
San Mateo	1,959	585	488	379	507
Santa Barbara	2,490	718	680	460	632
Santa Clara	3,722	796	809	593	1,524
Santa Cruz	595	196	209	66	124
Shasta	2,006	1,252	180	254	320
Sierra	7	4	1	1	1
Siskiyou	553	324	40	47	142
Solano	2,475	643	573	360	899
Sonoma	911	284	257	83	287
Stanislaus	6,364	3,129	1,130	1,096	1,009
Sutter	912	538	36	137	201
Tehama	910	567	19	61	263
Trinity	88	45	7	18	18
Tulare	4,327	1,091	1,196	1,066	974
Tuolumne	410	138	20	55	197
Ventura	3,932	879	1,025	637	1,391
Yolo	938	316	216	144	262
Yuba	995	452	158	185	200

Data Source: CalWORKs Report on Reasons for Denials and Other Non-Approvals of Applications (CA 255 CW, Line Items 2-12)

Notes:
Failure to Comply includes but is not limited to failure to include all mandatory persons on the application form, failure to comply with fingerprint/photo image requirements, refusal to participate in the gathering of evidence to support eligibility and refusal to participate in the face-to-face interview.

No Eligible Child refers to the CalWORKs requirement that the family include a minor child who resides with a custodial parent or other adult caretaker relative of the child.
No Deprivation refers to the CalWORKs requirement that a child live in a home where at least one parent is absent, deceased, or not working, or is considered disabled.
Financial refers to CalWORKs requirements that applicants must have earned income below the stated earned income limits for the family size. Applicant limits for unearned income are generally $1 less than the Minimum Basic Standard of Adequate Care (MBSAC). Applicants with property valued at more than $2,250 or $3,250 (if over 60 or disabled) are ineligible.
Other includes cases not approved for reasons not previously listed, including but not limited to nonresident status; the application was cancelled or withdrawn; and the client moved and/or cannot be located.

Chapter 2 – Benefits, Earning Levels, and Employment

This chapter provides information about income levels required for initial CalWORKs program eligibility and income levels and grant levels for recipients of CalWORKs. The chapter contains data describing the earnings distribution of CalWORKs cases, historical average CalWORKs grants, grant levels, income level limits for recipients, and an account of participant employment activities.

Key Terms in This Chapter

- **Assistance Unit (AU)** – An AU is a group of related persons living in the same home who have been determined to be eligible for CalWORKs and for whom cash aid has been authorized. An AU is sometimes referred to as a CalWORKs case. An AU or case differs from a "household" in that a household includes all persons in the same dwelling regardless of their relationship to members of the AU, or their eligibility for CalWORKs aid.
- **CalFresh** – CalFresh is California's version of the federal Supplemental Nutritional Assistance Program (SNAP). The CalFresh program helps to improve the health and well-being of qualified California households and individuals by providing monthly benefits that can be used to buy most foods at grocery stores to supplement their nutritional needs.
- **Child-Only** – Child-only cases are cases in which only the children in an AU are aided because the parents are ineligible due to immigration status, SSI recipient, or non-needy caretaker relative.
- **Earnings** – Earnings includes wages, salary, commissions, and self-employment earnings. Earned income comes from various payment methods such as cash, paycheck or personal check, or "in-kind" (such as housing that is included with employment).
- **Family** – "Family" is used interchangeably with AU (see definition above) in CalWORKs.
- **Household** – A household includes all persons in the same dwelling regardless of their relationship to members of the AU, or their eligibility for CalWORKs aid.
- **Maximum Aid Payment (MAP)** – The MAP is the maximum grant level provided for CalWORKs families. The MAP levels are established in law and are based on family size, whether the adults in the household are able to work (exempt or non-exempt), and the geographical location of the family residence (Region 1 or Region 2)
    - **MAP Exempt** – The MAP for families with adults who are unable to work because of a temporary or permanent incapacity and cases where no adult is receiving aid (e.g., child-only cases) is higher than for those with adults who are able to work. This higher MAP amount is called the MAP exempt level.

  - **Non-Exempt MAP** – The MAP for families with adults who are able to work is lower than for those with adults who are unable to work. This lower MAP amount is called the Non-Exempt MAP.
- **Maximum CalFresh Allotment (MCA)** – The MCA is the maximum food aid benefit level a family may receive from CalFresh. The MCA varies according to family size.
- **Maximum Earned Income Limit** – The maximum earned income level is the income threshold for CalWORKs recipient families after they become eligible.
- **Minimum Basic Standards of Adequate Care (MBSAC)** – The MBSAC is the income threshold to determine an applicant family's eligibility for CalWORKs. If a family's income falls below the MBSAC (after an initial $90 earned income disregard) for the region in which they reside, they may be eligible for CalWORKs assistance.
- **Region 1 and Region 2** – California is divided into two regions for determining grant amounts, based on cost of living:
  - **Region 1** counties (higher cost of living): Alameda, Contra Costa, Los Angeles, Marin, Monterey, Napa, Orange, San Diego, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Solano, Sonoma, and Ventura.
  - **Region 2** counties (lower cost of living): Alpine, Amador, Butte, Calaveras, Colusa, Del Norte, El Dorado, Fresno, Glenn, Humboldt, Imperial, Inyo, Kern, Kings, Lake, Lassen, Madera, Mariposa, Mendocino, Merced, Modoc, Mono, Nevada, Placer, Plumas, Riverside, Sacramento, San Benito, San Bernardino, San Joaquin, Shasta, Sierra, Siskiyou, Stanislaus, Sutter, Tehama, Trinity, Tulare, Tuolumne, Yolo, and Yuba.
- **Safety Net** – Safety-net cases are those in which only the children in an AU are aided due to the parent(s) being discontinued for cash aid because they reached the 48-month lifetime assistance limit.
- **Sanction** – Sanctioning is the process by which parent(s) are removed from CalWORKs support because at least one failed to comply with Welfare-to-Work program requirements without good cause, and county staff compliance efforts failed (Eligible children continue to receive funding).

Tables and Figures in This Chapter

Table 2A. CalWORKs Maximum Aid Payment (MAP) Levels 22
Table 2B. CalWORKs Caseload and Grants with CalFresh Benefits Recent History and Projections: FY 2008-09 through FY 2018-19 24
Table 2C. CalWORKs Recipient Earned Income Limits: FY 2018-19 25
Table 2D. Earnings Distribution for Work-Eligible Adult Cases with Earnings for FY 2017-18 26
Figure 2A. Quarterly Earnings for CalWORKs Adult Recipients: 2003-2018 27
Figure 2B. Proportion of Adult Recipients with Earnings: 2003-2018 28
Figure 2C. CalWORKs Welfare-to-Work Participants in Employment Activities: FFYs 2014-2018 29

MAP Levels

The Maximum Aid Payment (MAP) is the maximum grant level provided for CalWORKs families. MAP levels are established by law and are based on family size, whether the adults in the household are able to work (exempt or non-exempt), and the geographical location of the family residence (Region 1 or Region 2).

Table 2A. CalWORKs Maximum Aid Payment (MAP) Levels

Current

Assistance Unit Size	Region 1[1] Maximum Aid Payment Exempt	Region 1 Maximum Aid Payment Non-Exempt	Region 2[1] Maximum Aid Payment Exempt	Region 2 Maximum Aid Payment Non-Exempt
1	$392	$355	$374	$336
2	$645	$577	$616	$549
3	$799	$714	$762	$680
4	$949	$852	$904	$810
5	$1,080	$968	$1,031	$922
6	$1,214	$1,087	$1,157	$1,035
7	$1,334	$1,195	$1,272	$1,136
8	$1,454	$1,301	$1,385	$1,239
9	$1,571	$1,407	$1,498	$1,340
10 or more	$1,689	$1,511	$1,610	$1,438

Effective April 1, 2019

Assistance Unit Size	Region 1 Maximum Aid Payment Exempt	Region 1 Maximum Aid Payment Non-Exempt	Region 2 Maximum Aid Payment Exempt	Region 2 Maximum Aid Payment Non-Exempt
1	$431	$391	$411	$370
2	$710	$635	$678	$604
3	$879	$785	$838	$748
4	$1,044	$937	$994	$891
5	$1,188	$1,065	$1,134	$1,014
6	$1,335	$1,196	$1,273	$1,139
7	$1,467	$1,315	$1,399	$1,250
8	$1,599	$1,431	$1,524	$1,363
9	$1,728	$1,548	$1,648	$1,474
10 or more	$1,858	$1,662	$1,771	$1,582

Notes:
For more information on CalWORKs MAP levels, please refer to the CDSS website at: **ACL 16-64 (August 16, 2016)**
[1]California is divided into two regions based roughly on cost of living, Region 1 (higher cost of living) and Region 2 (lower cost of living).

Region 1 Counties: Alameda, Contra Costa, Los Angeles, Marin, Monterey, Napa, Orange, San Diego, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Solano, Sonoma, and Ventura.

Region 2 Counties: Alpine, Amador, Butte, Calaveras, Colusa, Del Norte, El Dorado, Fresno, Glenn, Humboldt, Imperial, Inyo, Kern, Kings, Lake, Lassen, Madera, Mariposa, Mendocino, Merced, Modoc, Mono, Nevada, Placer, Plumas, Riverside, Sacramento, San Benito, San Bernardino, San Joaquin, Shasta, Sierra, Siskiyou, Stanislaus, Sutter, Tehama, Trinity, Tulare, Tuolumne, Yolo, and Yuba.

CalWORKs Caseload and Grants with CalFresh Benefits

Table 2B displays the average monthly CalWORKs caseload and grant, as well as the MAP and maximum CalFresh allotment for Fiscal Years 2008-09 through 2018-19.

Table 2B. CalWORKs Caseload and Grants with CalFresh Benefits Recent History and Projections: FY 2008-09 through FY 2018-19

Fiscal Year	Average Monthly CalWORKs Cases	Average CalWORKs Grants	MAP for AU of 3 Region 1[(1)]	CalFresh MCA for HH of 3[(2)]
2008-09	504,994	$540	$723	$463
2009-10	553,347	$514	$694	$526
2010-11	586,655	$517	$694	$526
2011-12	575,910	$466	$638	$526
2012-13	559,871	$465	$638	$526
2013-14	550,859	$474	$670	$526
2014-15	535,027	$492	$670 $704	$497
2015-16	496,799	$505	$704	$511
2016-17	454,217	$533	$704 $714	$511
2017-18	423,097	$553	$714	$504
2018-19[(3),(4)]	406,175	$572	$714 $785	$505

Notes:
Acronyms used in this table: **MAP** = Maximum Aid Payment; **AU** = Assistance Unit; **MCA** = Maximum CalFresh Allotment; **HH** = household

[1]California's grant levels are divided into two regions based roughly on cost of living. This chart reflects CalWORKs MAP for an AU of three in Region 1 Counties: Alameda, Contra Costa, Los Angeles, Marin, Monterey, Napa, Orange, San Diego, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Solano, Sonoma and Ventura.
[2]CalFresh benefit amounts are based on a Federal Fiscal Year (October-September) versus the State Fiscal Year (July-June). The FY 2018-19 CalFresh benefit amount is based on the FFY 2019 household (HH) MCA.
[3]The CalWORKs MAP for an AU of three will increase from $714 to $785 on April 1, 2019.
[4]Represents projections from the 2018-19 Appropriation. Prior years reflect actual data based on the CA 800 Expenditure Report.

CalWORKs Recipient Earned Income Limits

This table provides the maximum earned income thresholds for a non-exempt recipient family receiving CalWORKs. If the family's earnings are above the Maximum Earned Income limit, then the family would become ineligible for CalWORKs. These limits apply only to earned income. The limits for unearned income would vary based on the types of unearned income received by the family.

The table also provides the Minimum Basic Standards for Adequate Care (MBSAC) which is used in determining applicant financial eligibility for those families that apply for CalWORKs. Applicant family's income after applying the value of in-kind income for housing, utilities, food and clothing and less $90 for earned income must be below the MBSAC levels in order to qualify for CalWORKs.

Table 2C. CalWORKs Recipient Earned Income Limits: FY 2018-19

Assistance Unit Size	Region 1[1] Applicant Family FY 2018-19 MBSAC[2]	Region 1 Recipient Family Maximum Earned Income Limit Non-Exempt Effective Through March 31, 2019	Region 1 Recipient Family Maximum Earned Income Limit Non-Exempt Effective April 1, 2019[3]	Region 2[1] Applicant Family FY 2017-18 MBSAC[2]	Region 2 Recipient Family Maximum Earned Income Limit Non-Exempt Effective Through March 31, 2019	Region 2 Recipient Family Maximum Earned Income Limit Non-Exempt Effective April 1, 2019[3]
1	$686	$935	$1,007	$651	$897	$965
2	$1,125	$1,379	$1,495	$1,070	$1,323	$1,433
3	$1,395	$1,653	$1,795	$1,324	$1,585	$1,721
4	$1,655	$1,929	$2,099	$1,574	$1,845	$2,007
5	$1,889	$2,161	$2,355	$1,799	$2,069	$2,253
6	$2,125	$2,399	$2,617	$2,021	$2,295	$2,503
7	$2,335	$2,615	$2,855	$2,215	$2,497	$2,725
8	$2,541	$2,827	$3,087	$2,419	$2,703	$2,953
9	$2,757	$3,039	$3,321	$2,614	$2,905	$3,173
10	$2,992	$3,247	$3,549	$2,846	$3,101	$3,389

Notes:
[1]California is divided into two regions based roughly on cost of living, Region 1 (higher cost of living) and Region 2 (lower cost of living).
[2]For applicant families, add $27 for each additional person for assistance units greater than 10.
[3]Reflects the updated Maximum Earned Income Limit, due to the ten percent MAP increase.
Region 1 counties: Alameda, Contra Costa, Los Angeles, Marin, Monterey, Napa, Orange, San Diego, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Solano, Sonoma and Ventura.
Region 2 counties: Alpine, Amador, Butte, Calaveras, Colusa, Del Norte, El Dorado, Fresno, Glenn, Humboldt, Imperial, Inyo, Kern, Kings, Lake, Lassen, Madera, Mariposa, Mendocino, Merced, Modoc, Mono, Nevada, Placer, Plumas, Riverside, Sacramento, San Benito, San Bernardino, San Joaquin, Shasta, Sierra, Siskiyou, Stanislaus, Sutter, Tehama, Trinity, Tulare, Tuolumne, Yolo and Yuba.

Earnings Distribution for Work-Eligible Adult Cases with Earnings

This table shows the percentage of children and adults in cases with earnings grouped in $200 increments, and the proportion of these increments in relation to all aided adult cases with earnings.

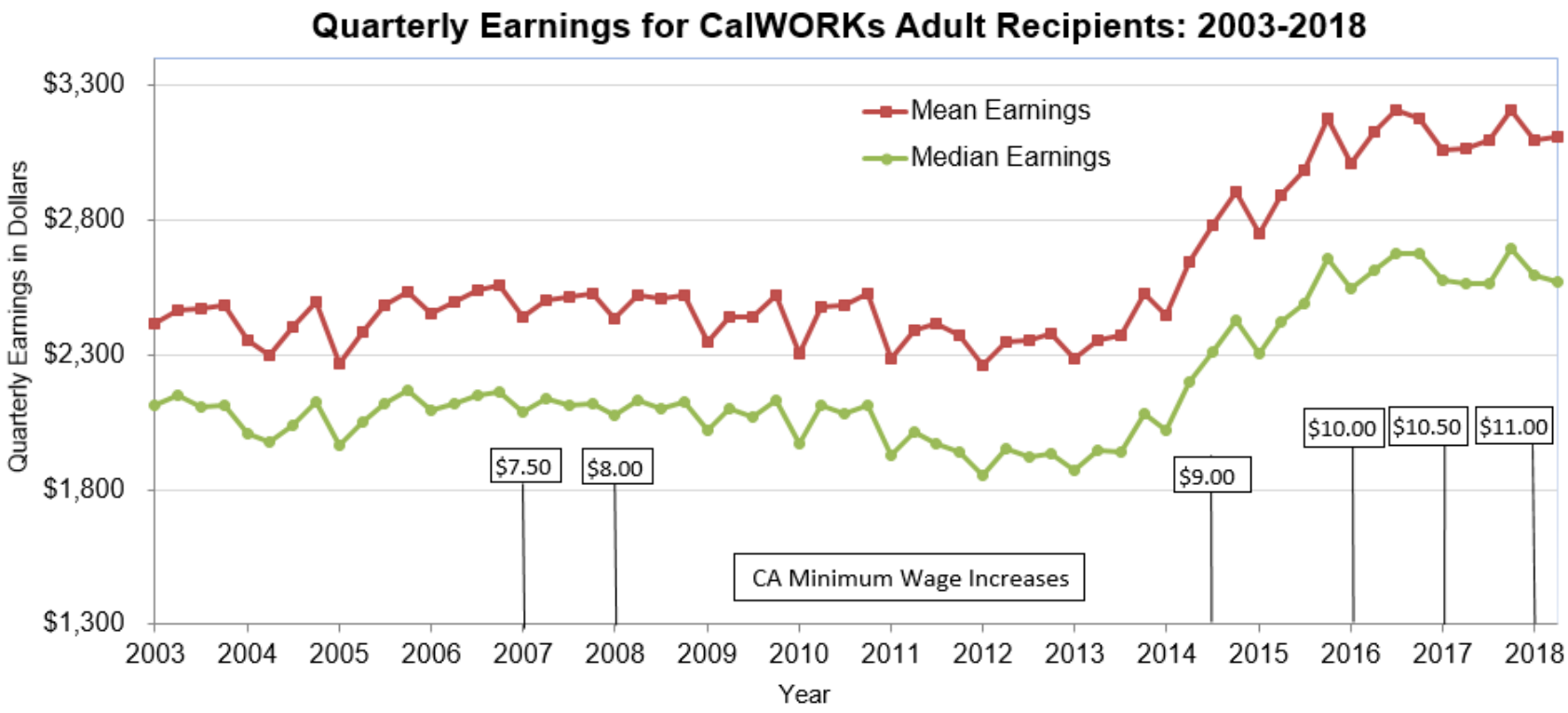
This data represents work-eligible aided adult cases during the period of July 1, 2017 through June 30, 2018 and excludes Child-Only and Safety Net Cases, adults who have received a WTW Sanction or Exemption, adults who have left aid and adults with zero reported income during this period. (Note that, as displayed in Figure 2B, about 32 percent of cases with adults have reported earnings.)

Table 2D. Earnings Distribution for Work-Eligible Adult Cases with Earnings for FY 2017-18

Average Monthly Income	Households With Earnings % of Total Cases
$1 to $200	19.5%
$201 to $400	12.3%
$401 to $600	10.0%
$601 to $800	9.0%
$801 to $1,000	8.3%
$1,001 to $1,200	7.2%
$1,201 to $1,400	6.2%
$1,401 to $1,600	5.5%
$1,601 to $1,800	4.5%
$1,801 to $2,000	3.7%
$2,001 to $2,200	2.9%
$2,201 to $2,400	2.2%
$2,401 to $2,600	1.7%
More than $2,600	7.0%
TOTAL	**100%**

Figure 2A. Quarterly Earnings for CalWORKs Adult Recipients: 2003-2018

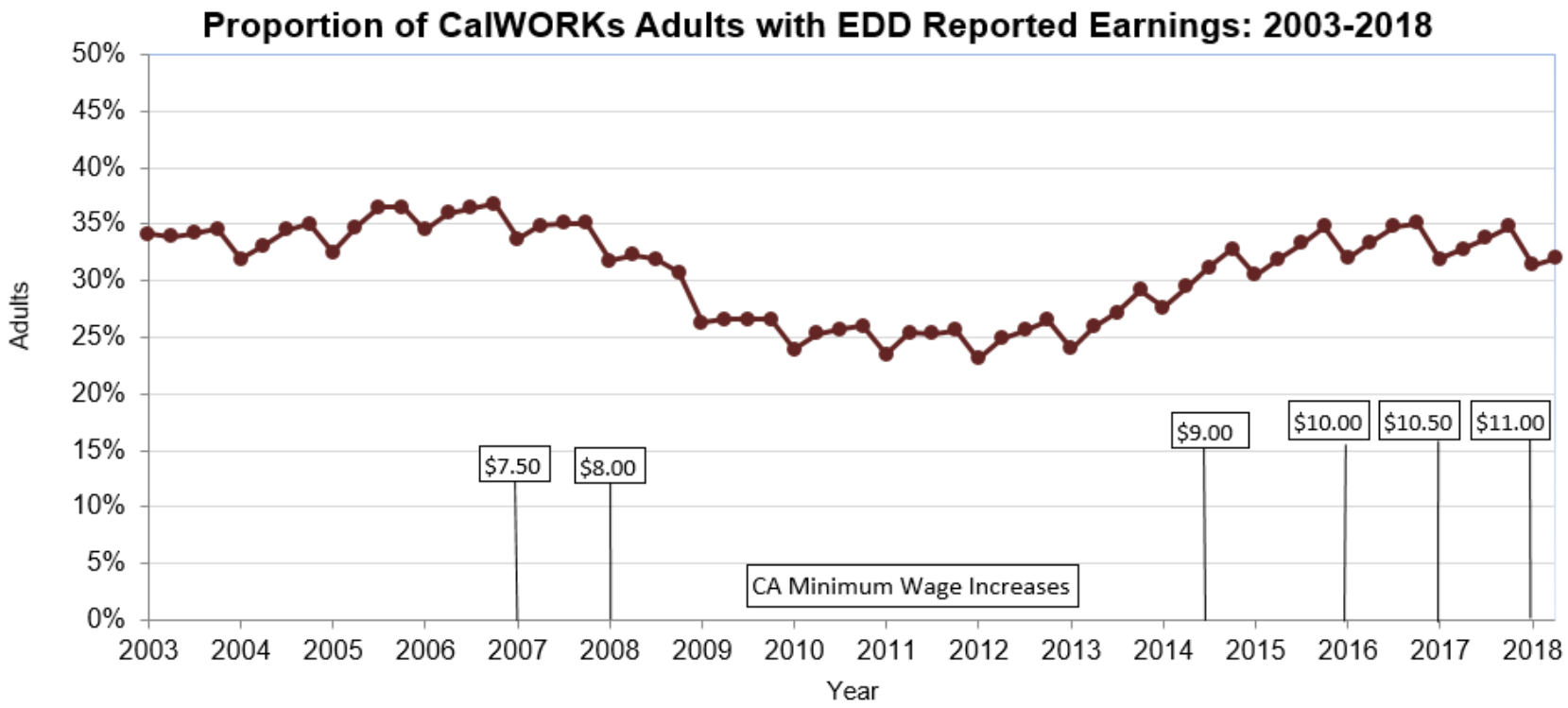
The following charts display the latest data available for CalWORKs recipients with earnings and provide a historical look at the quarterly earnings of CalWORKs adult recipients as reported by the Employment Development Department (EDD). The chart on this page shows the trend in the median and mean value of earnings of CalWORKs adults from 2003 through June 2018. The median and mean earnings of CalWORKs adults have generally increased since 2013 despite slight seasonal quarterly downturns each winter.



Data Source: EDD Quarterly Wage Earnings for CalWORKs Adult Recipients

Figure 2B. Proportion of Adult Recipients with Earnings: 2003-2018

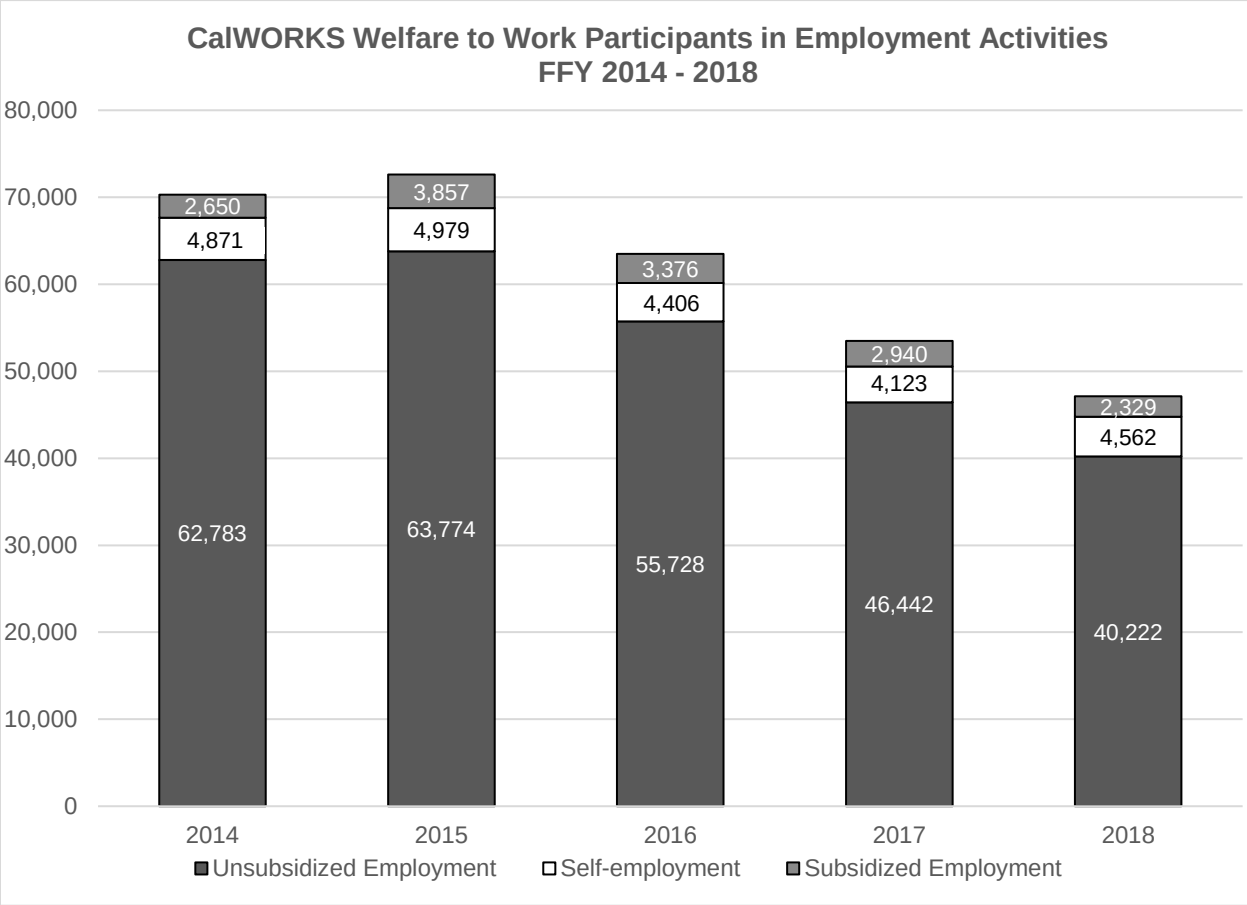
This page illustrates changes in the percentage of CalWORKs adults with earnings between July 2003 and June 2018. The percentage of CalWORKs adult recipients with earnings has risen from 24 percent in the first quarter of 2013 to approximately 32 percent in the second quarter of 2018. California's minimum wage is represented in the in-figure boxes.



Data Source: EDD Quarterly Wage Earnings for CalWORKs Adult Recipients (from MEDS)

Figure 2C. CalWORKs Welfare-to-Work Participants in Employment Activities: FFYs 2014-2018

Work is the most common activity for participating CalWORKs Welfare-to-Work clients. Figure 2C provides the number of CalWORKS Welfare-to-Work clients in employment activities in the last five years (from FFY 2014 to FFY 2018) and displays the recent trends in each of the main employment categories (Subsidized, Unsubsidized, and Self-Employment).
The decrease in absolute numbers of participating clients mirrors the recent overall decline in the CalWORKs caseload. Approximately 60 percent of participating CalWORKs Welfare-to-Work clients (Unduplicated Adults on the WTW 25's) are engaged in some form of employment activity, a level that has remained stable for over a decade.



Data Source: CalWORKs Welfare-To-Work Monthly Activity Report (WTW 25) and CalWORKs Welfare-to-Work Monthly Activity Report-Two Parent Families (WTW 25A)

THIS PAGE IS INTENTIONALLY BLANK

Chapter 3 – Fiscal Overview

This chapter provides a brief financial overview of the CalWORKs program, including funding sources and the distribution of funds across various program components.

Funding Sources

CalWORKs is collaboratively funded by the federal government, the state General Fund (GF), and California counties. California receives federal funding for CalWORKs through an annual TANF block grant of $3.7 billion. As a requirement to receive the federal funds, California contributes $2.9 billion annually in Maintenance-of-Effort (MOE) funding. State MOE funds come from the GF, as well as contributions from California's 58 counties. Other key sources of CalWORKs funding include the Social Services Block Grant (SSBG), also called Title XX, and non-MOE GF.

Expenditures

The preponderance of CalWORKs funds are provided as grants and services to California families in need. Approximately 90 percent of CalWORKs expenditures are allocated to grants, services, child care, and mental health and substance abuse assistance programs. CalWORKs administrative and services funding is provided in an annual Single Allocation to California counties, which administer the program at the local level. TANF/MOE funds not allocated to CalWORKs are used to fund programs such as Tribal TANF, an assistance program for Native Americans residing on tribal lands; Cal Grants, a program that provides assistance to California undergraduates, students in vocational training and teacher certification programs; KinGAP, a program that assists non-parental relatives in caring for children; child care programs administered by the California Department of Education (CDE); and others.

Key Terms in This Chapter

- **General Fund (GF)** – The GF is California's main governmental operating account. GF revenues come primarily from the state income tax, but state sales and corporate taxes also contribute to the GF.
- **Maintenance-of-Effort (MOE)** – The MOE is a requirement that states expend a specified minimum amount of matching funds on benefits for lower-income families in order to participate in the federal TANF program. California allocates $2.9 billion annually in MOE.

- **Non-MOE General Fund** – CalWORKs cases that receive assistance from federal TANF, state MOE funds, or some combination, are subject to work participation requirements. Non-MOE General Funds originate in the state GF but are allocated for assistance that is not subject to the federal TANF work participation requirements.
- **Temporary Assistance for Needy Families (TANF) Funding** – The federal government allocates $16.6 billion annually nationally for TANF. States receive a portion of this total in an annual block grant. To participate in TANF, states must expend a specified amount of dollars in MOE funds that match the TANF funds.
- **Title XX** – Title XX of the Social Security Act, also referred to as the Social Services Block Grant (SSBG), is a funding program provided to states, without a state matching requirement, to assist in supporting a wide range of services, including preventing child abuse, increasing the availability of child care, and providing community-based care for the elderly and disabled. Funds are allocated to the states based on population. California receives approximately $180 million annually.

Tables and Figures in This Chapter

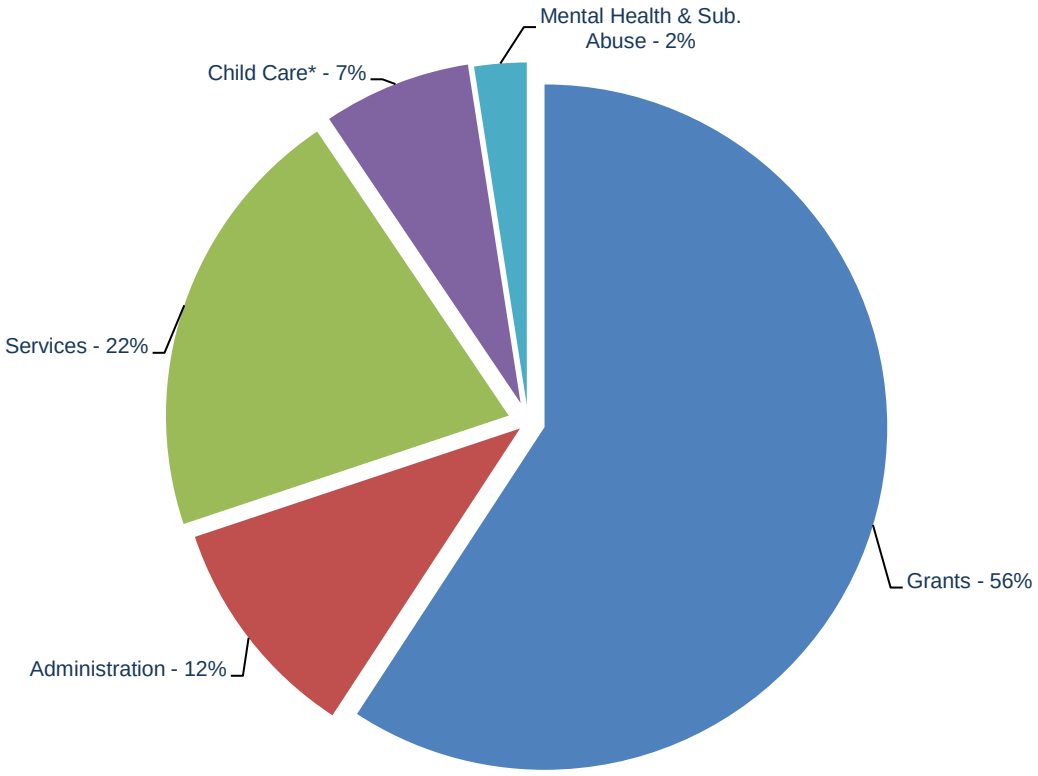
Figure 3A. CalWORKs Funds for FY 2018-19 33
Table 3A. CalWORKs Funding by Program Area & Fund Sources: FY 2018-19 34
Table 3B. Funding Reconciliation for CalWORKs: FY 2018-19 35

Fiscal Overview of the CalWORKs Program

CalWORKs Funds by Program Area and Funding Source

The chart and tables below, and on the following pages, display the distribution of funds within each of the CalWORKs program components (grants, administration, services, child care, and mental health and substance abuse treatment). The funding source for each of these components is also provided (TANF, GF, county funds, and Title XX funds).

Figure 3A. CalWORKs Funds for FY 2018-19



Note:
*Stage One only. Stable clients may receive child care in Stage Two, funded by the California Department of Education.

Table 3A. CalWORKs Funding by Program Area & Fund Sources: FY 2018-19

Funding by Program Area for FY 2018-19	Appropriation (in millions)	%
Grants	$2,810	56%
Administration	$608	12%
Services	$1,111	22%
Child Care	$331	7%
Mental Health & Sub. Abuse	$127	2%
Total Funds	**$4,987**	**100%**

Fund Sources for FY 2018-19	Appropriation (in millions)
TANF in CalWORKs [1]	$1,943
Maintenance-of-Effort (MOE)	$2,202
Other Funds (Non-MOE GF, Title XX)	$842
Total Funds	**$4,987**

Data Source: CDSS

Notes:
Acronyms used on this page: **MOE** (Maintenance-of-Effort), **TANF** (federal Temporary Assistance for Needy Families), **GF** (state General Fund)
[1]Approximately $1.5 billion of the TANF Block Grant is spent in other related programs outside of CalWORKs that serve TANF goals.

Table 3B. Funding Reconciliation for CalWORKs: FY 2018-19

FY 2018-19 Appropriation (in Millions)	TANF	GF MOE	County MOE	GF/County Non-MOE	Title-XX	Total
CalWORKs[1]	**$1,943**	**$360**	**$1,842**	**$750**	**$92**	**$4,987**
Cash Assistance Grants						$2,810
Administration						$608
Services						$1,111
Child Care						$331
Mental Health & Substance Abuse						$127
CDSS Programs (Not CalWORKs)	**$446**	**$225**	**$19**			**$690**
Tribal TANF	$87	$81				$168
WINS		$20				$20
Other CDSS Programs[2]	$359	$124	$19			$502
Other State Agencies (Not CDSS)	**$1,084**	**$552**			**$81**	**$1,717**
Community College		$45				$45
CDE Child Care Programs		$495			$81	$576
Child Support Pass-Through Payment		$12				$12
Student Aid Commission	$1,066					$1,066
TANF Pass-Through for State Agencies	$18					$18
Total Spent in All Programs	**$3,473**	**$1,137**	**$1,861**	**$750**	**$173**	**$7,394**

COUNTY FUND SOURCES FY 2018-19 (in Millions)	Total	Percentage
2.5 Percent of CalWORKs Grants	$60	2%
CalWORKs MOE Subaccount	$1,121	44%
Realignment Family Support Subaccount	$773	30%
Child Poverty & Family Suppl. Subaccount	$392	15%
AB 85 FY 2014-15 County Repayment	$231	9%
Total	**$2,577**	**100%**

GF EXPENDITURES[3] FY 2018-19 (In Millions)	Total
GF in CalWORKs	$375
Total GF in All Programs	**$1,152**

Subaccounts: A portion of funding for CalWORKs grants is shifted from GF to revenues deposited into the CalWORKs MOE Subaccount, Realignment Family Support Subaccount, and Child Poverty and Family Supplemental Support Subaccount. These funds will be redistributed to counties in lieu of GF for CalWORKs expenditures. The CalWORKs MOE Subaccount funds were implemented on September 1, 2011. The Realignment Family Support Subaccount and the Child Poverty and Family Supplemental Support Subaccount were implemented on July 1, 2013.

Notes:
Acronyms used on this page: MOE (Maintenance of Effort), TANF (federal Temporary Assistance to Needy Families), GF (state General Fund)
[1]Funding for CalWORKs components cannot be broken out by funding type due to overall shifts from TANF to MOE/Non-MOE.
[2]Includes KinGAP, other MOE-Eligible Programs in CDSS, and state support costs for CalWORKs.
[3]For purposes of this chart, GF in CalWORKs reflects MOE and Non-MOE GF expenditures on CalWORKs families for grants, administration, services, mental health, substance abuse, and child care.

Chapter 4 – Program Chronology

This chapter provides a brief history of CalWORKs and its predecessors, beginning with the 1935 federal Aid to Families with Dependent Children (AFDC) program and the programs that led up to the creation of CalWORKs in 1998. Since then, CalWORKs itself has undergone numerous changes as a result of new federal and state laws.

Key Terms in This Chapter

- **American Recovery and Reinvestment Act of 2009 (ARRA)** – Part of the federal stimulus package in response to the Great Recession, ARRA was a supplemental appropriation for job preservation and creation, energy efficiency, and science, assistance to the unemployed, and state and local fiscal stabilization. ARRA provided a work participation rate requirement, relief provisions, and funding for subsidized employment for state TANF programs.
- **Aid to Families with Dependent Children (AFDC)** – AFDC was established by the Social Security Act of 1935 as a grant program to enable states to provide cash welfare payments for needy children who had been deprived of parental support or care because their father or mother was absent from the home, incapacitated, deceased, or unemployed.
- **Earned Income Disregard (EID)** – The EID is the amount of earnings subtracted from income for determining a CalWORKs cash grant. The EID has varied with changes in the law. As of October of 2013, the first $225 in earned income and 50 percent of remaining earned income for all CalWORKs cases is disregarded for cash grant determinations.
- **Earned Income Tax Credit (EITC)** – The EITC is a refundable tax credit for people who work full- or part-time. The EITC refund is not counted as income when computing a person or family's CalWORKs cash grant, CalFresh allocation, or Medi-Cal benefits.
- **Online CalWORKs Appraisal Tool (OCAT)** – The OCAT is a web-based statewide standardized appraisal tool. The OCAT provides an in-depth, holistic appraisal of recipient strengths, barriers to employment and overall work readiness of CalWORKs participants, leading to more effective placement in work activities and referrals to supportive services. OCAT is based on the federal Online WORK Readiness Assessment Tool (OWRA).
- **Quarterly Reporting /Prospective Budgeting (QR/PB)** – QR/PB is a budgeting system put in place in 2003 for the CalWORKs and CalFresh programs. Recipients' eligibility and benefits are determined for a 3-month period using prospective budgeting and income averaging rules based on information reported by recipients once in the quarter; recipients have the option to report changes that would result in increased grant/benefits when they occur.

- **Semi-Annual Reporting (SAR)** – SAR requires households receiving assistance to report income on a semi-annual basis.
- **Temporary Assistance for Needy Families Program (TANF)** – TANF is a federal program that replaced AFDC and now funds CalWORKs in California. TANF is designed to help needy families achieve self-sufficiency. States receive block grants to design and operate programs that accomplish one of the four purposes of the TANF program:
    - Provide assistance to needy families so that children can be cared for in their own homes;
    - Reduce the dependency of needy parents by promoting job preparation, work, and marriage;
    - Prevent and reduce the incidence of out-of-wedlock pregnancies; and
    - Encourage the formation and maintenance of two-parent families.

A Brief History of What Led to the Present Version of CalWORKs

The program known as CalWORKs began with the 1935 federal Aid to Families with Dependent Children (AFDC) program, jointly funded and administered by the federal government and the 50 states. AFDC provided cash aid to single mothers with children who had no support from a husband as a result of his death, disability, or absence.

By the 1960s, the number of AFDC cases had grown considerably, and the caseload had shifted toward female-headed households that resulted from out-of-wedlock births or divorce. Some social scientists and policymakers became concerned about a possible creation of a culture of long-term dependency and a transmission of dependency from one generation to the next. In response, a series of reforms in 1967 and 1988 offered AFDC participants financial incentives to work and imposed penalties for not working.

By the 1990s, experimentation with various AFDC reforms resulted in the federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA). In this act, Congress sought to reduce dependence on aid, limit out-of-wedlock childbirth, encourage the formation of stable two-parent families, and ensure that children could be cared for in their own homes or the homes of relatives. To this end, PRWORA replaced AFDC with Temporary Assistance for Needy Families (TANF), changed the funding structure of the program, limited to 60 months the amount of time that families could receive federal aid, and provided incentives for states to encourage support recipients to work.

As a response to PRWORA, in 1997, California enacted the Welfare-to-Work Act, which replaced AFDC (and related state programs) with CalWORKs. As required by PRWORA, CalWORKs included a 60-month time limit and an adult-only sanction for noncompliance with the Welfare-to-Work (WTW) requirements. CalWORKs provided a state-funded Safety Net program that continued the child portion of a grant even after the adult in question reached the lifetime limit. It also simplified the monthly earned income disregard to $225 and 50 percent (i.e., for every dollar of earnings beyond the disregard, the grant declines by 50 cents). These adjustments were an effort to encourage aided recipients to work.

Between 1998 and the present, CalWORKs has undergone a number of changes as a result of shifting state priorities, federal policy changes, and the Great Recession of the late 2000s. The following chronology explains briefly, year by year, how CalWORKs has changed in response to changes mandated by the U.S. Congress and California law.

1998

CalWORKs Implementation – *W&IC Sections 11200-11526.5*

The CalWORKs program, California's version of the TANF program, was implemented.

CalWORKs 60-Month Time Limit – *W&IC Sections 11266.5, 11454, 11454.5, and 11495.1*

Adults in the CalWORKs program were allowed to receive assistance for a lifetime maximum of 60 months, unless the individual was exempt or their cash aid grant was fully reimbursed by child support collection.

2002

County Performance Incentives End – *W&IC Section 10544.1*

Legislation provided that counties could earn fiscal incentive payments for case exits due to employment, grant reductions due to earnings, and the diversion of applicants from enrolling in CalWORKs. Counties earned approximately $1.092 billion between January 1, 1998, and June 30, 2002. These incentives were discontinued due to budgetary constraints; approximately $400 million of unspent incentives were allocated to counties to spend after June 30, 2002.

Base Budget for CalWORKs Single Allocation

The CalWORKs Single Allocation base funding for FY 2001-02 and all subsequent years was established at the FY 2000-01 funding level, which was formulated through the Proposed County Administrative Budget (PCAB) process and increased/decreased by caseload growth/decline.

2003

Quarterly Reporting /Prospective Budgeting (QR/PB) – *W&IC Sections 11265.1 and 11265.2*

The monthly reporting/retrospective budgeting system was replaced with a QR/PB system for the CalWORKs and CalFresh programs. Under QR/PB, recipients' eligibility and benefits are determined for a three month period using prospective budgeting and income averaging rules based on information reported by recipients once in the quarter; recipients have the option to report changes that would result in increased grant/benefits when they occur.

2004

Work Participation – *W&IC Section 11325.21*

The 18/24-month time limit was eliminated and counties were required to universally engage all non-exempt adults in work activities (WTW program) within 90 days of applying for CalWORKs. Unless exempt from work requirements, adults were required to participate in at least 20 hours per week of core activities (employment, work experience, on-the-job training, work-study, self-employment, community service, up to twelve months of vocational training, job search and

job readiness assistance) and 12 hours per week of core or non-core activities (predominantly educational activities).

Employment Services Augmentation – *W&IC Section 11325.22*

An additional $50 million in TANF funds was provided for Employment Services.

2006

Administration Restoration – *Budget Act of 2006 Section 28.00*

Funding was reestablished at the FY 2005-06 spending level with $140 million restored for county CalWORKs administration.

2007

Employment Services Augmentation – *W&IC Section 10535*

An additional $90 million in TANF funds was provided for Employment Services to help improve client participation levels.

COLA Elimination to the CalWORKs MAP Levels – *W&IC Section 11453*

The annual COLA to the CalWORKs MAP levels was eliminated effective FY 2007-08 and thereafter.

Durational Sanctions – *W&IC Section 11327.5*

Legislation removed the statutory requirement that noncompliant individuals in the CalWORKs WTW program be subject to financial sanctions of a minimum duration of three or six months for individuals in their second, third or subsequent instance of non-compliance, respectively. Instead, any sanction may end at the point the noncompliant individual performs the activity he or she previously failed or refused to perform.

CalWORKs Homeless Assistance Program – *W&IC Section11450 (f) (2) (A) (B)*

Legislation increased the daily rate for temporary homeless assistance, redefined homelessness criteria to include families who receive a notice to pay rent or vacate, allowed up to two months of rent in arrears to prevent homelessness and allowed a higher rent threshold to secure permanent housing.

2008

Subsidized Employment – *W&IC Section 11322.63*

Counties were provided funding outside of the CalWORKs Single Allocation to pay 50 percent of a CalWORKs WTW participant's wage subsidy while participating in public or private sector Subsidized Employment. Participation is limited to a maximum of six months for each WTW participant, up to 50 percent of the Maximum Aid Payment for the family.

2009

Four Percent Maximum Aid Payment Reduction – *W&IC Sections 11450, 11452, and 11453*

All CalWORKs Maximum Aid Payment levels (including exempt, non-exempt, Region 1 and Region 2) were reduced by four percent.

ARRA of 2009 – *W&IC Sections 11320.3 and 11454.5*

CDSS was authorized to apply to the Emergency Contingency Fund under ARRA, a multi-year, federal economic stimulus program. Emergency Contingency Fund programs included Basic Assistance, Subsidized Employment, and Non-Recurrent Short-Term Benefits.

Temporary Suspension of Subsidized Employment – *W&IC Section 11322.64*

Subsidized Employment was suspended while funds were available through the ARRA Emergency Contingency Fund.

WTW Temporary Exemptions for Parents of Young Children –
W&IC Section 11320.3 (b) (7)

Parents with a child between one and two years of age or parents with two children under age six were exempted from WTW requirements to provide counties with a way to absorb a $376 million reduction in Employment Services and Child Care in the CalWORKs Single Allocation.

Mental Health and Substance Abuse Funding Flexibility – *W&IC Sections 11325.71 and 11329.5(e)*

Counties were allowed the flexibility to redirect funding both from and to the CalWORKs Mental Health and Substance Abuse allocations, and both from and to other CalWORKs Employment Services, for FY 2009-10 and FY 2010-11.

2011

Eight Percent Maximum Aid Payment Reduction – *W&IC Sections 11450, 11452, and 11453*

All CalWORKs Maximum Aid Payment levels (including exempt, non-exempt, and Region One and Region Two) were reduced by eight percent.

CalWORKs 48-Month Time Limit – *W&IC Section 11454, 11454.2, and 11454.5*

The CalWORKs time limit for adults was reduced from 60 months to 48 months, counting all months on aid received in California since January 1, 1998, unless the adult has/had a time limit exemption.

Earned Income Disregard (EID) Reduction – *W&IC Section 11451.5*

The initial amount of non-exempt earned income disregarded when determining grant amounts decreased from $225 to $112. The disregard of 50 percent of any additional non-exempt earned income was maintained.

Changes to the Cal-Learn Program – *W&IC Section 11334.8*

Cal-Learn intensive case management services were suspended for one year. Pregnant and parenting teens continued to receive CalWORKs assistance and services in the WTW program.

Extend Mental Health and Substance Abuse Funding Flexibility – *W&IC Sections 11325.71 and 11329.5(f)*

Legislation extended the flexibility to redirect funding both from and to the CalWORKs Mental Health and Substance Abuse allocations, and both from and to other CalWORKs Employment Services for FY 2011-12.

Changes to Subsidized Employment – *W&IC Section 11322.63*

The state's maximum contribution (outside of the Single Allocation) toward wage subsidies under the Subsidized Employment program was increased to 100 percent of the computed grant for the participant's AU in the month prior to participation in Subsidized Employment. The eligible population was expanded to include individuals in the CalWORKs Safety Net program and individuals in WTW sanction status. Counties were allowed to continue AB 98 Subsidized Employment for the duration of the placement to participants who become ineligible for CalWORKs due to their Subsidized Employment income.

Extend WTW Exemptions for Young Children – *W&IC Sections 11320.3(b) (7), 11320.3(f) (1), and 11320.3(g)*

The $376 million reduction in the CalWORKs Single Allocation was extended. The young children and good cause for lack of supportive service exemptions were extended through June 1, 2012.

2012

SB 1041 Overview – *Chapter 47, Statutes of 2012*

SB 1041 lowered the minimum hourly participation requirement for single parents (from 32 hours to either 20 hours or 30 hours depending on the age of the youngest child) and provided flexibility in requirements, allowing recipients to pursue schooling and job-skills training as they move toward self-sufficiency. The earned income disregard rose from $112 to $225 (i.e., back to the level in effect prior to 2011), allowing qualifying individuals to keep more of their earnings before their cash grant gets reduced or they no longer qualify for aid.
Several reporting requirements were modified to reduce burdens on recipients and county welfare offices; for example, the prior quarterly income verification system was replaced by a semi-annual reporting system. For child-only cases (exclusive of those in sanction status), income verification is now required annually rather than quarterly. The effects of the changes introduced by SB 1041 are currently being evaluated by researchers at the RAND Corporation.

End of WTW Temporary Exemptions for Young Children – *W&IC Sections 11320.3(g), 11320.3(h), and 11320.3(b)(6)(A)(iv)*

Legislation extended the temporary exemptions for parents of young children through the end of calendar year 2012; adults remained exempt past January 2013 until they had been re-engaged in a WTW plan. Counties were required to re-engage these previously exempted cases over a period of two years, with all cases being re-engaged by January 2015. Additionally, a new once-per-lifetime exemption was created for parents of children under two years of age.

WTW 24-Month Time Clock – *W&IC Sections 11320.8, 11322.85, and 11322.86*

The eligibility requirements for work-eligible adults in the CalWORKs program was changed by providing 24 months of aid under which WTW participants must meet state-defined work requirements and an additional 24 months of aid only if WTW participants meet federally-defined work requirements. Counties have the option of extending the 24 months of eligibility based on state requirements for 20 percent of its post 24 month caseload if the adult meets specific criteria that suggest additional months of assistance will provide significant progress toward self-sufficiency, or if the adult is facing uniquely adverse labor market conditions.

WTW Hourly Participation Requirements – *W&IC Section 11322.8*

The hourly work requirements for work-eligible adults in the CalWORKs program were aligned with federal hourly work requirements, and no WTW core hours are required during the WTW 24-Month Time Clock. Single parents with no child under six have to participate in a weekly minimum of 30 hours each week; 20 hours for single parents with a child under six, and 35 hours for two-parent families. After exhausting the WTW 24-Month Time Clock, unless otherwise exempt, or having received an extension, work-eligible adults must meet federal work requirements in order to continue receiving cash aid.

Annual Reporting/Child-Only (AR/CO) – *W&IC Section 11265.45*

The number of reporting periods for child-only cases was reduced from four (under QR/PB) to one. Child-only cases are ones in which no adult is aided (safety net cases, undocumented citizens, non- needy caretaker relatives, recipients of SSI, etc., excluding WTW sanctioned cases).

Restoration of the Cal-Learn Program – *W&IC Sections 11334.6, 11334.8, and 11454.5*

Intensive case management services for pregnant and parenting teens were restored, assuming that counties would begin to phase their programs in throughout FY 2012-13.

2013

Work Incentive Nutritional Supplement (WINS) – *W&IC Section 15525*

A monthly additional food assistance benefit of $10 was provided to CalFresh households working sufficient hours to meet TANF WPR, effective January 1, 2014.

Semi-Annual Reporting (SAR) – *W&IC Sections 11265.1, 11265.2, 11265.3, and 11265.4*

The QR/PB was replaced with a SAR system, which reduces the number of required income reports made by CalWORKs recipients to twice per year for an aided adult and WTW sanctioned cases. The SAR system imposes two additional income reporting thresholds: 55 percent of the monthly income of a family of three at the federal poverty level plus the amount of earned and unearned income last used to calculate the CalWORKs grant or the level likely to render an AU ineligible for CalWORKs benefits.

Online CalWORKs Appraisal Tool – *W&IC Section 11325.2(b)*

Funding was provided for the development and implementation of a statewide standardized appraisal tool, known as the Online CalWORKs Appraisal Tool (OCAT), which will lead to more effective placement in work activities and referral to supportive services.

Expanded Subsidized Employment – *W&IC Section 11322.63*

Counties were allocated funds, in addition and independent of, the CalWORKs Single Allocation, in order to expand Subsidized Employment program opportunities in California.

Family Stabilization – *W&IC Section 11325.24*

Family Stabilization provides intensive case management and services to ensure a basic level of stability within a family prior to, or concurrently with, participation in WTW activities.

2014

Vehicle Asset Limit Increase – *W&IC Section 11155*

Increases the equity value limit of a vehicle to $9,500 and adds a new exemption for a vehicle given as a gift, family transfer or donation to a client by a family member effective January 1, 2014.

Exemption of Child-Only Safety Net and Drug/Fleeing Felon Cases from Child Support Requirements – *W&IC Sections 11251.3 and 11486.5*

The safety net and felon adult CalWORKs cases are funded with non-MOE GF and are no longer required to assign their child support rights to the State as condition of eligibility. Any receipt of child support that is reasonably anticipated is considered unearned income and counted against the assistance payment. Counties must remove all child support related sanctions and penalties for these cases retroactively, effective back to June 1, 2014.

Changes in WTW Hourly Work Participation Determination – *W&IC Section 11322.8*

The determination of hours per week a work-eligible adult must participate in work activities changed from a weekly minimum requirement, to an average per week during the month.

Changes to Family Stabilization Compliance – *W&IC Section 11325.24*

Family Stabilization was amended to allow housing assistance to the families. Recipients who refuse or are unable to follow their family stabilization plans without good cause are returned to the WTW program.

CalWORKs Housing Support – *W&IC Section 11325.24*

Housing support, including rental costs, is provided to eligible CalWORKs recipients who are experiencing homelessness or housing instability that would be a barrier to self-sufficiency or child well-being. This is an optional county program.

Five Percent Maximum Aid Payment Increase – *W&IC Section 11450.025*

All CalWORKs Maximum Aid Payment levels (including exempt, non-exempt, Region One and Region Two) were increased by five percent effective March 1, 2014.

Approved Relative Caregiver Funding Option – *W&IC Section 11461.3*

At county discretion, the amount paid to approved relative caregivers for the in-home care of foster children placed with them will be equal to the basic rate paid to foster care providers.

2015

Pregnant Women – *W&IC Section 11450*

Expands eligibility for CalWORKs and Pregnancy Special Needs Payment to all pregnant women who have no other eligible children beginning in the second trimester. Previously, this population was not eligible until the beginning of the third trimester.

Truancy – *W&IC Section 11253*

Eliminates the school attendance requirement and penalty to caretaker relatives when a child under the age of 16 is not regularly attending school. Counties will inform the family of how to enroll the child, age 16 or older, in a continuation school within the county and the family may be screened to determine eligibility for family stabilization services.

OCAT Statewide Training and Implementation – *W&IC Section 11325.2(b)*

Funding was provided for the development and implementation of a statewide standardized appraisal tool, known as the Online CalWORKs Appraisal Tool (OCAT), to identify more effective placement in work activities and referral to supportive services. Statewide training and implementation for OCAT was completed in 2015 and OCAT went live in all counties by October 2015.

Five Percent Maximum Aid Payment Increase – *W&IC Section 11450.025*

All CalWORKs Maximum Aid Payment levels (including exempt, non-exempt, Region One and Region Two) were increased by five percent effective April 1, 2015.

CalWORKs Eligibility to Include Drug Felons – *W&IC Section 11251.3 and11486.5*

CalWORKs eligibility extended to drug felons, contingent upon compliance with all terms of probation or parole, including participation in drug treatment programs, effective April 1, 2015.

2016

1.43 Percent MAP Increase – *W&IC Section 11450.025*

All CalWORKs MAP levels (including exempt, non-exempt, Region One and Region Two) were increased by 1.43 percent effective October 1, 2016.

CalWORKs Homeless Assistance Program – *W&IC Section 11450*

Effective January 1, 2017, both temporary and permanent Homeless Assistance (HA) are available to an eligible CalWORKs assistance unit (AU) once every 12 months, with exceptions. Previously, HA was available once-in-a-lifetime, with exceptions.

Maximum Family Grant (MFG) Repeal – *W&IC Section 11450.04*

In accordance with the Budget Act of 2016, cash grants were increased to include children who were not receiving cash assistance because they were born to families who received aid for the ten months prior to the child's birth. No child is denied aid because he or she was born into a family during a period in which the family was receiving aid. This applies to children currently designated as MFG, as well as future children born to the AU.

Changes to Subsidized Employment – *W&IC Section 11320.15 and 11322.64*

The "AB 98 Subsidized Employment Program" was eliminated and the eligible population for "Expanded Subsidized Employment" was expanded to include individuals in the CalWORKs Safety Net program.

Participation in Workforce Innovation and Opportunity Act of 2014 Activities – *W&IC Section 11322.63*

A CalWORKs recipient in a Workforce Innovation Opportunity Act career pathway program is deemed to meet the CalWORKs hourly participation requirements under specified conditions.

Simplified CalWORKs Application Process and Form for Non-Needy Caretaker Relative with Relative Foster Child Placed in The Home – *W&IC Section 11253.2*

The CalWORKs program developed a simplified process to apply for CalWORKs benefits for a foster child when the foster child has been placed with a relative who is not requesting public assistance cash aid for themselves. The caretaker relative now uses a simplified form that asks for information regarding income and resources only about the child. Some of the CalWORKs program rules also have been waived to simplify the process, since these foster parents must already undergo background screening and are not subject to the Welfare to Work rules when not requesting aid for themselves.

CalWORKs Grieving Parent/Caretaker Provisions – *W&IC Sections 11321 and 11450.05*

When a child in the AU becomes deceased, the AU's grant amount will not decrease in that month or the following month, and the parent(s)/caretaker(s) are excused from required Welfare to Work activities. They also are not subject to sanctions for failure to participate.

Counties are required to assist the family in identifying services the family may be eligible for, such as nutrition assistance, housing support and locating mental health services, if needed, or requested.

2017

Welfare-to-Work Diaper Benefit for Families – W&IC Section 11323.2

In accordance with Chapter 690, Statutes of 2017 (AB 480, Gonzales Fletcher) beginning April 1, 2018, diaper benefits are included as a WTW supportive service. Any WTW participant who is participating in an approved WTW plan is eligible for $30 monthly to assist with diaper costs, for each child who is under 36 months of age.

Homeless Assistance Benefits for Victims of Domestic Abuse – W&IC sections 11450, 11253.5, 11265.8, 11495.16 and 11495.17

In accordance with Chapter 691, Statutes of 2017 (AB 557, Rubio) eligibility for CalWORKs Homeless Assistance (HA) benefits for victims of domestic abuse is extended to provide the assistance needed to escape the abuser and allow their eligibility to be determined without their abuser being considered as part of the household. It also requires CDSS to report to the Legislature in hearings as a part of the annual budget process regarding the number CalWORKs Welfare-to-Work (WTW) recipients who have been identified as a potential victim of domestic abuse; and to implement and administer the bill through all-county letters and emergency regulations by no later than July 1, 2020.

CalWORKs High School Equivalency Option – W&IC sections 11320.1 and 11325.3

In accordance with Chapter 303, Statutes of 2017 (AB 1604, Nazarian) CalWORKs recipients who have not received a high school diploma or its equivalent can participate in a high school equivalency program to complete a high school equivalency test recognized by the California Department of Education prior to an assessment. This bill would allow these recipients to participate in other activities, such as mental health or substance abuse treatment services, if he or she elects not to participate in the specified activities and requires a written decision on the Welfare-to-Work (WTW) plan.

CalWORKs Required Participation Clarification - W&IC section 11322.8

Chapter 318, Statutes of 2017 (AB 910, Ridley-Thomas) clarified that an adult in an assistance unit that includes 2 adults, one of whom is disabled, is required to participate in Welfare-to-Work activities for the same number of hours per week as an adult in an assistance unit that includes only one adult. The bill also provided that the hour requirement is an average of at least 20 hours per week during the month for a pregnant woman receiving CalWORKs benefits during the above-described 24 months, and an average of at least 30 hours per week during the month after the 24 months, if the assistance unit consists only of that pregnant woman.

CalWORKs Outcomes and Accountability Review – W&IC Section 11523

In accordance with Chapter 24 Statutes of 2017 (SB 89, Committee on Budget and Fiscal Review) the CalWORKs Outcomes and Accountability Review was established to facilitate local accountability and continuous improvement in the CalWORKs program. The CDSS convened a workgroup comprised of county staff, legislative staff, welfare advocates, researchers, tribal organizations, workforce development boards, and CalWORKs clients tasked with developing the work plan to implement Cal-OAR by July 1, 2019.

Repeal of Statewide Fingerprint Imaging System (SFIS) – W&IC sections 10830 and 10831

Chapter 24, Statutes of 2017 (SB 89, Committee on Budget and Fiscal Review) repealed the SFIS as of July 1, 2018.

2018

Community Resiliency and Disaster Preparedness Act of 2017 – W&IC sections 11100 and 11105

AB 607 (Chapter 501, Statutes of 017), the Community Resiliency and Disaster Preparedness Act of 2017, authorized a person who shows that he or she has not established residence elsewhere and has been prevented from returning to the state due to a disaster declared by the Governor or the President of the United States, to continue his or her CalWORKs eligibility. In the event of a state or federally declared disaster in a county, the county human services agency is required to coordinate with public and private disaster response organizations and agencies to identify and inform recipients of their eligibility for the temporary and permanent homeless assistance.

CalWORKs Child Support – W&IC – sections 11008.14 and 11450.17

SB 380 (Chapter 729, Statutes of 2017), effective November 1, 2018, allows caretaker relatives to exclude a child from the AU if the child receives child support payments from the noncustodial parent(s) in an amount higher than the grant they would receive if included in the CalWORKs assistance payment and the child support would not count against the remaining AU members' grant amount. The caretaker relative can only make this choice during the SAR and annual redetermination time or if the child support payments stop or decrease significantly.

CalWORKs Overpayments/CalFresh Overissuances – W&IC section 10980

SB 360 (Chapter 390, Statutes of 2017), effective January 1, 2018, prohibits a person from being subject to criminal prosecution for an overpayment or overissuance of benefits, obtained under the CalWORKs program or the CalFresh program, for any month in which the county was in receipt of any Income Evaluation Verification System data match information indicating any potential for an overpayment or an overissuance and the county did not provide a timely and adequate notice to the client for the collection of the overpayment or the overissuance.

CalWORKs Educational Opportunity & Attainment Program – W&IC sections 11340 through 11346

Effective January 1, 2018, CalWORKs recipients may apply to receive a one-time education incentive award in the amount of five hundred dollars for completion of a high school diploma or its equivalent, or a one-time education stipend of one thousand dollars for enrollment in an education or training program leading to a certificate, associates or bachelor's degree. One-time funding of $4 million was appropriated in FY 2017-18 for this program; once this funding was expended, CWDs were not required to expend additional funds for this program.

2019

Ten Percent MAP Increase – W&IC section 11450.025

To reduce deep poverty among California's most vulnerable children and families, all CalWORKs MAP levels will increase by 10 percent effective April 1, 2019.

CalWORKs Overpayment – W&IC section 11004

SB 726 (Chapter 930, Statutes of 2018) increases the CalWORKs overpayment establishment and collection threshold from $35 to $250, effective July 1, 2019. This bill requires a county to expunge an overpayment if the county determines that the overpayment has been caused by a major systemic error or negligence. Additionally, except in cases involving an investigation into suspected fraud, if the individual responsible for the overpayment has not received aid for 36 consecutive months or longer, the county shall deem an overpayment uncollectible and expunge the overpayment.

CalWORKs Home Visiting Initiative – W&IC sections 11330.6, 11330.7, 11330.8, and 11330.9

The CalWORKs Home Visiting Initiative was established by AB 1811 (Chapter 35, Statutes of 2018) as an annual ongoing voluntary program for the purpose of supporting positive health, development, and well-being outcomes for eligible pregnant and parenting women, families, and infants born into poverty, expanding their future educational, economic, and financial capability opportunities, and improving the likelihood that they will exit poverty. The program provides high-quality, evidence-based, culturally competent services to pregnant women, parents or caretaker relatives, and children for 24 months or until the child's second birthday, whichever is later.

Chapter 5 – Welfare-to-Work (WTW) Participation

This chapter describes CalWORKs Welfare-to-Work participation. As a condition of receiving CalWORKs assistance, adults must participate in Welfare-to-Work activities for a specified number of hours, unless they qualify for an exemption from Welfare-to-Work participation. This chapter begins with a table detailing the differences between the CalWORKs participation requirements and the federal TANF participation requirements. The chapter then chronicles California's work participation rate (WPR) trends over various time periods.

CalWORKs performance presently is measured by the federal WPR, the single measure used by the ACF to quantify the performance of state TANF programs. States that receive TANF funding are required to have 50 percent of all families and 90 percent of two-parent families comply with work requirements in each federal fiscal year. The WPR is calculated by dividing the number of TANF cases with Work Eligible Individuals (WEIs) meeting federal participation requirements by the total number of TANF cases with WEIs subject to those requirements. Failure to meet federal WPR requirements may result in a federal fiscal penalty for each year of failure.

Chapter Five details California's WPR history and the recent WPR improvements, which have eliminated or reduced several years of penalties through the federal corrective compliance process and decreased originally assessed penalties of $1.8 billion, to a current $780 million, and ultimately projected to fall even further, to a final penalty for all years through FFY 2017 of approximately $53.3 million.

Federal regulations allow for several penalty mitigation options, and California is exercising those options for all remaining noncompliance penalties. Two of the options afforded to states to mitigate a federal fiscal penalty for WPR noncompliance are a dispute of the penalty calculation, and the submittal of a Corrective Compliance Plan (CCP). California has submitted seven CCPs for the penalties assessed for WPR noncompliance from 2008 through 2014, and penalty calculation disputes for the 2015, 2016, and 2017 penalties. Chapter Five provides the status of these penalties and California's WPR compliance efforts. This chapter concludes with details concerning California's TANF work participation rates over selected time periods.

CalWORKs hourly Welfare-to-Work participation requirements are aligned with, but not identical to, the federal work participation requirements for TANF cases. Required work participation hours and allowable activities for each adult are based on the number of adults in an Assistance Unit (AU), the age of the children in the AU, and if the Welfare-to-Work 24-Month Time Clock has been exhausted. A table is provided in this chapter that details differences between the three different "time clocks."

CalWORKs adults are subject to two main categories of Welfare-to-Work requirements:

- CalWORKs Minimum Standards – These requirements allow for a cumulative 24 months of increased flexibility out of the total lifetime limit of 48 months of aid, and aid can be extended under certain conditions. Individuals participating in accordance with these requirements are using the Welfare-to-Work 24-Month Time Clock; and
- CalWORKs Federal Standards – These standards are closely aligned, but not identical to, federal TANF participation requirements. CalWORKs recipients are required to meet these standards after they have exhausted their 24-month time clock but may meet these more demanding standards at any time during their time on aid.

Key Terms in This Chapter

- **24-Month Time Clock (24MTC)** – Adult CalWORKs participants are required to engage in Welfare-to-Work activities during their potentially lifetime maximum grant period of 48 months. For 24 cumulative, but not necessarily consecutive, months of aid receipt while using the 24MTC there are more activity options. The 24MTC activities include work, education, training, mental health, substance abuse, and/or domestic abuse services.
    - The 24MTC stops when a participant is in appraisal, job search, assessment, or development of a new WTW plan; is meeting the required federal participation hours; is participating in Cal-Learn; is exempt; or is sanctioned.
- **Corrective Compliance Plan (CCP)** – A CCP is one of the approaches provided for states to reduce or eliminate a federal fiscal penalty for WPR noncompliance. As stipulated in 45 CFR §262.6, a CCP must include:
    - A complete analysis of why the State did not meet requirements;
    - A detailed description of how the State will correct or discontinue the violation;
    - The time period in which the violation will be corrected or discontinued;
    - The milestones, including interim processes and outcome goals, the State will achieve to assure compliance; and
    - A certification by the Governor that the State is committed to correcting or discontinuing the violation in accordance with the plan.
- **Enrollee** – This refers to an individual who has, after becoming eligible for CalWORKs, received a notice that he or she is required to participate in Welfare-to-Work.
- **Exempt Case** – This refers to cases with an individual who is exempt from participation in Welfare-to-Work, due to meeting a qualifying criterion.
- **Federal Fiscal Year (FFY)** – The period, starting on October 1 of one year and ending on September 30 of the next year, on which the federal government bases fiscal and data reporting requirements. The fiscal year is designated by the calendar year in which it ends; for example, FFY 2013 began on October 1, 2012, and ended on September 30, 2013.

- **Good Cause** – An individual in good cause status is excused from Welfare-to-Work participation when it has been determined that there is a condition or circumstance that temporarily prevents, or significantly impairs, the individual's ability to be regularly employed, or to participate in Welfare-to-Work activities. Good Cause status is defined in the Manual of Policies and Procedures (MPP) 42-713.
- **Non-Compliant** – This refers to an individual who has been sent a notice of non-compliance with Welfare-to-Work participation requirements but has not yet returned to participation or been sanctioned.
- **Penalty Calculation Dispute** – Federal regulations allow states assessed with penalties for WPR noncompliance to submit a dispute of the initial penalty calculation.
- **Safety Net** – Cases in which only the children in an AU are aided because the parent(s) are discontinued for cash aid due to their reaching the 48-month lifetime assistance limit.
- **Sanctioned Cases** – This refers to cases with an individual who has been removed from aid due to non-compliance with Welfare-to-Work participation requirements.
- **Unduplicated Cases** – This is data included in the Welfare-to-Work 25 and 25A (WTW 25 and 25A) data report. It accounts for individuals participating in WTW activities and does not duplicate counts for individuals participating in more than one reported activity.
- **Work-Eligible Individual (WEI)** – an adult (or minor child head-of-household) receiving assistance under TANF or a separate state program or a non-recipient parent living with a child receiving such assistance unless the parent is:
    - A minor parent and not the head-of-household;
    - A non-citizen who is ineligible to receive assistance due to his or her immigration status; or
    - At state option on a case-by-case basis, a recipient of Supplemental Security Income (SSI) benefits.

  The term also excludes:
    - A parent providing care for a disabled family member living in the home, provided that there is medical documentation to support the need for the parent to remain in the home to care for the disabled family member;
    - At state option on a case-by-case basis, a parent who is a recipient of Social Security Disability Insurance (SSDI) benefits; and
    - An individual in a family receiving MOE-funded assistance under an approved Tribal TANF program, unless the State includes the tribal family in calculating work participation rates, as permitted under CFR 45 § 261.25.

Tables and Figures in This Chapter

Table 5A. CalWORKs WTW Activities and Hourly Requirements 57
Figure 5A. Quarterly Analysis of the Welfare-to-Work Population: FY 2009-10 through FY 2017-18 59
Table 5B. Quarterly Analysis of the Welfare-to-Work Population: FY 2009-10 through FY 2017-18 60
Table 5C. CalWORKs Welfare-to-Work Education Activities 62
Table 5D. Number of Community College Degrees, Certificates, and Awards CalWORKs Recipients Received: 2011-2018 63
Table 5E. Average Monthly Percent of Exemptions Granted to WTW Adults: FFYs 2010-2018 64
Table 5F. Welfare-to-Work (WTW) Time Clock Exemptions/Good Cause 65
Table 5G. Participation in Work or Work-Related Activities (TANF cases only): FFYs 2009-2017 68
Table 5H. Summary of WPR Assessed Penalties and Compliance Status ($ in millions).....70
Table 5I. California's TANF Work Participation Rate (WPR) History: FFYs 2008-2018 72

CalWORKs WTW Activities and Hourly Requirements

CalWORKs adults are required to participate in WTW activities as a condition of aid, unless exempt, until the lifetime maximum 48 months for CalWORKs assistance is reached. Once the 48-month time limit is reached for the adult, aid can continue for an eligible child or children until they reach age 18.

CalWORKs participation requirements effective January 1, 2013:

During Adults' 48 Months on Aid

While Subject to the 24MTC - CalWORKs recipients can participate in any of the full array of CalWORKs WTW activities they need, consistent with an assessment, to become self-sufficient with no core hourly requirement. The 24 months are cumulative, not necessarily consecutive, and may be used at any time during adults' maximum 48 months of CalWORKs assistance.

During the 24 months, clients must meet CalWORKs minimum standards weekly hourly participation requirements. SB 1041 (2012) reduced the hourly requirement from 32 to 30 hours per week for single parents and to 20 hours per week for single parents with a child under six.

After Exhausting the 24MTC - Unless otherwise exempt or having received an extension, CalWORKs recipients must meet CalWORKs federal standards, based on federal work requirements, to continue receiving aid. CalWORKs recipients only can participate in federally countable activities and must meet a weekly core and overall hourly requirement consistent with federal requirements.

CalWORKs federal standards allow for an additional 12 months of vocational education to be countable as a core activity. This provides up to three years of predominantly education focused activities during the 48 months of aid.

Participation requirements remain at 30 or 20 hours per week for single parents. However, 20 hours must be in core activities. The core hourly requirement for two-parent families is 30 hours, with an overall 35-hour requirement maintained for the household.

Table 5A. CalWORKs WTW Activities and Hourly Requirements

Activities	Adults' 48 Months on Aid For 24 Months (while using the 24MTC)	Adults' 48 Months on Aid After 24 Months
Hourly Participation Requirements *(monthly average hours per week/core hours required)* • Single parent with child under 6	20/0 core	20/20 core
• Single-parent families with children ages 6 and over	30/0 core	30/20 core
• Two-parent families	35/0 core	35/30 core
WTW Activities **Core Activities**	• Employment Activities [1] • Vocational education (12 month lifetime limit) • Job search • Job readiness activities • Work experience • Community service • Job skills training • Adult basic education • Secondary school • Barrier removal activities	• Employment activities [1] • Work experience • Community service • OJT
Non-Core Activities	• Employment Activities • Vocational education (12 month lifetime limit) • Job search • Job readiness activities • Work experience • Community service • Job skills training • Adult basic education • Secondary school • Barrier removal activities [2]	• Job skills training • Adult basic education • Satisfactory attendance in a secondary school
Time-Limited Core Activities[3]	NA	• Barrier removal activities [2] • Job search • Job readiness assistance • Vocational education (12 month lifetime limit)
Employment Services • Child care • Supportive services	✓ ✓	✓ ✓

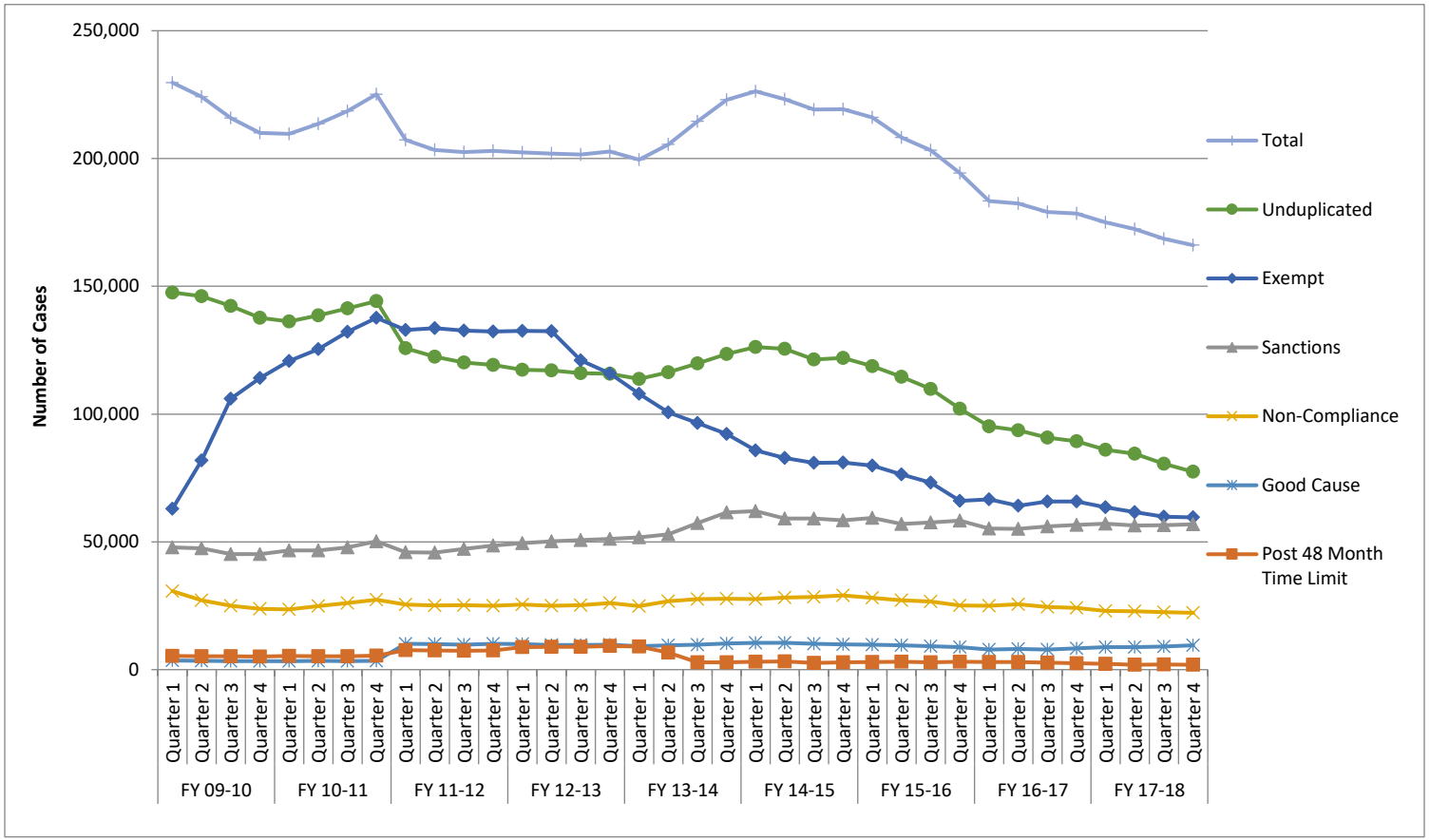
Notes:
[1]Employment activities include unsubsidized and subsidized employment, work study, supported work and transitional employment, and grant-based on-the-job training.
[2] Barrier removal activities include mental health, substance abuse, and domestic violence services intended to remove barriers to Welfare-to-Work participation.
[3] Job search, job readiness, and barrier removal activities are limited to four consecutive weeks, not to exceed six weeks in a 12-month period.

Quarterly Analysis of the Welfare-To-Work Population

The Welfare-to-Work 25 and 25A (WTW 25 & 25A) primarily provide data about the activity participation of the Welfare-to-Work population from each of the 58 counties. The categorical delineations that comprise the WTW 25 & 25A reflect both the welfare-to-work status and the activity participation of individuals. The categories in Figure 5A and Table 5B are defined as:

- Total (Employment Services) – The Employment Services Total is the sum of the Sanction, Non-Compliance, Good Cause, and Unduplicated populations.
  These populations are combined in the Employment Services Total category because these individuals are either participating, or required to participate, in WTW.
  Participating individuals in the Exempt or Post 48-Month population are also represented in the Unduplicated Count and therefore will also be reflected in the Employment Services Total.
- Unduplicated Individual (Undup.) – The Unduplicated Individual count in the WTW 25 & 25A represents individuals participating in WTW activities and does not duplicate counts for individuals participating in more than one reported activity.
- Exempt – This is the number of individuals reported as being exempt from participation in Welfare-to-Work, due to meeting a qualifying criterion;
- Sanctioned – This is the number of individuals who have been removed from aid due to non-compliance with Welfare-to-Work participation requirements;
- Non-Compliant (Non-Compl.) – This is the number of individuals who have been sent a notice of non-compliance with Welfare-to-Work participation requirements, but have not yet returned to participation or been sanctioned;
- Good Cause – This is the number of individuals in good cause status who are excused from Welfare-to-Work participation because it has been determined that there is a condition or circumstance that temporarily prevents, or significantly impairs, the individual's ability to be regularly employed or to participate in Welfare-to-Work activities; and
- Post 48-Month Time Limit – This is the number of individuals receiving services post 48-month time limit at county's discretion.

Figure 5A. Quarterly Analysis of the Welfare-to-Work Population: FY 2009-10 through FY 2017-18



Data Source: CalWORKs Welfare-To-Work Monthly Activity Report – All (Other) Families (WTW 25) and CalWORKs Welfare-to-Work Monthly Activity Report- Two Parent Families (WTW 25A)

Table 5B. Quarterly Analysis of the Welfare-to-Work Population: FY 2009-10 through FY 2017-18

Fiscal Year and Quarter	Exempt	Post-48M Time Limit	Sanctions	Non-Compliance	Good Cause	Unduplicated	Total[1]
FY 09-10 Quarter 1	62,891	5,320	47,813	30,718	3,570	147,584	229,685
FY 09-10 Quarter 2	81,812	5,218	47,454	27,149	3,452	146,078	224,134
FY 09-10 Quarter 3	106,013	5,196	45,258	24,949	3,307	142,265	215,779
FY 09-10 Quarter 4	114,125	5,133	45,205	23,822	3,316	137,678	210,021
FY 09-10 FY Average	91,210	5,217	46,432	26,660	3,411	143,402	219,905
FY 10-11 Quarter 1	120,765	5,297	46,584	23,600	3,295	136,183	209,662
FY 10-11 Quarter 2	125,364	5,287	46,669	24,910	3,392	138,633	213,604
FY 10-11 Quarter 3	132,187	5,273	47,839	26,113	3,361	141,305	218,617
FY 10-11 Quarter 4	137,645	5,453	50,154	27,334	3,464	144,187	225,139
FY 10-11 FY Average	128,990	5,328	47,812	25,489	3,378	140,077	216,756
FY 11-12 Quarter 1	132,952	7,608	45,972	25,439	10,060	125,735	207,206
FY 11-12 Quarter 2	133,614	7,517	45,861	25,055	10,038	122,435	203,389
FY 11-12 Quarter 3	132,701	7,372	47,294	25,209	9,763	120,183	202,449
FY 11-12 Quarter 4	132,363	7,471	48,523	25,037	10,150	119,222	202,932
FY 11-12 FY Average	132,907	7,492	46,913	25,185	10,003	121,894	203,994
FY 12-13 Quarter 1	132,551	8,850	49,529	25,485	10,053	117,367	202,435
FY 12-13 Quarter 2	132,463	8,968	50,192	24,973	9,657	117,047	201,869
FY 12-13 Quarter 3	120,994	8,913	50,687	25,232	9,624	116,053	201,596
FY 12-13 Quarter 4	115,900	9,232	51,139	26,040	9,792	115,764	202,735
FY 12-13 FY Average	125,477	8,991	50,387	25,433	9,782	116,558	202,159
FY 13-14 Quarter 1	107,973	9,034	51,750	24,866	9,153	113,737	199,506
FY 13-14 Quarter 2	100,680	6,659	52,895	26,741	9,570	116,327	205,533
FY 13-14 Quarter 3	96,460	2,885	57,377	27,590	9,802	119,759	214,528
FY 13-14 Quarter 4	92,166	2,914	61,529	27,768	10,267	123,453	223,017
FY 13-14 FY Average	99,320	5,373	55,888	26,741	9,698	118,319	210,646
FY 14-15 Quarter 1	85,760	3,136	62,042	27,616	10,483	126,213	226,355
FY 14-15 Quarter 2	82,764	3,257	59,077	28,147	10,504	125,505	223,233
FY 14-15 Quarter 3	80,870	2,675	59,174	28,394	10,160	121,391	219,118
FY 14-15 Quarter 4	81,033	2,818	58,446	29,045	9,844	121,943	219,278
FY 14-15 FY Average	82,607	2,972	59,685	28,300	10,248	123,763	221,996
FY 15-16 Quarter 1	79,836	3,004	59,397	28,125	9,789	118,718	216,029
FY 15-16 Quarter 2	76,389	3,085	56,983	27,106	9,495	114,630	208,213
FY 15-16 Quarter 3	73,208	2,900	57,610	26,623	9,200	109,773	203,205
FY 15-16 Quarter 4	66,076	3,053	58,356	25,116	8,747	102,028	194,247
FY 15-16 FY Average	73,877	3,011	58,086	26,742	9,308	111,287	205,424

Table 5B. Quarterly Analysis of the Welfare-to-Work Population: FY 2009-10 through FY 2017-18 (continued)

Fiscal Year and Quarter	Exempt	Post-48M Time Limit	Sanctions	Non-Compliance	Good Cause	Unduplicated	Total[1]
FY 16-17 Quarter 1	66,575	3,000	55,246	25,039	7,856	95,189	183,329
FY 16-17 Quarter 2	64,148	2,984	55,079	25,623	8,033	93,618	182,353
FY 16-17 Quarter 3	65,784	2,711	56,012	24,535	7,795	90,753	179,096
FY 16-17 Quarter 4	65,831	2,492	56,683	24,124	8,370	89,333	178,510
FY 16-17 FY Average	65,585	2,797	55,755	24,830	8,014	92,223	180,822
FY 17-18 Quarter 1	63,505	2,314	57,139	23,006	8,756	86,067	174,968
FY 17-18 Quarter 2	61,655	1,950	56,363	22,872	8,798	84,424	172,456
FY 17-18 Quarter 3	59,819	2,020	56,543	22,473	9,040	80,505	168,561
FY 17-18 Quarter 4	59,550	1,892	56,846	22,224	9,549	77,388	166,008
FY 17-18 FY Average	61,132	2,044	56,723	22,644	9,036	82,096	170,498

Data Sources: CalWORKs Welfare-To-Work Monthly Activity Report – All (Other) Families (WTW 25) and CalWORKs Welfare-to-Work Monthly Activity Report-Two-Parent Families (WTW 25A)

Note:
[1]Total figure does not include Exempt or Post 48 Month Time Limit individuals because individuals in these statuses are not required to participate in WTW activities.
The numbers displayed in the table for each quarter are monthly averages.

Table 5C. CalWORKs Welfare-to-Work Education Activities

Many types of education are available as Welfare-to-Work activities as an option to WTW program participants. To assist in these activities, participants are provided with reimbursement for required and related expenses, such as books and lab fees. Included below are descriptions of various education activities which are available to program participants.

Activity	Description
Adult Basic Education	Instruction in reading, writing, arithmetic, high school proficiency, or general educational development certificate instruction, and English-as-a-second- language.
Job Skills Training Directly Related to Employment	Training or education for job skills required by an employer to provide an individual with the ability to obtain employment or to advance or adapt to the changing demands of the workplace.
Vocational Education and Training	College and community college education, adult education, regional occupational centers, and regional occupational programs.
Satisfactory Progress in Secondary School/Certificate Program	Achieving satisfactory progress in secondary school or in a course of study leading to a certificate of general educational development.
Education Directly Related to Employment	Any education or training which is directly related to employment of the participant.
Work Experience	Training under the close supervision of the activity provider, that helps provide basic job skills, enhance existing job skills, or provide a needed community service that leads to employment.
Community Service	Training that is temporary and transitional, performed in the public or private nonprofit sector under the close supervision of the activity provider, and provides basic job skills that can lead to employment while meeting a community need.
On-The-Job Training	Training that is given to a paid participant while the participant is engaged in productive work. The employer is subsidized to offset training costs. This activity may also include paid classroom instruction as required by the participant's employer.
Grant-Based On-The-Job Training	This activity includes a funding mechanism in which the recipient's cash grant, or a portion thereof, or the grant savings resulting from employment, is diverted to the employer as a wage subsidy to offset the wages to the participant, so long as the total amount diverted does not exceed the family's maximum aid payment.

Education and Training

The WTW 24MTC provides expanded opportunities for engagement of CalWORKs recipients in education and training leading to academic degrees and certificates. December 2018 data from the California Community Colleges Chancellor's Office indicate:

- A 48 percent increase in the total number of Associates Degrees (both Associates of Arts and Associates of Science) awarded to CalWORKs recipients in the 2017-18 academic year compared with the 2011-12 academic year, the last full academic year prior to SB 1041 implementation.
- A 40 percent increase in the total of all degrees and certificates earned by CalWORKs recipients in the 2017-18 academic year compared with the 2011-12 academic year, the last full academic year prior to SB 1041 implementation.
- An 8 percent annual increase in the total number of Associates degrees (both Associates of Arts and Associates of Science) earned by CalWORKs recipients in the 2017-18 academic year compared with the previous (2016-17) academic year.

Table 5D. Number of Community College Degrees, Certificates, and Awards CalWORKs Recipients Received: 2011-2018

Type of Degree/Certificate	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Associate of Arts Degree	2,041	2,084	2,178	2,232	2,428	2,514	2,809
Associate of Science Degree	980	1,127	1,232	1,355	1,477	1,625	1,659
Certificate 60+ units	52	30	34	46	29	25	22
Certificate 30-59 units	786	1,019	950	1,024	1,195	1,185	1,322
Certificate 18-29 units	646	672	761	732	628	669	723
Certificate 6-17 units	552	515	573	641	547	592	607
Certificate <6 units	58	114	56	56	54	40	23
Non-credit awards	297	293	402	470	654	811	651
Total	**5,412**	**5,854**	**6,186**	**6,556**	**7,012**	**7,461**	**7,816**

Data Source: California Community Colleges Chancellor's Office (December 2018)

Note:
One individual may have received more than one degree, certificate or award in a given year.

Table 5E. Average Monthly Percent of Exemptions Granted to WTW Adults: FFYs 2010-2018

Some people are unable to participate in Welfare-to-Work (WTW) activities. They may receive an exemption from required participation in WTW and remain on cash aid. This table displays the average monthly percent of exemptions, by type, granted to WTW adults from Federal Fiscal Year FFY 2010 to FFY 2018.

Reason for Exemption[1]	FFY 2010	FFY 2011	FFY 2012	FFY 2013	FFY 2014	FFY 2015	FFY 2016	FFY 2017	FFY 2018
Percent of WTW Adults with one of the following Exemptions	30.7%	38.0%	42.3%	38.9%	34.1%	31.9%	32.6%	34.1%	33.7%
Provide Care for Young Children[2]	39.6%	39.9%	39.5%	32.3%	8.2%	0.1%			--
Child 0-23 Months of Age[3]	--	--	--	5.0%	25.7%	33.3%	35.5%	38.1%	39.1%
1st and 2nd Exemption for Child[4]	13.0%	12.9%	13.5%	14.7%	17.5%	19.0%	16.1%	11.8%	10.1%
Disabled	16.6%	15.7%	15.6%	17.4%	21.5%	25.2%	27.4%	28.7%	29.8%
Caring for Ill or Incapacitated[5]	20.0%	21.3%	20.7%	19.5%	17.5%	13.6%	12.8%	13.0%	13.5%
Cal-Learn, Under 16 Years Old, or Child Attending School	5.3%	5.1%	5.2%	4.6%	4.3%	3.9%	3.1%	2.6%	2.0%
Pregnant and Cannot Work	1.6%	1.6%	1.6%	1.9%	2.4%	2.5%	2.8%	3.5%	3.1%
60 Years of Age or Older	2.0%	1.2%	0.9%	1.5%	1.3%	1.5%	1.7%	1.9%	1.9%
Non-Parent Caretaker Providing Care	1.3%	1.7%	2.5%	2.4%	0.9%	0.3%	0.2%	0.1%	0.1%
Indian Country or Full Time VISTA Volunteer	0.1%	0.1%	0.1%	0.3%	0.3%	0.0%	0.0%	0.0%	0.0%

Data Sources: CalWORKs Welfare-To-Work Monthly Activity Report – Two-Parent Families (WTW25A) and Welfare Data Tracking Implementation Project (WDTIP) November 2018) -- Current and prior years' data for 'Percent of WTW Adults with one of the Following Exemptions' data have been revised to accurately reflect Exemption data from the WTW 25/25A.

Notes:
[1]The total includes duplicate adults, as an adult may receive more than one type of exemption.
[2]Short-term young child exemption available to a parent or caretaker relative who has primary responsibility for providing care to one child who is 12 months through 23 months of age or at least two children who are under six years of age. This exemption was phased out as cases were re-engaged for WTW or re-evaluated for other qualifying exemptions.
[3]New young child exemption created by SB 1041 for a parent or caretaker relative who has primary responsibility for providing care to one child from birth through 23 months of age.
[4]These exemptions are available to the parent or other caretaker relative of a child under six months of age and under three months of age, respectively.
[5]Due to a delay in automation, CalWIN used the caring for ill or incapacitated exemption code as a proxy for the "Provide Care to Young Children" exemption. Therefore, the ill or incapacitated exemption code is overstated in FY 2010.

Table 5F. Welfare-to-Work (WTW) Time Clock Exemptions/Good Cause

The table below provides information regarding WTW Time Clock exemptions and good cause for not participating.

Exemption	Description	WTW 24-Month Time Clock Exemption?	CalWORKs 48-Month Time Limit Exemption?
Under 16 Years of Age	Client is under 16 years of age.	Yes	N/A[1]
Child Attending School	Client is 16, 17, or 18 years of age and is attending a school in grade twelve or below, or vocational, or technical school on a full-time basis.	Yes	N/A
Cal-Learn Non-Head of Household	Client is receiving aid in their parent's assistance unit, and is eligible for, participating in, or exempt from the Cal-Learn program.	Yes	Yes
Cal-Learn Head of Household	Client is receiving aid in his or her own assistance unit, and is eligible for, participating, or exempt from the Cal-Learn program.	Yes	Yes
60 Years of Age or Older	Client who reaches age 60 or older.	Yes	Yes
Client Disability	Client has medical verification of a physical and/or mental disability expected to last at least 30 days and it significantly impairs the individual's ability to be employed or participate in WTW activities.[2]	Yes	Yes
Needy Non-Parent Caretaker Relative	Client is a Non-Parent caretaker relative who has primary responsibility for caring for a child who is either a dependent, ward of the court, receiving Kin-GAP benefits or at risk for placement in foster care. These caretaking responsibilities must impair his/her ability to be employed or to participate in WTW activities.	Yes	Yes
Caring for Ill or Incapacitated Member of Household	Client is caring for an ill or incapacitated person residing in the home, has medical verification that the illness or incapacity is expected to last at least 30 days, and caretaking responsibility impairs the clients' ability to be regularly employed or to participate in WTW activities.	Yes	Yes
Pregnant and Cannot Work or Participate in WTW Activities	Client is a woman who is pregnant with medical verification that the pregnancy impairs her ability to be regularly employed or participate in WTW activities, or the county determines that participation will not readily lead to employment or that a training activity is not appropriate.	Yes	No

Table 5F. Welfare-to-Work (WTW) Time Clock Exemptions/Good Cause (continued)

Exemption	Description	WTW 24-Month Time Clock Exemption?	CalWORKs 48-Month Time Limit Exemption?
Child 0-23 Months of Age	Client has primary responsibility for personally providing care to a child from birth to 23 months, inclusive. This exemption shall be available in addition to any other child related exemption outlined below. An individual may be exempt only once in a lifetime under this exemption.	Yes	Yes
Exemption for Child Six Months of Age or Younger	Client is caring for a child six months of age or younger. County may lower age to 12 weeks, or extend the age to one year depending on availability of child care and/or job opportunities. An individual may be exempt only once in a lifetime under this exemption.	Yes	No
Subsequent Exemption for Child 12 Weeks of Age or Younger	Subsequent Exemption: Client is caring for a child 12 weeks of age or younger. County may extend the age to six months depending on availability of child care and job opportunities. This exemption is available for parents who have previously received the exemption for care of a child six months of age or younger.	Yes	No
VISTA Volunteer	Client is a full-time volunteer in the Volunteers in Services to America (VISTA) Program	Yes	No
Domestic Abuse	Client is a past or present victim of domestic abuse.	Yes	Yes
Good Cause	Client has good cause for not participating in WTW.	Yes	No

Notes:
[1]The CalWORKs 48-Month Time Limit does not apply to this population.
[2]This may include pregnancy if the “Client Disability” criteria are found to apply.

Work or Work-Related Activities and the TANF Work Participation Rate Policy

The following table illustrates the participation level of CalWORKs clients in federally required work or work-like activities. Federal regulations require all work-eligible adults and minor heads of households receiving TANF assistance to participate in federally allowable Welfare-to-Work activities for a specified number of hours per week.

Required hours of participation are a minimum average of 20, 30, or 35 hours per week in the month, depending on the number of Work-Eligible Individuals and the age(s) of the aided child or children in the home. "**Participating**" cases are meeting the average hourly participation requirements. Cases with some participation, but less than the required average number of hours per week are characterized as "**Partially Participating**." Cases with no participation are the "**Not participating**" population, which includes adults with a WTW sanction, exemption from WTW, or good cause for non-participation. For the purposes of calculating the federal work participation rate, only those cases fully meeting participation requirements are counted. Federal law does not give credit for partial participation.

The trends in participation of CalWORKs cases with individuals required to participate in federally required Welfare-to-Work activities from FFY 2009 to FFY 2017 are detailed below. The data illustrate a general trend that paralleled the recession, with an increase in total caseload and all participation categories that peaked in FFY 2011 (or in FFY 2012, for the not participating group) and then began a general decline. From FFY 2009 to FFY 2017 the percentage of CalWORKs cases required to participate fully meeting the federally required participation level increased (by 14 percentage points), while the percentage of those CalWORKs cases partially meeting the required participation level declined slightly (a five percentage point decline) and the percentage of those CalWORKs cases with individuals required to participate, but not participating, also declined (by 12 percentage points).

In absolute terms, the total number of CalWORKs cases with individuals required to participate in federally required Welfare-to-Work activities decreased from FFY 2009 to FFY 2017 by 100,232 from 325,244 to 194,069. The number of CalWORKs cases with individuals required to participate in work or work related activities fully meeting the required participation level decreased by 7,950, from 86,487 in FFY 2009 to 78,537 in FFY 2017. The number of those cases partially participating declined by 33,215, from 58,944 in FFY 2009 to 25,729 in FFY 2017, and the number of those cases not participating decreased by 71,853 during the period, from 179,813 to 89,803.

As noted in Chapter 1, safety net and fleeing felon cases were "moved out" in 2014 and 2015. This "move out" accounts for some of the changes shown in Table 5G.

Table 5G. Participation in Work or Work-Related Activities (TANF cases only): FFYs 2009-2017

Participation Level	FFY 2009	FFY 2010	FFY 2011	FFY 2012	FFY 2013	FFY 2014	FFY 2015	FFY 2016	FFY 2017
Participating	86,487	89,155	102,514	99,026	89,083	93,877	93,262	81,263	78,537
Partially Participating	58,944	52,675	61,658	53,797	54,018	43,706	36,764	33,027	25,729
Not Participating	179,813	192,345	205,734	205,791	200,132	178,794	133,721	110,723	89,803
Total Required to Participate	**325,244**	**334,175**	**369,906**	**358,614**	**343,233**	**316,377**	**263,747**	**225,012**	**194,069**

Data Source: Administration for Children and Families (ACF) and RADEP

Notes:
The share of cases participating does not match Table 5I, California's TANF Work Participation Rate, because this table does not include WINS cases, which are displayed in Table 6C.

Work Participation Rate Compliance

- A state participating in the federal TANF program must meet an overall WPR equal to 50 percent of all families and a separate 90 percent WPR requirement for two-parent families. Families with a federally defined 'work-eligible individual' are included in the overall WPR; families with two or more work-eligible individuals are subject to the two-parent WPR calculation.
- Failure to achieve the WPR requirements results in a penalty equal to an initial five percent reduction of the federal TANF block grant ($3.7 billion). For each successive year of non-compliance, the penalty increases by up to two percent, up to a maximum of 21 percent.
- Although California has been assessed total potential penalties of over $1.8 billion for the FFYs through 2017, successful corrective compliance plans (CCPs) have already eliminated nearly $1.1 billion of this exposure, resulting in a current penalty total of about $780 million. Due to additional penalty reductions required but not yet officially calculated, a final penalty exposure of approximately $53 million, primarily related to two-parent rate noncompliance, is projected for all penalties through FFY 2017.

A state that fails to meet the required WPR in a given year may reduce or eliminate a federal noncompliance penalty by achieving compliance in a future target year specified in a CCP (see section below). As explained above, states are required to meet two distinct WPRs, an overall rate (50%), and a separate WPR for two-parent families (90%).

Table 5H provides a summary of California's current WPR penalty status, including the penalty year (FFY), the rates failed, original assessed base penalty amount, the target compliance year of the submitted CCP, the estimated revised remaining penalty amount after accounting for actual and likely CCP completion, and both the ripple effect" of earlier reductions and the results of reductions for "significant progress", as described by ACF, as well as the projection for the earliest possible FFY a fiscal penalty would be assessed resulting in a TANF block grant reduction.

Table 5H Penalty Amounts

Table 5H presents two penalty amounts, Original Base Penalty and Revised Estimated Penalty, for each year of WPR noncompliance from 2008 - 2017. The Original Base Penalty Amount is the initial penalty assessed by ACF for WPR noncompliance for the related FFY. Achieving compliance with the overall WPR in FFY 2015 satisfied the CCPs for the FFY 2008 - 2011 penalties. Therefore, those penalties, totaling $587.1 million were eliminated. Since penalties for WPR noncompliance are partially calculated based on previous year penalties, the elimination of the 2008 - 2011 penalties required that all subsequent penalties be reduced. These reductions are reflected the Revised Estimated Penalty column. That column, titled Revised Estimated Penalty, present reduction estimates that occur due to the state meeting the overall WPR in the specified target compliance year named in the CCP, leaving only the lower two-parent percentage of the penalty, as well as relief for “significant progress” and the penalty “ripple effect” where each reduction in one penalty requires a complete recalculation and reduction of all subsequent penalties. The ultimate result of these various penalty reductions is projected to expose the State to penalties totaling approximately $53.3 million for all current outstanding penalties. The Estimated Earliest FFY column presents the earliest possible FFY a final penalty could be assessed, reducing the TANF block grant.

Table 5H. Summary of WPR Assessed Penalties and Compliance Status ($ in millions)

Penalty Year-FFY	Overall WPR Failed	Two-Parent WPR Failed	Original Base Penalty	CCP Target Compliance Year	Revised Estimated Penalty Exposure*	Estimated Earliest FFY of Penalty Payment
2008-2011	x		$587.1	2015/2016	$0.0	
2012	x	x	$312.0	2016	$11.8	2020
2013	x	x	$377.9	2016	$5.6	2020
2014	x	x	$443.8	2017	$4.5	2021
2015		x	$92.7	TBD	$13.0	Unknown
2016		x	$8.8	TBD	$5.3	Unknown
2017		x	$13.7	TBD	$13.1	Unknown
Total			**$1,836.0**		**$53.3**	

Notes:
* Reflects most recent correspondence from ACF and estimated penalty relief provided for "significant progress" towards WPR target, and the “ripple effect” impact of a penalty reduction in any given year effecting the penalty calculation/amount in following years.
TBD – To be determined, 2015, 2016 and 2017 penalties are currently in calculation dispute phase.

Status of Penalty Disputes and Corrective Compliance Plans

- Penalties from 2008 through 2011 ($587 million) have been eliminated through successful corrective compliance.
- Penalties for 2012 and 2013 have been reduced to reflect prior penalty eliminations and will be reduced again due to the state achieving compliance with the overall WPR in FFY 2016, as stipulated in the CCP for those penalties, and ACF calculated “significant progress”.
- The approximately $444 million penalty for WPR noncompliance for FFY 2014 has been reduced to reflect prior penalty eliminations and reduced again due to the State achieving compliance with the overall WPR in FFY 2017, as stipulated in the CCP for that year penalty, and ACF calculated “significant progress”.
- The State has been assessed a penalty of approximately $93 million for failure to achieve the required two-parent WPR in FFY 2015. The State submitted a dispute of this penalty amount in January 2017. The penalty was preliminarily reduced to $65.8 million in May 2017 and is projected to be reduced to a final amount of about $13 million.
- The State has been assessed a penalty of approximately $8.8 million for failure to achieve the required two-parent WPR in FFY 2016. The State submitted a dispute of this penalty amount in October 2017.
- The State has been assessed a penalty of approximately $13.7 million for failure to achieve the required two-parent WPR in FFY 2017. The State submitted a dispute of this penalty amount in September 2018.

Table 5I. California's TANF Work Participation Rate (WPR) History: FFYs 2008-2018

Table 5I provides a historical look at California's WPR from FFY 2008 through FFY 2018 (WPRs for FFY 2017 and 2018 are preliminary).

Table 5I. California's TANF Work Participation Rate (WPR) History: FFYs 2008-2018

All Families WPR	2008	2009	2010	2011	2012	2013	2014	2015[2]	2016	2017[4]	2018[4]
Required Rate	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%
Caseload Reduction Credit	21.0%	21.0%[1]	21.0% [1]	21.0% [1]	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
State Adjusted Required WPR	29.0%	29.0%	29.0%	29.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%
California's WPR	25.1%	26.8%	26.2%	27.8%	27.2%	25.1%	29.8%	55.5%	60.7%	63.6%	56.4%

Two-Parent WPR	2008	2009	2010	2011	2012	2013	2014	2015[2]	2016	2017[3]	2018[3]
Required Rate	90.0%	90.0%	90.0%	90.0%	90.0%	90.0%	90.0%	90.0%	90.0%	90.0%	90.0%
Caseload Reduction Credit	90.0%	90.0%[1]	90.0%[1]	90.0%[1]	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
State Adjusted Required WPR	0.0%	0.0%	0.0%	0.0%	90.0%	90.0%	90.0%	90.0%	90.0%	90.0%	90.0%
California's WPR	26.5%	28.6%	35.6%	33.9%	30.8%	30.9%	25.5%	61.1%	69.9%	67.9%	36.3%[4]

Data Source: Quality Control Information System 5 (Q5i) (from 1998 through 2006) and RADEP (from 2007 to present)

Notes:
[1]Due to the American Recovery and Investment Act of 2009 (ARRA), states can receive the Caseload Reduction Credit (CRC) from either 2007 or 2008, whichever is most beneficial to the state, for WPR calculation from 2008 to 2011. For California, the caseload reduction credit for 2008 provided the most benefit to the state's WPR.
[2]Elimination of "move-out" groups from the reportable CalWORKs population and implementation of the WINS program in 2014 explains most of the increase in the WPR from 2014 to 2015.
[3]Preliminary WPRs as of December 2018, pending final determination by ACF.
[4]WINS two-parent WPR has been removed from CA two-parent WPR for FFY2018.

Chapter 6 – Recent Program Changes and Outcomes

This chapter describes the most significant recent changes in the CalWORKs program. Specifically, it provides updates on many recent program changes, including the repeal of the Maximum Family Grant (MFG), the number of completed Online CalWORKs Appraisal Tool (OCAT) interviews and the resulting recommendations for services, an increase in county participation in Expanded Subsidized Employment programs, and a 24-Month Time Clock caseload update, among others. CalWORKs underwent a number of modifications as a result of shifting state priorities and budget reductions during the Great Recession, an economic downturn that resulted in increased unemployment and a higher CalWORKs caseload. Between 2009 and 2012, California, like other states, made difficult choices in its TANF program to cope with economic realities, including reduced funding for supportive services and child care. Beginning in 2012, CalWORKs experienced the creation and implementation of new programs to assist counties with appraisal and assessment of recipient needs, additional services addressing family stabilization and homelessness, and expansion of subsidized employment opportunities.

Tables and Figures in This Chapter

Table 6A. CalWORKs Family Stabilization Status Report: FY 2017-18 77

Figure 6A. Subsidized Employment Caseload: 2014-2018 79

Table 6B. WINS Households: July 2017- September 2018 (Includes Both CalFresh and California Food Assistance Program) 81

Table 6C. OCAT Appraisals by Month: FY 2017-18 82

Table 6D. OCAT Tool Design 83

Table 6E. Cal-Learn Average Monthly Participation and Outcomes: FY 2014-15 through FY 2017-18 86

Table 6F. Welfare-To-Work Annual Earnings by County: One Year After Exit: SFY 2016-17 87

Welfare-to-Work 24-Month Time Clock and Post 24-Month Time Clock

Overview

SB 1041 (Chapter 47, Statutes of 2012) established the Welfare-to-Work 24-Month Time Clock (WTW 24MTC), and implementation occurred on January 1, 2013. The "WTW 24-Month Time Clock" is a prospective 24-month time limit for non-exempt able-bodied adults to receive a wide array of services and supports to enter and remain in the workforce. After the WTW 24MTC is used, clients are required to meet CalWORKs federal standards work participation requirements.

Other key elements:

- More opportunities for education or barrier removal;
- Several conditions will stop the WTW 24MTC from progressing ("ticking"), for example, when a client has good cause for not participating;
- Recognizing that some adults will not find employment within 24 months, counties may provide 20 percent of the caseload with additional time to complete educational goals or find a job;
- Prior to the end of the 24 months, clients receive a series of notices and appointments to develop a new WTW plan designed to meet federal standards; and
- Clients who do not receive an extension or are unable to meet federal requirements face the possibility of losing the adult portion of the family's grant.

Update

- WDTIP Data from the 12 months ending in July 2018 indicates that approximately 217,000 CalWORKs clients have an active 24MTC in an average month.
- Approximately 60 percent of current clients with a 24MTC have zero months "ticked" on their 24MTC.
- Fewer than 230 clients have been reported as having been "Removed from Aid" due to failure to meet program requirements after having used their WTW 24MTC. This is inferred to be the result of several conditions, including;
    - Current average Time on Aid for CalWORKs WTW participants is 24 months, and median Time on Aid is about 18 months. Therefore, many clients may leave aid prior to exhausting the WTW 24MTC.
    - The CalWORKs program provides several "clock-stopping" conditions utilized by clients, slowing the progression of their 24MTC, including,
        - Meeting the federal work participation standards;
        - Having a determination of good cause for more than 50 percent of a client's monthly participation requirement; and
        - Being sanctioned stops the 24MTC from "ticking." WDTIP data indicate approximately 27,000 CalWORKs clients with time remaining on their 24MTC are currently sanctioned.

Maximum Family Grant (MFG) Repeal

The Budget Act of 2016, (W&IC section 11450.04) effective January 1, 2017, repealed the Maximum Family Grant (MFG). The repeal of MFG ensures that cash grants are increased to include children who were not receiving cash assistance because they were born to families who received aid for the ten months prior to the child's birth. The MFG repeal ensures that no eligible child will be denied aid because he or she was born into a family during a period in which the family was receiving aid. The MFG repeal applies to children currently designated as MFG, as well as future children born to the AU.

- Repealing the MFG policy provided approximately $136 in monthly benefits to an estimated 130,000 children in 95,000 families across the State.
- The cost to fund the MFG repeal was approximately $220 million in FY 2017-18.
- Eligible families can remain on aid until the youngest MFG child reaches age 18. Therefore, the full impact of the policy change will not be realized until FY 2024-25.

Family Stabilization (FS) Program

Overview

- The FS program is designed to provide a basic level of stability for families in crisis including but not limited to:
  - Intensive case management; and
  - Barrier removal services.
- Recipients with a "Stabilization Plan" have no minimum hourly participation requirements, and up to six months of WTW 24MTC stopping is available (if good cause is determined).

Budget Information

- $29.7 million allocated for FY 2014-15;
- $29.8 million allocated for FY 2015-16;
- $37.6 million allocated for FY 2016-17;
- $46.9 million allocated for FY 2017-18; and
- $46.9 million appropriated for FY 2018-19.

Implementation

- Counties submitted FS plans to the CDSS outlining what their FS program will include. Counties were given flexibility to determine the services that are provided and individual program components in order to best meet the needs of each county and the recipients the county serves; and
- All county FS plans are posted on the CDSS website at: County Plans (http://www.cdss.ca.gov/inforesources/Research-and-Data/CalWORKs-Data-Tables/FSP-14).

Program Data

- 3,491 FS cases were open in June 2018;
- 4,239 individuals received domestic abuse services, mental health services, substance abuse services, and/or other services in June 2018; and
- 769 cases received homeless support/services in June 2018.

Outcomes

- Counties statewide report the FS program has been beneficial in assisting CalWORKs client families in crisis.

Table 6A. CalWORKs Family Stabilization Status Report: FY 2017-18

July 2017 vs. June 2018 Comparison

July 2017	June 2018	Participation
3,675	**3,441**	**Open FS cases.**
1,916	2,021	FS cases active in FS only.
274	354	FS cases that transitioned to a WTW plan.
1,485	1,066	FS cases that participated concurrently in WTW activities.
642	**745**	**FS cases that received good cause.**
July 2017	**June 2018**	**Services**
3,630	**3,347**	**Total adults who received services.**
1,115	**1,173**	**Total children who received services.**
737	749	Domestic Abuse
1,855	1,742	Mental Health
378	372	Substance Abuse
2,444	2,232	Other [1]
July 2017	**June 2018**	**Housing Support/Services**
1,168	**1,023**	**Total Homeless services provided per FS case.**
6,582	**6,118**	**Total FS services provided**[2]

Notes:
Data retrieved from the FSP 14. Cases and individuals captured based on the monthly totals from July 2017 and June 2018. Service totals are not an unduplicated count.
[1] Examples of additional types of Other FS services provided by individual counties.
[2] Total services provided includes services provided to individuals and FS cases.

Examples of FS Services

- Anger Management;
- Collaboration with child welfare;
- Disability or skill assessments/testing;
- Clothing allowances for children;
- Family crisis counseling;
- Financial planning;
- Financial training classes;
- Legal services;
- Life skills workshops;
- Literacy;
- Mentoring;
- Nutrition education;
- Next skills workshops
- Parenting classes
- Expanded supportive services
- Vocational assistance

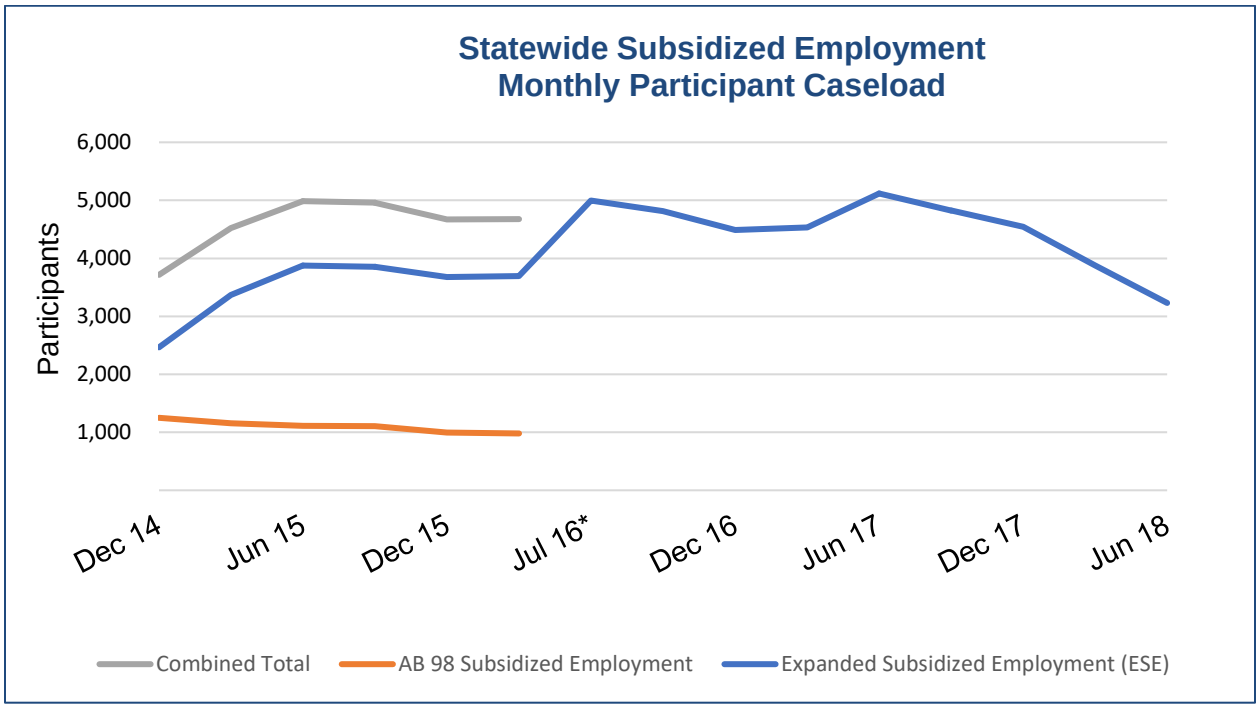
Expanded Subsidized Employment (ESE)

Program Overview

The ESE program fully or partially subsidizes the wages of CalWORKs recipients for six months to a year. While in an ESE placement the CalWORKs recipient obtains specific skills and experiences relevant for employment in a particular field, with the goal of obtaining permanent unsubsidized employment with the participating employer. County welfare departments (CWDs) partner with employers, nonprofits, and local public agencies to match recipients with jobs.

The CWDs now operate subsidized employment programs through Single Allocation funds or ESE. Effective July 2016, CWDs report all subsidized employment data monthly.

Figure 6A. Subsidized Employment Caseload: 2014-2018



Data Source: Participant data is based on monthly county transmissions.
*AB 98 program was discontinued and participants were consolidated into ESE reporting effective July 2016.

ESE Program Highlights

As of December 2018, **52 counties** are participating. All counties are eligible to receive funding to expand current or develop new subsidized employment programs.

The yearly total of CalWORKs recipients that entered subsidized employment is represented by an unduplicated count in the month they were first reported in the ESE program. This number is higher than those in Figure 6B on the previous page since participants enter and exit the program at various times.

- Fiscal Year 2013-14 …… **1,771** new participants.
- Fiscal Year 2014-15 …… **7,798** new participants.
- Fiscal Year 2015-16 …… **8,265** new participants.
- Fiscal Year 2016-17……...**10,120** new participants.
- Fiscal Year 2017-18……**7,582** new participants.

There is an average total monthly participation count in the ESE Program of 4,267 participants. Participant numbers have dropped due to a strengthened economy (less demand for subsidized employment) and a WTW population with greater barriers to employment.

The following are earnings of CalWORKs recipients before, during, and after the subsidy.[1] This is based on a cohort of ESE participants who entered and exited the ESE Program in fiscal year 2017-18 and had employer reported income during this time:

Before-ESE Median Quarterly Income…….....$1,808
During ESE Median Quarterly Income …….…...……. $3,189
Post-ESE Median Quarterly Income…….....$4,299

Notes:
[1]Final June 2018 participant data not available as of December 6, 2018: estimate for fiscal year 2017-18.

Data source: Employment Development Department

Work Incentive Nutritional Supplement (WINS)

- The WINS program provides a monthly ten dollars ($10) additional food supplement benefit for CalFresh households that are meeting TANF WPR requirements. WINS cases are receiving CalFresh but are not on CalWORKs; and
- This food benefit is considered a form of TANF assistance, which means these working CalFresh/WINS cases are included in the state's TANF WPR calculation. However, TANF rules, such as time limits, do not apply to WINS cases.

Table 6B. WINS Households: July 2017- September 2018 (Includes Both CalFresh and California Food Assistance Program)

Month	Total
Jul-17	170,691
Aug-17	173,208
Sep-17	176,433
Oct-17	176,307
Nov-17	175,153
Dec-17	173,810
Jan-18	169,364
Feb-18	165,954
Mar-18	164,887
Apr-18	163,059
May-18	163,544
Jun-18	163,030
Jul-18	162,550
Aug-18	163,138
Sep-18	161,729

Data source: Work Incentive Nutritional Supplement Monthly Caseload report (WINS2 report)

Online CalWORKs Appraisal Tool (OCAT)

OCAT Overview

- Standardized statewide welfare-to-work appraisal tool. OCAT is based on the publicly available Online Work Readiness Assessment (OWRA) Tool utilized by the federal Administration for Children and Families.
- Provides in-depth appraisal of recipient strengths and barriers to employment and self-sufficiency.
- Online CalWORKs OCAT appraisals are projected to take from forty-five minutes to an hour and a half. This timeframe depends on the number of barriers the recipient discloses during the interview.
- Use of OCAT identifies strengths and barriers immediately upon CalWORKs recipient entry into the welfare-to-work program.

Implementation

Between July 1, 2017 and June 30, 2018, 83,846 appraisals have been completed with recommendations for supportive services. Of that total, 62,761 clients appraised were not working at the time of appraisal, while 10,315 were enrolled in an education program. Most recommendations were for mental health services.

- Mental health service recommendations ……...26,322
- Substance abuse recommendations ……4,751
- Domestic abuse services recommendations ……17,386

Source: OCAT program data as of December 2017

Table 6C. OCAT Appraisals by Month: FY 2017-18

Month	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
# of OCAT Appraisals	7,251	8,662	7,571	7,582	6,921	5,866	7,318	6,299	6,794	6,480	6,975	6,127

Data Source: OCAT Helpdesk Technical Assistance Reports

Table 6D. OCAT Tool Design

Tool Structure and Recommendations

OCAT begins with the recipient's demographic information and proceeds through a questionnaire that generates a set of recommendations based on the recipient's answers to questions (Table 6D).

OCAT Section	Information Collected & Recommendations Produced
Demographics	Collects basic information on the recipient. This section's recommendations include: ➢ Financial assistance/education
Employment	Collects information on the recipient's job history, skills, and work readiness. This section's recommendations include: ➢ Assessment for education and/or job search/readiness activities depending on recipient's employment history or family stability ➢ Legal services for recipients who have legal barriers to employment
Education	Collects information on the recipient's schooling, and additional training he or she may have received. Also contains California's learning needs screening. This section's recommendations include: ➢ High school or General Education (GED) programs ➢ Evaluating for a Self-Initiated Program ➢ Learning disability evaluation and learning needs health-related concerns
Housing	Collects information on recipient's current housing situation and examines whether the recipient has housing difficulties. This section's recommendations include: ➢ Homelessness, housing stability, and Housing Support Program assistance if applicable to the county.
Transportation	Collects information about the recipient's current transportation methods, and whether they present a barrier to participation. This section's recommendations include: ➢ Providing transportation services
General Health	Examines whether a recipient has concerns about his or her own health or health of a family member that are a barrier to participation. This section's recommendations include: ➢ Evaluation for potential exemptions (disability, caring for an ill or incapacitated household member, etc.)

Table 6D. OCAT Tool Design (Continued)

OCAT Section	Information Collected & Recommendations Produced
Emotional and Mental Health	Collects information about a recipient's emotional and mental wellbeing. This section's recommendations include: ➢ Evaluation for mental health services ➢ Related job readiness activities
Substance Use	Collects information about a recipient's substance use. This section's recommendations include: ➢ Evaluation for substance abuse services ➢ Related job readiness activities
Domestic Abuse & Safety	Collects information about whether a recipient is a past or present victim of domestic abuse, human trafficking, and other related safety concerns. This section's recommendations include: ➢ Evaluation for domestic abuse services and program waivers ➢ Referrals to family counseling, appropriate mental health services ➢ Evaluation for trafficking/crime victims' assistance
Pregnancy	Collects information on whether the recipient or a household member is pregnant. This section's recommendations include: ➢ Evaluation for pregnancy related exemption
Childcare and Parenting	Collects information on whether additional child care support and/or services are needed by the recipient in order to participate. This section's recommendations include: ➢ Child care supportive services ➢ Child support order modification services ➢ Evaluation for exemption based on providing care for an ill or incapacitated household member (child)
Relationships	Collects information on whether the recipient's current or past relationships may pose a barrier to participation. This section's recommendations include: ➢ Relationship counseling

The Workforce Innovation and Opportunity Act (WIOA)

Background

- WIOA replaced the Workforce Investment Act of 1998 effective July 1, 2016;
- TANF programs are mandatory partners with America's Job Centers of California (AJCCs; (formerly One-Stops);
- Prioritizes service to populations with barriers to employment, including public assistance recipients; and
- Emphasizes career pathways with no sequence of services, primarily utilizing:
  - education,
  - credentials,
  - work-based training,
  - barrier removal, and
  - supportive services.

WIOA State Plan

- Describes core WIOA programs and partnerships with CalWORKs and Community Colleges; and
- Discusses co-location of CalWORKs services in AJCCs.
- State plan updated June 2018.

Approved Career Pathways

- Deemed to meet the hourly requirements for CalWORKs minimum WTW standards; and
- Approved by CWDs in partnership with local workforce development boards.

Cal-Learn Program

Cal-Learn was established in 1993 as a mandatory statewide program for pregnant and parenting teens in families participating in CalWORKs. The Cal-Learn program provides the resources to help teens graduate from high school or its equivalent, become independent, and form healthy families.

Cal-Learn uses a combination of intensive case management, financial incentives, and supportive services — including child care, transportation and ancillary expenses, such as books, school supplies — to address the unique educational, health and other social service needs of CalWORKs pregnant and parenting teens.

Table 6F covers four years, from fiscal year (FY) 2014-15 to FY 2017-18, and displays a decline in the Cal-Learn caseload during that timeframe. This decline corresponds with the decline in both teen pregnancy and teen child-bearing.

Table 6E. Cal-Learn Average Monthly Participation and Outcomes: FY 2014-15 through FY 2017-18

Participations	2014-15	2015-16	2016-17	2017-18
Total Monthly Participants	5,767	4,649	3,664	3,076
Satisfactory Progress Bonuses	329	243	180	164
Graduation Bonuses	88	78	61	49
Sanctions	190	172	145	143
Exemptions, Deferrals, and Good Cause	37	25	23	12
Subsequent Births	28	16	13	10

Data Source: Cal-Learn Program Teen Parent Monthly Status Report (STAT 45) monthly reports

Key Cal-Learn Outcomes:

- The percentage of the Cal-Learn caseload awarded graduation bonuses has remained consistent over the four-year period;
- Sanctions have increased from FY 2014-15 (3.3 percent), to almost 5 percent in FY 2017-18;
- Subsequent Births have declined 64 percent from FY 2014-15 to FY 2017-18, and are at the lowest point in several years, both in absolute number and as a percent of the caseload.

Post-Aid Earnings

This table shows the adult median earnings by county one year after their exit from CalWORKs, including the total number of adults who exited the program in SFY 2016-17.

Table 6F. Welfare-To-Work Annual Earnings by County: One Year After Exit: SFY 2016-17

County[1]	Median Earnings	Exits from WTW[2]
Statewide	$16,962	67,158
Alameda	$20,339	1,801
Amador	$18,799	49
Butte	$14,480	535
Calaveras	$14,884	99
Colusa	$13,103	36
Contra Costa	$18,456	1,221
Del Norte	$18,794	105
El Dorado	$14,318	218
Fresno	$15,451	3,178
Glenn	$13,743	64
Humboldt	$14,071	226
Imperial	$12,712	714
Inyo	$14,419	16
Kern	$13,909	2,701
Kings	$15,718	456
Lake	$15,382	205
Lassen	$19,058	71
Los Angeles	$18,059	17,843
Madera	$14,607	384
Marin	$23,455	106
Mariposa	$18,203	37
Mendocino	$13,824	226
Merced	$15,170	995
Modoc	$14,937	27
Monterey	$17,746	588
Napa	$18,827	121
Nevada	$14,772	102

County[1]	Median Earnings	Exits from WTW[2]
Orange	$17,749	2,567
Placer	$15,925	283
Plumas	$12,223	27
Riverside	$16,652	4,531
Sacramento	$18,784	4,638
San Benito	$19,098	87
San Bernardino	$15,884	6,534
San Diego	$17,258	3,989
San Francisco	$20,934	605
San Joaquin	$16,056	1,984
San Luis Obispo	$15,335	278
San Mateo	$19,906	195
Santa Barbara	$16,973	531
Santa Clara	$20,544	1,209
Santa Cruz	$20,737	216
Shasta	$14,085	469
Siskiyou	$12,451	118
Solano	$18,829	858
Sonoma	$17,312	309
Stanislaus	$15,163	1,596
Sutter	$13,621	229
Tehama	$16,555	226
Trinity	$14,072	28
Tulare	$15,814	1,923
Tuolumne	$13,895	121
Ventura	$17,004	863
Yolo	$14,956	367
Yuba	$14,367	240

Includes All Exits With Earnings (67,158: 66% of All Exits Statewide).
Data Sources: MEDS 2016-17, EDD Base Wage Database 2017-18, WDTIP 2016-17

Welfare-To-Work (WTW) Exit Population: Aided adults leaving CalWORKs during SFY 2016-17, having at least three months of prior WTW participation. Leavers exited for at least one year without returning to CalWORKs.

Notes:
[1]Exits Counted: Adults with at least $50 in reported EDD earnings after exit. Adults missing EDD wages, Safety Net, and Sanctioned adults excluded. There were 34,849 adults missing EDD wages, and 16,969 Safety Net adults excluded from the WTW exit population.
[2]Counties with fewer than 10 exits during the SFY not shown (Alpine, Mono, and Sierra).

Chapter 7 – Supportive Services

This chapter displays the spectrum of supportive services CalWORKs families receive in addition to their cash aid, including food benefits via the CalFresh program and Medi-Cal coverage, and how these benefits are altered as families' earnings increase. Additionally, this chapter presents information about the number and type of supportive services provided to participants in the welfare-to-work program.

Key Terms in This Chapter

- **Ancillary Expenses** – Participants may be eligible to receive ancillary expenses. This can include the cost of books, tools, clothing, fees, or other necessary costs specifically required for the job or training as assigned in the Welfare-to-Work plan.
- **Behavioral Health Services** – Services provided to CalWORKs clients in need include treatment for mental health, substance abuse, and domestic violence.
- **Child Care** – Access to quality child care is essential to the success of CalWORKs. Individuals enrolled in the Welfare-to-Work program are eligible to receive child care services. The CalWORKs Child Care Program is administered in three stages: Stage One is administered by the county welfare departments; Stages Two and Three are administered by Alternative Payment Program agencies under contract with the California Department of Education (CDE).
- **Transportation Services** – Transportation services for Welfare-to-Work participants are often provided through payment by the county for public transportation or mileage reimbursement. Some counties provide alternative transportation services such as transportation vouchers, vehicle repair programs, commuter programs, and the purchase of motor vehicles or bicycles.

Tables and Figures in This Chapter

Table 7A. Monthly Average Number of Individuals Receiving Supportive Services: FY 2017-18 91

Table 7B. Age, Provider Setting, and Time in Care for Stage One Children: FY 2017-18 94

Table 7C: CalWORKs Stage One Child Care: Monthly Average Trends and Participation from FY 2013-14 to FY 2017-18 95

Figure 7A. Children in CalWORKs Stages One, Two, and Three Child Care Programs: 2008-2018 96

Table 7D. Behavioral Health Services Referrals and Participation: FY 2017-18 All (Other) Families 98

Table 7E. Behavioral Health Services Referrals and Participation: FY 2017-18 Two-Parent Families 100

Table 7A. Monthly Average Number of Individuals Receiving Supportive Services: FY 2017-18

The following table shows the monthly average number of individuals receiving CalWORKs supportive services in each county for FY 2017-18. The "All Families" columns do not include two-parent families.

County	Child Care All Families	Child Care Two-Parent Families	Transportation All Families	Transportation Two-Parent Families	Ancillary Services All Families	Ancillary Services Two-Parent Families
Statewide	**20,310**	**1,748**	**39,965**	**13,396**	**9,950**	**3,595**
Alameda	883	42	1,065	257	187	45
Alpine	0	0	0	0	0	0
Amador	17	1	13	3	4	1
Butte	134	17	87	29	29	15
Calaveras	15	2	39	13	6	5
Colusa	4	0	2	0	2	0
Contra Costa	357	0	508	112	152	32
Del Norte	31	7	7	7	10	10
El Dorado	38	3	40	11	17	4
Fresno	1,203	87	1,253	630	607	347
Glenn	10	1	7	3	8	5
Humboldt	67	6	125	46	55	26
Imperial	271	18	365	112	123	32
Inyo	7	2	3	2	2	1
Kern	691	33	861	263	490	183
Kings	147	18	260	104	96	38
Lake	22	3	13	4	29	14
Lassen	15	1	1	0	1	1
Los Angeles	5,142	327	15,992	3,588	2,675	692
Madera	70	6	62	16	49	19
Marin	60	2	86	9	19	4
Mariposa	8	0	16	9	3	2
Mendocino	40	7	35	10	56	24
Merced	169	23	245	79	73	22
Modoc	4	0	3	1	1	0
Mono	0	0	0	0	0	1
Monterey	198	12	379	81	116	34
Napa	17	0	26	1	9	1

Table 7A. Monthly Average Number of Individuals Receiving Supportive Services: FY 2017-18 (continued)

County	Child Care All Families	Child Care Two-Parent Families	Transportation All Families	Transportation Two-Parent Families	Ancillary Services All Families	Ancillary Services Two-Parent Families
Nevada	32	4	49	10	28	6
Orange	806	51	799	231	346	93
Placer	111	5	106	26	40	12
Plumas	3	0	3	1	0	0
Riverside	1,633	89	2,962	1,033	854	262
Sacramento	448	134	2,113	1,744	200	211
San Benito	37	1	29	3	18	2
San Bernardino	2,234	115	5,512	1,926	1,187	458
San Diego	896	259	2,236	1,751	664	423
San Francisco	490	42	346	67	151	41
San Joaquin	353	19	365	107	177	47
San Luis Obispo	94	5	63	9	44	6
San Mateo	61	4	65	9	12	2
Santa Barbara	123	6	65	10	82	25
Santa Clara	370	22	984	157	137	23
Santa Cruz	209	18	274	61	117	30
Shasta	101	10	90	28	56	18
Sierra	2	1	2	2	0	1
Siskiyou	15	0	22	8	21	10
Solano	134	8	237	33	104	21
Sonoma	64	2	253	28	117	13
Stanislaus	126	10	399	202	177	79
Sutter	47	3	82	62	26	17
Tehama	27	3	34	17	28	21
Trinity	1	0	8	4	13	7
Tulare	1,705	259	795	247	330	137
Tuolumne	11	0	22	4	33	10
Ventura	386	32	193	28	69	13
Yolo	103	22	94	58	29	14
Yuba	71	5	272	139	71	42

Data sources: Welfare to Work Monthly Activity Report & Welfare-To-Work Monthly Activity Report- Two Parent Families (WTW 25 & WTW 25A) and Child Care Monthly Report (CW 115 and CW115A)

Child Care Resources for CalWORKs Participants

The purpose of the CalWORKs child care program is to help a family transition smoothly from the immediate, short-term child care needed as a parent starts work or work activities, to the stable long-term child care necessary for the family to leave and remain off aid.

The CalWORKs Child Care Program is administered in three stages. Stage One is administered by the California Department of Social Services through the county welfare departments (CWDs), and it provides child care subsidies until the CWD determines the family is stable. Stages Two and Three are administered by the California Department of Education (CDE) through contracts with Alternative Payment Program (APP) agencies.

- Stage One begins with a family's entry into the CalWORKs program. Clients leave Stage One after six months or when their situation is stable, and when there is a slot available in Stage Two or Three;
- Stage Two begins after six months or after a recipient's work or work activity has stabilized, or when the family is transitioning off of aid. Clients may continue to receive child care in Stage Two up to two years after they are no longer eligible for cash aid; and
- Stage Three begins when a funded space is available and when the client has used his or her Stage Two services after transitioning off of aid. (Stage Three is for former CalWORKs recipients.)

If a recipient of CalWORKs cash aid is in one of the following situations, they could be eligible for child care benefits:

1. They are working;
2. They are attending a county welfare department-approved education or training program;
3. They are teens participating in Cal-Learn;
4. They choose to refuse a cash aid payment and accept diversion services; or
5. They have transitioned off cash assistance but need child care to retain employment.

Participants are required to verify employment, child care costs, and hours and dates of employment or educational/training activities. Eligibility is provided for children birth through age 12, children with exceptional needs, and severely disabled children up to age 21.

Characteristics of Stage One Child Care Cases

The following table shows the ages of children, child care settings, and time spent in care (full or part time) for children in Stage One Child Care.

Table 7B. Age, Provider Setting, and Time in Care for Stage One Children: FY 2017-18

Age of Child	% of Children in Stage One
0-24 Months	18%
2-5 Years	49%
6 Years and Older	33%
Child Care Setting	**% of Children in Stage One**
License-Exempt	45%
Child Care Centers	24%
Family Child Care Homes	31%
Time in Care During Calendar 2016[1]	**% of Children in Stage One**
Full Time	54%
Part Time	46%

Data Source: Age of Child and Child Care Setting characteristics based on FY 2017-18 CW 115/115A reports.

Note:
[1] Time in Care characteristics reflect the Calendar Year January 2016 through December 2016 Statewide Automated Welfare System (SAWS) Consortia data, as this is the most recent data available. Of the SAWS Consortia data, the CalWORKs Information Network (CalWIN) data includes only seven of its eighteen counties.

Table 7C: CalWORKs Stage One Child Care: Monthly Average Trends and Participation from FY 2013-14 to FY 2017-18

Fiscal Year	Children in Licensed Care[1]	Children in License-Exempt Care	Children in Aided Families	Children in Safety Net Families	Children in No Longer Aided Families	Total Children	Total Families	Stage One Budgeting Take-Up Rate[2]	Stage One Participation Rate[3]	Overall Child Care Participation Rate[3]
2013-14	17,760	18,505	30,882	229	4,715	35,826	21,726	16%	22%	45%
2014-15	19,213	18,627	31,958	245	5,240	37,442	22,242	15%	22%	46%
2015-16	24,365	20,172	37,870	396	6,284	44,550	26,079	20%	27%	52%
2016-17	22,420	18,112	33,649	620	6,704	40,973	23,733	21%	29%	57%
2017-18	20,537	17,040	31,354	736	6,235	38,324	22,045	22%	30%	59%

Data Sources:
CDSS CW 115 and CW 115A Monthly Reports, CDSS WTW 25 and WTW 25A Monthly Reports, and California Department of Education 801A Archived Data.

Notes:

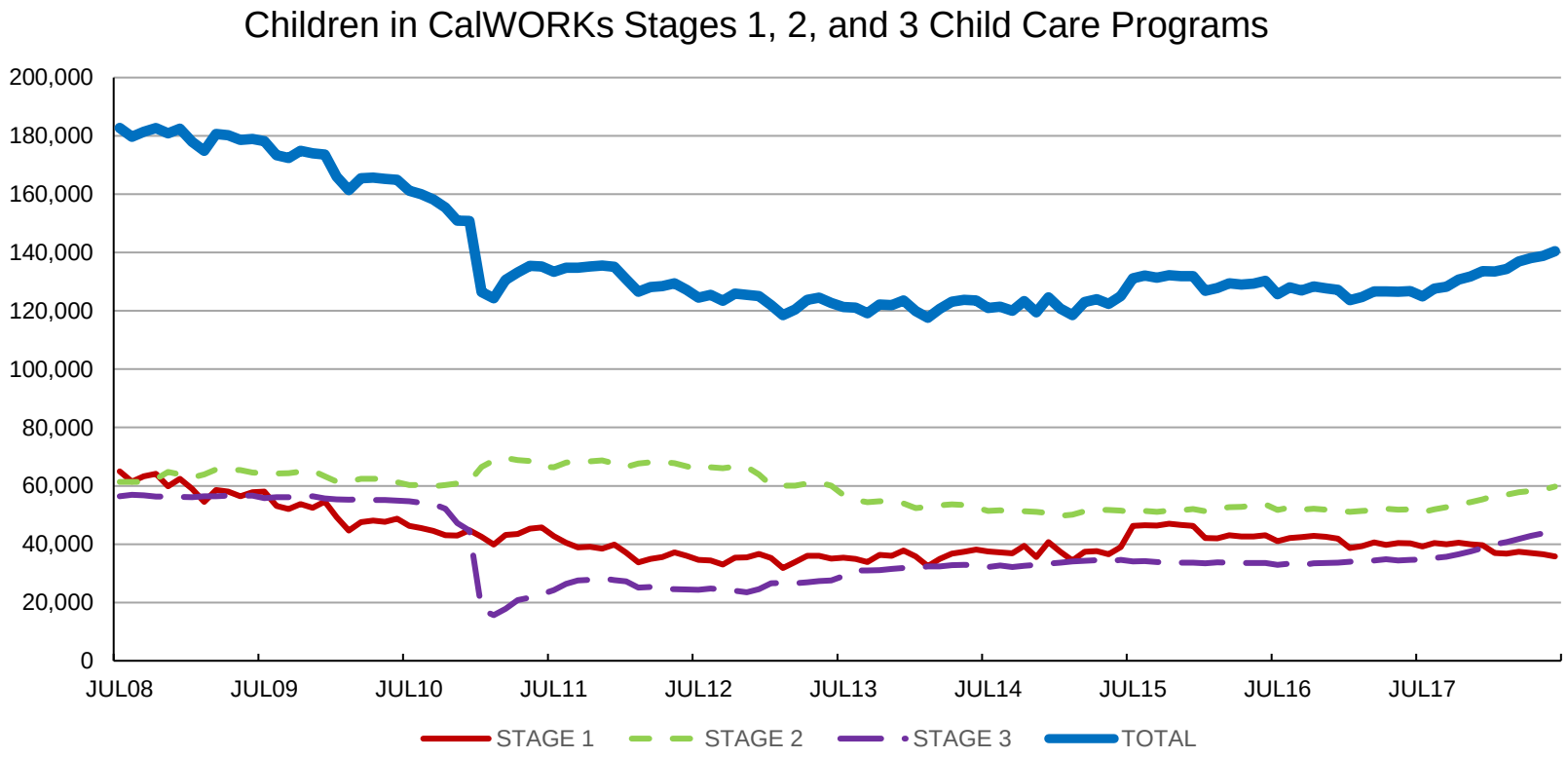
[1]The sum of "Children in Licensed Care" and "Children in Licensed-Exempt Care" will not equal "Total Children" because children can be served by more than one provider.

[2]The "Budgeting Take-Up Rate" compares the number of CalWORKs-aided families receiving Stage One or Stage Two subsidized care to the number of Unduplicated Adults on the WTW 25/25A report to provide a rough estimate of how many WTW families are using Stage One or Stage Two care. For budgeting purposes, take-up rates are a representation of the CalWORKs caseload and do not represent the specific portion of the population with age-eligible children.

[3]The "Stage One Participation Rate" compares the number of CalWORKs-aided families receiving Stage One care to the number of Unduplicated Adults on the WTW 25/25A report with an age-eligible child (under 13 years of age). The "Overall Child Care Participation Rate" compares the number of CalWORKs-aided families receiving Stage One or CDE subsidized care to the number of Unduplicated Adults on the WTW 25/25A report with an age-eligible child. CDE child care programs include CalWORKs Stage 2, CalWORKs Stage 3, Alternative Payment Program, General Child Care and Development, Family Child Care Home Education Networks, Severely Handicapped Program, Migrant Alternative Payment Program, Migrant Child Care and Development Program, and California State Preschool Program. These rates are not adjusted for cases who do not need care, for example, school-aged children who do not need care due to school schedule. These rates also do not include cases of two-parent families in which one parent is participating while the second parent is expected to provide care. This methodology does not account for families participating across multiple child care programs.

For historical data back to FY 2008-09, please see the CalWORKs 2018 Annual Summary.

Figure 7A. Children in CalWORKs Stages One, Two, and Three Child Care Programs: 2008-2018



Data Sources: Stage 1 - CDSS CW 115/115A Monthly Reports (actual data revised to produce missing variables). Stage 2 & 3 - California Department of Education Quarterly Reports, Department of Social Services Research and Data Reports.

Behavioral Health Services Referrals and Participation:

- Behavioral Health Services - address situations or conditions that impose barriers to an individual's ability to participate in WTW activities and ultimately obtain and retain employment. Barriers may include but are not limited to: conditions or situations which qualify an individual for a WTW exemption, mental health or substance abuse issues, or domestic abuse situations. Whether a barrier qualifies an individual for a WTW exemption or can be addressed through WTW activities or supportive services, is determined by the County Welfare Department.

- Mental Health Services – If a concern arises, either during OCAT or at any other time, that an individual may be facing a mental health barrier that could impair the ability of the individual to participate in WTW activities and ultimately obtain and retain employment, the individual will be referred to the county mental health department for an evaluation. If the evaluation finds that the individual would benefit from receipt of mental health services, those services are made available. Each CWD develops individual welfare-to-work plans for individuals with mental or emotional disorders based on the evaluation conducted by the county mental health department.

- Substance Abuse Services - If there is a concern that a substance abuse problem exists that will impair the ability of an individual to participate in WTW or to obtain or retain employment, the individual will be referred to the county alcohol and drug program for an evaluation and determination of any treatment necessary for the participant's transition from welfare to work. If the CWD determines that the county alcohol and drug program is unable to provide the needed services, the county may contract directly with a nonprofit state-licensed narcotic treatment program, residential facility, or certified nonresidential substance abuse program to obtain substance abuse services for an individual.

- Domestic Abuse Services & Waivers - CalWORKs individuals unable to fulfill program requirements due to domestic abuse barriers may be eligible for a waiver from program requirements. If good cause is granted, both program and participation requirements may be waived.
    - Domestic Abuse services are available to past or present victims of domestic abuse. Services may be accessed through the CWD.
    - CWDs are required to inform CalWORKs individuals of domestic abuse services. This is required to be done verbally, in writing, and in the language understood by individuals.
    - Waivers are offered to assist individuals who are unable to fulfill program requirements due to domestic abuse.
    - Good cause must be granted in order for participation and program requirements to be waived.
    - Good cause must be reviewed every 90 days.

Table 7D. Behavioral Health Services Referrals and Participation: FY 2017-18
All (Other) Families

The following table shows the total number of referrals to and receive CalWORKs services in each of the following categories [(1)]. The "All Families" columns do not include two-parent families.

WTW 25	Mental Health Treatment **Annual Total** of Referrals for MH Evaluation	Mental Health Treatment **Annual Total** MH Services Provided	Substance Abuse Treatment **Annual Total** of Referrals for SA Evaluation	Substance Abuse Treatment **Annual Total** SA Services Provided	Domestic Abuse Treatment **Annual Total** of Referrals for DA Evaluation	Domestic Abuse Treatment **Annual Total** DA Services Provided
Statewide	**16,711**	**57,349**	**2,737**	**15,062**	**10,123**	**34,745**
Alameda	187	1,049	3	718	347	1,108
Alpine	1	0	0	0	0	0
Amador	1	2	3	3	1	0
Butte	169	717	12	65	31	64
Calaveras	19	107	11	60	7	30
Colusa	5	10	8	14	2	7
Contra Costa	721	362	128	41	2,976	166
Del Norte	7	106	1	22	1	48
El Dorado	18	71	18	73	0	0
Fresno	193	1,275	89	622	105	579
Glenn	34	268	6	28	0	42
Humboldt	212	539	48	181	29	94
Imperial	210	852	27	298	22	183
Inyo	1	0	0	0	1	0
Kern	799	1,633	109	283	148	192
Kings	300	823	38	124	29	61
Lake	43	228	17	41	28	115
Lassen	1	0	0	0	0	0
Los Angeles	7,785	28,195	801	1,940	5,570	27,445
Madera	94	113	7	5	14	21
Marin	41	234	9	62	17	87
Mariposa	7	14	1	3	1	3
Mendocino	49	92	25	64	39	73
Merced	292	1,008	42	147	6	10
Modoc	1	2	4	6	0	0
Mono	0	0	0	0	0	0
Monterey	422	962	78	278	49	86
Napa	17	17	8	25	4	2

Table 7D. Behavioral Health Services Referrals and Participation: FY 2017-18
All (Other) Families (continued)

WTW 25	**Mental Health Treatment Annual Total** of Referrals for MH Evaluation	**Mental Health Treatment Annual Total** MH Services Provided	**Substance Abuse Treatment Annual Total** of Referrals for SA Evaluation	**Substance Abuse Treatment Annual Total** SA Services Provided	**Domestic Abuse Treatment Annual Total** of Referrals for DA Evaluation	**Domestic Abuse Treatment Annual Total** DA Services Provided
Nevada	2	6	1	0	6	9
Orange	906	3,050	0	59	46	1,320
Placer	85	398	18	129	16	51
Plumas	13	5	3	0	0	0
Riverside	568	1,683	82	107	26	37
Sacramento	116	443	48	332	21	64
San Benito	15	35	0	0	0	0
San Bernardino	351	701	110	312	111	291
San Diego	355	895	285	675	13	38
San Francisco	41	233	0	0	55	704
San Joaquin	43	123	3	16	4	4
San Luis Obispo	36	86	17	91	20	34
San Mateo	12	39	3	12	0	1
Santa Barbara	25	77	3	6	1	4
Santa Clara	366	2,735	166	5,351	0	463
Santa Cruz	52	421	26	184	15	84
Shasta	135	466	44	143	5	9
Sierra	1	3	0	0	1	0
Siskiyou	23	71	7	17	1	3
Solano	8	72	0	10	11	110
Sonoma	101	432	41	267	6	30
Stanislaus	303	455	98	520	129	177
Sutter	44	319	30	189	2	22
Tehama	106	263	35	106	66	122
Trinity	24	56	7	19	11	31
Tulare	647	3,672	77	844	99	622
Tuolumne	6	22	6	45	10	10
Ventura	425	1,154	79	361	10	47
Yolo	73	313	15	84	1	5
Yuba	200	442	40	80	10	37

Data Source: Welfare-To-Work Monthly Activity Report – All (Other) Families (WTW 25)

Note:
[1]An individual will only be reported once for an evaluation referral but can participate over several months.

Table 7E. Behavioral Health Services Referrals and Participation: FY 2017-18
Two-Parent Families

The following table shows the total number of referrals to and receive CalWORKs services in each of the following categories[1]. All other families do not include two parent families.

WTW 25A	Mental Health Treatment **Annual Total** of Referrals for MH Evaluation	Mental Health Treatment **Annual Total** MH Services Provided	Substance Abuse Treatment **Annual Total** of Referrals for SA Evaluation	Substance Abuse Treatment **Annual Total** SA Services Provided	Domestic Abuse Treatment **Annual Total** of Referrals for DA Evaluation	Domestic Abuse Treatment **Annual Total** DA Services Provided
Statewide	**3,067**	**8,517**	**630**	**3,678**	**1,083**	**1,398**
Alameda	26	142	0	99	47	152
Alpine	0	0	0	0	0	0
Amador	0	0	0	0	0	0
Butte	36	117	5	22	1	2
Calaveras	11	63	9	23	2	7
Colusa	2	0	0	0	0	0
Contra Costa	180	20	40	4	745	2
Del Norte	2	23	0	11	0	5
El Dorado	6	13	5	17	0	0
Fresno	32	236	25	185	6	38
Glenn	2	24	0	3	0	0
Humboldt	49	101	14	64	2	6
Imperial	79	228	13	127	6	58
Inyo	1	0	0	0	0	0
Kern	165	371	28	44	15	16
Kings	68	253	13	40	3	5
Lake	13	66	10	29	2	9
Lassen	1	0	0	0	0	0
Los Angeles	871	2,397	100	125	162	421
Madera	31	36	5	16	6	2
Marin	2	17	3	13	1	8
Mariposa	1	3	0	0	0	0
Mendocino	23	28	6	7	2	2
Merced	89	251	7	17	0	0
Modoc	0	0	0	0	0	0
Mono	0	0	0	0	0	0
Monterey	61	101	16	31	5	10
Napa	0	2	0	0	0	0

Table 7F. Behavioral Health Services Referrals and Participation: FY 2017-18
Two-Parent Families (continued)

WTW 25A	**Mental Health Treatment Annual Total** of Referrals for MH Evaluation	**Mental Health Treatment Annual Total** MH Services Provided	**Substance Abuse Treatment Annual Total** of Referrals for SA Evaluation	**Substance Abuse Treatment Annual Total** SA Services Provided	**Domestic Abuse Treatment Annual Total** of Referrals for DA Evaluation	**Domestic Abuse Treatment Annual Total** DA Services Provided
Nevada	0	0	2	4	0	0
Orange	274	927	0	17	0	399
Placer	16	40	1	7	0	0
Plumas	2	1	0	0	0	0
Riverside	100	276	18	24	4	9
Sacramento	52	127	21	154	20	47
San Benito	0	1	0	0	0	0
San Bernardino	126	215	31	83	16	16
San Diego	64	142	32	43	1	0
San Francisco	5	19	0	0	1	4
San Joaquin	13	31	1	1	0	0
San Luis Obispo	0	9	0	1	0	1
San Mateo	0	2	0	0	0	0
Santa Barbara	4	9	2	8	0	0
Santa Clara	121	913	52	1,787	0	12
Santa Cruz	10	60	10	44	1	1
Shasta	34	109	2	23	0	2
Sierra	0	0	5	4	0	0
Siskiyou	4	4	0	0	1	7
Solano	0	0	1	1	0	17
Sonoma	5	19	3	16	0	0
Stanislaus	90	103	54	254	13	29
Sutter	13	86	11	69	0	2
Tehama	47	84	7	25	10	16
Trinity	10	32	1	4	3	9
Tulare	154	427	28	98	5	75
Tuolumne	2	7	3	7	2	2
Ventura	67	159	29	88	1	7
Yolo	17	50	3	14	0	0
Yuba	86	173	14	25	0	0

Data source: Welfare-To-Work Monthly Activity Report – Two-Parent Families (WTW 25A)

Note:
[1]An individual will only be reported once for an evaluation referral, but can participate over several months

THIS PAGE IS INTENTIONALLY BLANK

Chapter 8 – Poverty Measures and Poverty Rates

One of the main goals of CalWORKs is to reduce child poverty. Knowing how poverty is defined and measured is essential to understanding the program's design and impact.
This chapter surveys the context for the CalWORKs program from a poverty perspective, including the following topics:

- The level of poverty in California and the U.S.;
- How the official poverty measure (OPM) and supplemental poverty measure (SPM) are calculated;
- Why the SPM finds a higher poverty level in California than the OPM;
- A comparison of the share of poor children that is served by the TANF program in California and in the United States as a whole; and
- How the total value of benefits from safety net programs compares to the poverty level for CalWORKs families with different levels of earnings.

Data about CalWORKs and poverty show that California provides assistance to many more of its poor children than does the nation as a whole: 55.8 percent, compared to just 20.8 percent for the entire nation in 2017.[1]

Key Terms in This Chapter

- **Official Poverty Measure (OPM)** – The most commonly used poverty measure, the OPM, was developed by the Social Security Administration in the 1960s.[2] A simple tool based on a family's food budget relative to income, the OPM helps policymakers and the public understand the economic status of various segments of the population and study changes in economic well-being over time. It is widely used as a benchmark to determine eligibility for various government welfare programs. If a family's total income falls below the relevant poverty threshold (which varies by family size and composition but not by geographic region), all family members are considered to be in poverty. The income in OPM includes cash income (before tax), and excludes noncash in-kind transfers such as food stamps and housing subsidies.

[1] U.S. Census Bureau, Administration for Children and Families (ACF), and CalWORKs Cash Grant Caseload Movement Report (237 CW).
[2] Gordon M. Fisher, *The Development and History of the Poverty Thresholds* (Social Security Administration, 1992). Retrieved from Social Security History Bulletin.

- **Supplemental Poverty Measure (SPM)** – More recently, the SPM has been proposed as a better way to define who is poor. The SPM accounts for income from certain government benefits (such as food stamps), tax credits, and for necessary expenses such as taxes, medical out-of-pocket costs, child care, and shelter expenses that are not in the official poverty measure. The threshold is adjusted by family size, composition, geographic region, and housing status (whether a family is renting, owns with a mortgage, or owns without a mortgage).

Tables and Figures in This Chapter

Table 8A. Official Poverty Measure and California's Ranking: 2013-2017 105
Table 8B. Comparison of the Official and Supplemental Poverty Measures 106
Table 8C. Comparison of the OPM and SPM in California and the U.S.: 2013-2015 to 2015-2017 107
Figure 8A. Children in TANF as a Percentage of Children in Poverty: California and the U.S., 2004-2017 108
Table 8D. Child Poverty Rates and Share of Poor Children in TANF: California and the U.S. 2004 – 2017 109
Table 8E. Monthly Benefit Values for a CalWORKs Family of Three in Region One: One Aided Adult and Two Aided Children 112
Figure 8B. Monthly Resources Available to a Family of Three (One Adult and Two Children) 113
Figure 8C. CalWORKs Benefit and Resource Model 2017: Cases with No Earnings and with Median Earnings 114

California's Poverty Rate and National Ranking

According to the Official Poverty Measure (OPM), 12.4 percent of all Californians and 17.3 percent of California's children lived in poverty in 2017 (Table 8A). The corresponding figures for the U.S. as a whole were 12.3 percent and 17.1 percent, respectively. California's poverty rates have dropped by more than two percentage points since 2013, partly as a result of an improving economy. The State ranks 22nd in the nation for overall poverty rate and 24th for child poverty.

Table 8A. Official Poverty Measure and California's Ranking: 2013-2017

Year	2013	2014	2015	2016	2017
Overall Poverty Rate	14.9% (18th highest)	15.8% (17th highest)	13.9% (18th highest)	13.9% (14th highest)	12.4% (22nd highest)
Child Poverty Rate	20.3% (18th highest)	22.9% (17th highest)	19.5% (20th highest)	18.6% (20th highest)	17.3% (24th highest)

Source:
Kayla R. Fontenot, Jessica L. Semega, and Melissa A. Kollar, Income and Poverty in the United States: 2017 (Report Number P60-263 (U.S. Census Bureau, September 2018). Data are from the Current Population Survey, Annual Social and Economic Supplement. Detailed data can be retrieved from United States Census Bureau POV-46 Poverty Status by State

Measuring Poverty with the OPM and SPM

The OPM and SPM are fundamentally different ways of measuring poverty (Table 8B). The OPM assumes that food costs consume one-third of a family's budget and defines poverty levels in relation to food prices, adjusted annually for inflation. The SPM considers the cost of basic needs for families (food, clothing, shelter, and utilities) and uses the value between the bottom and middle thirds of all families as its threshold.

Major Differences between the OPM and SPM

Who is counted? The OPM defines a family as individuals related by birth, marriage, or adoption. In contrast, the broader definition of the SPM "resource unit" includes individuals related by birth, marriage or adoption, as well as cohabitating partners and foster children. As a result, the number of people whose poverty status is measured is larger for the SPM than for the OPM.

What is "income"? The OPM counts **pre-tax cash income**. The SPM considers **post-tax cash income** (including tax credits) plus any **in-kind benefits** such as nutritional assistance and then subtracts **several categories of expenses** from income.

How are poverty thresholds adjusted over time and between groups? The OPM adjusts for inflation using the Consumer Price Index (CPI) for All Goods and calculates poverty thresholds by family size and age of family members. The SPM is revised to reflect varying standards of living (for example, for variation in family/individual expenses/costs, with adjustment for geographic differences in prices across the states/geographic areas).

Do housing costs matter? Housing costs are not considered in calculating the OPM but are in the SPM. In addition, several common household expense items, such as out-of-pocket medical costs, child care expenses, and work-related expenses (including transportation), are subtracted when calculating total family resources in the SPM.

Table 8B. Comparison of the Official and Supplemental Poverty Measures

Component	OPM	SPM
Units of Analysis	(1) Families and (2) unrelated individuals	(1) Families/cohabiting partners/foster children and (2) unrelated individuals
Income	Pre-tax cash income and cash transfers (e.g., unemployment compensation, child support)	After-tax cash income plus certain in-kind transfers, less certain expenses
Expenses	N/A	Subtracts medical, child care and work-related expenses (including transportation) from income
Calculating the Poverty Line	Three times the economy food plan of the 1960s, updated annually for inflation	The mean of the 30th to 36th percentile of expenditures on food, clothing, shelter and utilities (FCSU) of consumer units with two children, multiplied by 1.2 to account for other "key" spending
Adjustments for Family Size and Composition	Family size, composition and age of household member	Broader definition of family that includes unmarried partners, foster children, and unrelated children under 15; family size and composition
Adjustments for Housing Costs	N/A	Geographic adjustment for housing costs
Updating Poverty Thresholds	CPI	Five-year moving average of expenditures for FCSU

Source:
Based on Liana Fox, *The Supplemental Poverty Measure: 2017*, Current Population Reports P60-265 (U.S. Census Bureau, September 2018). United States Census Bureau: The Supplemental Poverty Measure: 2017

California Poverty Rates Based on the OPM and the SPM

In September 2018, the U.S. Census Bureau released two sets of poverty data: rates using the OPM and rates using the SPM. Poverty in California was much higher as measured by the SPM than by the OPM: In 2015-17, for example, California's poverty rate was 19.0 percent according to the SPM and 13.4 percent using the OPM (Table 8C). For the U.S. as a whole, poverty rates were 1.2 percentage points higher using the SPM (OPM: 12.9%, SPM: 14.1%).

Table 8C. Comparison of the OPM and SPM in California and the U.S.: 2013-2015 to 2015-2017

Location	OPM 2013-2015	OPM 2014-2016	OPM 2015-2017	SPM 2013-2015	SPM 2014-2016	SPM 2015-2017
California	15.0%	14.5%	13.4%	20.6%	20.4%	19.0%
United States	14.5%	13.7%	12.9%	15.1%	14.7%	14.1%

Data Source: Based on Liana Fox, *The Supplemental Poverty Measure: 2017*, Current Population Reports P60-265 (U.S. Census Bureau, September 2018). United States Census Bureau: The Supplemental Poverty Measure: 2016

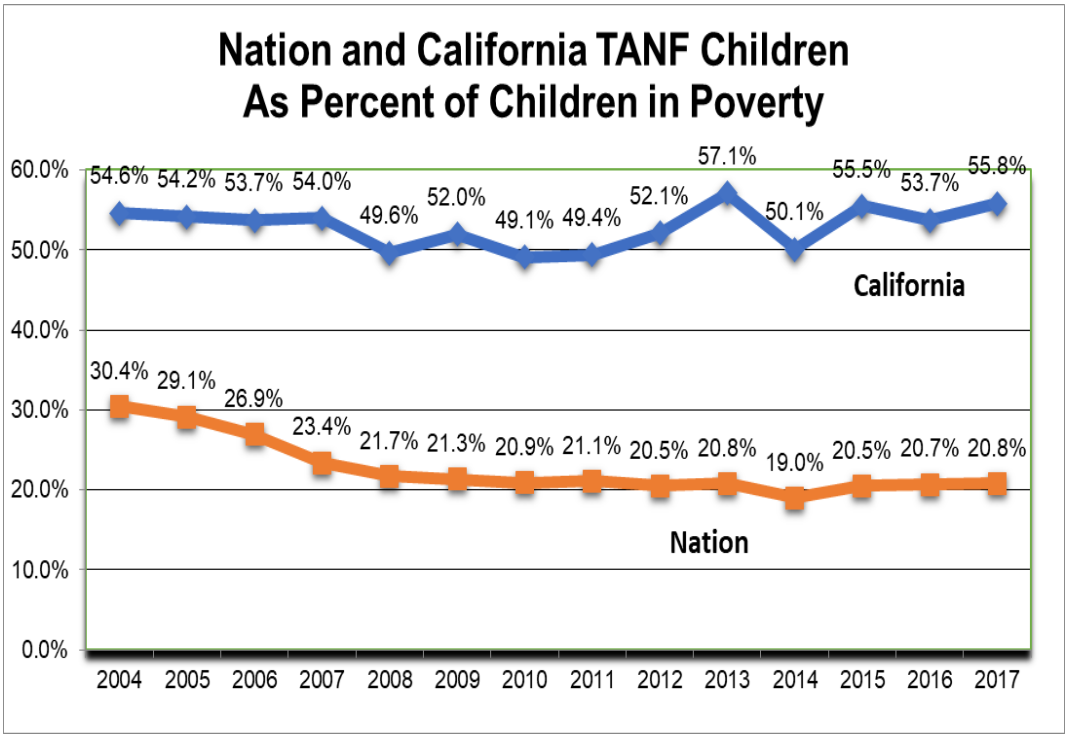
Why is the SPM Higher than the OPM in California?

Local Housing Costs: Unlike the OPM, the SPM accounts for regional variation in the cost of living. For 2017, California was one of the ten states with the highest housing costs in the U.S. The SPM was higher than the OPM in nine out of those states (except for Washington).[3] Given the relationship between housing costs and the SPM-OPM differential, it may not be surprising that the SPM is higher than the OPM in California.

[3] District of Columbia, Hawaii, California, New Jersey, Massachusetts, Maryland, Connecticut, Washington, Colorado, and New York (U.S. Census Bureau, *The Supplemental Poverty Measure: 2017; 2017 American Community Survey 1-year Estimates of Median Monthly Housing Costs*, Table B25105).

Figure 8A. Children in TANF as a Percentage of Children in Poverty: California and the U.S., 2004-2017

The share of California's children in poverty who receive TANF benefits has historically been much higher than the share in other states and the nation. In 2017, while the national percent of poor children receiving TANF was only 20.8 percent, California served 55.8 percent of its poor children – more than two and a half times the national share. CalWORKs policies that strengthen support for children include providing aid to age 18 and continuing to provide aid when a parent's portion of aid is ended.



Data Sources: CalWORKs Cash Grant Caseload Movement Report (237 CW), U.S. Census Bureau and Administration for Children and Families (ACF)

Table 8D. Child Poverty Rates and Share of Poor Children in TANF: California and the U.S. 2004 – 2017

Years	CA Children on CalWORKs	CA Children in Poverty	CA Percent Children in Poverty	CA Percent Poor Children in CalWORKs	U.S. Children in TANF and SSP MOE	U.S. Children in Poverty (1,000s)	U.S. Percent Children in Poverty	U.S. Percent Poor Children in TANF
2004	414,833	1,804,000	19.0%	54.6%	3,969,376	13,041	17.8%	30.4%
2005	410,596	1,781,000	18.6%	54.2%	3,758,077	12,896	17.6%	29.1%
2006	392,154	1,724,000	18.1%	53.7%	3,455,961	12,827	17.4%	26.9%
2007	384,414	1,677,000	17.9%	54.0%	3,119,519	13,324	18.0%	23.4%
2008	405,105	1,898,000	20.2%	49.6%	3,056,690	14,068	19.0%	21.7%
2009	454,736	1,981,000	21.0%	52.0%	3,294,392	15,451	20.7%	21.3%
2010	570,414	2,225,000	23.4%	49.1%	3,432,780	16,401	22.0%	20.9%
2011	588,010	2,260,000	24.3%	49.4%	3,409,383	16,134	21.9%	21.1%
2012	566,277	2,065,000	22.5%	52.1%	3,298,369	16,073	21.8%	20.5%
2013	552,829	1,843,000	20.3%	57.1%	3,049,590	14,659	21.8%	20.8%
2014	550,229	2,093,000	22.9%	50.1%	2,949,590	15,540	21.1%	19.0%
2015	515,449	1,780,000	19.5%	55.5%	2,971,226	14,509	19.7%	20.5%
2016	471,666	1,685,000	18.6%	53.7%	2,741,109	13,253	18.0%	20.7%
2017	439,932	1,544,000	17.3%	55.8%	2,590,016	12,439	17.1%	20.8%

Data Sources: CalWORKs Cash Grant Caseload Movement Report (237 CW), U.S. Census Bureau, and Administration for Children and Families.

CalWORKs Benefit and Resource Model 2017

Background

CalWORKs cash assistance is one of many program benefits that provide comprehensive support to families in need. When looking at the resources available to cash assistance families, it is important to recognize that many CalWORKs families also receive benefits from the following programs:

- CalFresh;
- Medi-Cal;
- CalWORKs Child Care;
- Earned Income Tax Credit (EITC); and
- Child Tax Credit.

The CalWORKs Benefit and Resource Model provides a snapshot of several of these benefits as a family's earnings gradually increase. CalWORKs grants vary by household size. The benefit model displays the interaction between monthly benefits and resources available to CalWORKs families with their earning levels for a family of three with one aided adult and two aided children.[4] Earned income changes the benefit amounts of these programs and the total resources available for the family.

The updated 2017 model has no change on program components compared to last year's version. The model displays the poverty threshold under both the OPM and the SPM. Medi-Cal benefits and child care are not included as resources, as those two components are reflected as expenses instead of income in the SPM framework.[5] The Figure 8C displays information regarding the share of CalWORKs recipients who have no earnings and the share with earnings for at least one month in 2017, along with total monthly resources for those groups (using the median monthly earnings to represent the group with any earnings in 2017).

The Women, Infants and Children (WIC) health and nutrition program subsidy is not included because only approximately one-third of CalWORKs recipients receive this benefit.[6] Housing subsidies are excluded because few CalWORKs families receive them (approximately 5.3 percent for FFY 2017 based on RADEP). As noted above, the model reflects benefits and resources available to aided adults and children. Cases that include ineligible adults or children receive less.

[4] In September 2017, there were a total of 155,037 CalWORKs cases with one aided adult; 39,475, or 25.5 percent, had one aided adult and two aided children. (Data source: MEDS 2018 July.)
[5] Based on the latest report by California Department of Health Care Services (May 2018), the average monthly cost of Medi-Cal for CalWORKs recipients is $239/person for FY 2017-18. The average Stage One child care cost is $750.30/month per child for FY 2017 -18, based on CDSS May Revision of the 2017-18 Governor's Budget.
[6] California Department of Public Health; Women, Infants & Children Program; Data Analysis, Research & Evaluation Section; accessed September 10, 2015.

Data Sources

This model was developed using the following data:

- The CalWORKs grant is based on the non-exempt maximum aid payment for a family of three in high-cost counties (Region 1) as of October 1, 2017. The CalWORKs Earned Income Disregard (EID) policy allows families to exclude the first $225 of their income from the cash grant calculation, as well as 50 percent of all income above $225.
- The CalFresh benefit is based on the maximum monthly allotments for Federal Fiscal Year 2018 by the U.S. Department of Agriculture's Food and Nutrition Service.
- The EITC and Child Tax Credits are displayed as monthly amounts, based on 2017 tax year information. However, most families that are eligible for the EITC and Child Tax Credits receive them as a lump-sum tax refund.
- For a family with two children, the state EITC is 85 percent of the federal EITC up to earnings of $7,256 per year (approximately $605 per month). The state EITC begins to phase out at that point, while the federal EITC continues to phase in to earnings of $14,040 per year (approximately $1,170 per month). Starting in 2017, the state EITC will have a much longer phase out period when the state EITC benefit drop below $250 (for a family with two children), and the maximum annual income that will receive the state EITC is $22,309.
- The monthly National School Lunch Program benefit for one child is derived by dividing total price paid for the 2015-16 school-year by 12, based on data from the California Department of Education and the Public Policy Institute of California.[7] That number is multiplied by two (the number of children in the model's family type) and then by 71 percent, the estimated share of children in CalWORKs families who are school-age (MEDS July 2017).
- The utility subsidy includes three programs: LIHEAP, CARE, and LifeLine. LIHEAP subsidy is calculated based on Program Year 2014 fact sheet; CARE subsidy is calculated by applying discount rates to median electricity and gas expense, based on the American Community Survey 2017 1-year estimate; LifeLine subsidy is based on the sum of state discount and federal discount.
- Net earnings are after deductions for Social Security, Medicare and federal and state income tax.
- The OPM threshold is from U.S. Department of Health and Human Services poverty guidelines for 2017. The SPM threshold is CDSS' calculation of the average threshold for California families of three with two children, using 2017 SPM research files from the U.S. Census Bureau.

[7] Sarah Bohn, et al., *The California Poverty Measure: A New Look at the Social Safety Net* (Public Policy Institute of California, October 2013); Public Policy Institute of California: The California Poverty Measure: A New Look at the Social Safety Net.

Table 8E. Monthly Benefit Values for a CalWORKs Family of Three in Region One: One Aided Adult and Two Aided Children

Earned Income:	$0	$200	$400	$600	$800	$1,000	$1,200	$1,400	$1,600	$1,800
Net Earnings After Taxes	$0	$185	$369	$554	$739	$924	$1,108	$1,293	$1,478	$1,662
CalWORKs Grant	$714	$714	$627	$527	$427	$327	$227	$127	$27	$0
CalFresh Benefit	$503	$443	$410	$383	$356	$329	$302	$275	$248	$188
School Lunch	$39	$39	$39	$39	$39	$39	$39	$39	$39	$39
Utility Subsidy	$79	$79	$79	$79	$79	$79	$79	$79	$79	$79
Child Tax Credit	$0	$0	$23	$53	$83	$113	$143	$167	$167	$166
Federal Earned Income Tax Credit	$0	$81	$161	$241	$321	$401	$468	$468	$453	$411
State Earned Income Tax Credit	$0	$69	$137	$205	$139	$71	$20	$18	$16	$14
Total Resources to the Family [8]	$1,335	$1,609	$1,844	$2,080	$2,182	$2,282	$2,386	$2,466	$2,506	$2,559
Official poverty measure (OPM)	$1,702	$1,702	$1,702	$1,702	$1,702	$1,702	$1,702	$1,702	$1,702	$1,702
% OPM Threshold	78%	95%	108%	122%	128%	134%	140%	145%	147%	150%
Supplemental poverty measure (SPM)	$2,194	$2,194	$2,194	$2,194	$2,194	$2,194	$2,194	$2,194	$2,194	$2,194
% SPM Threshold	61%	73%	84%	95%	99%	104%	109%	112%	114%	117%

Note:
[8] Due to rounding, the Total Resources to Family are slightly off from the sum of all components in some instances.

Figure 8B. Monthly Resources Available to a Family of Three (One Adult and Two Children)

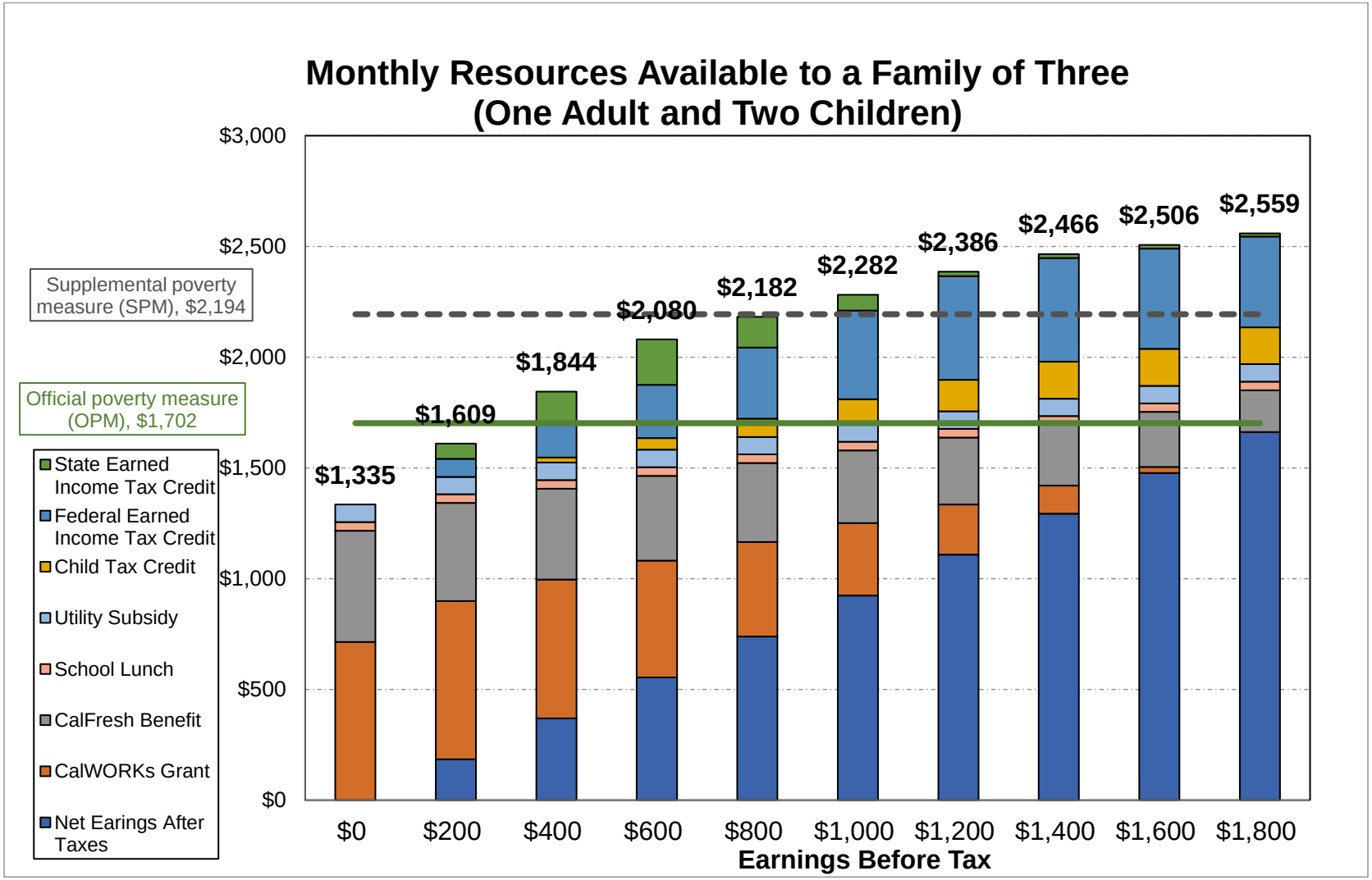
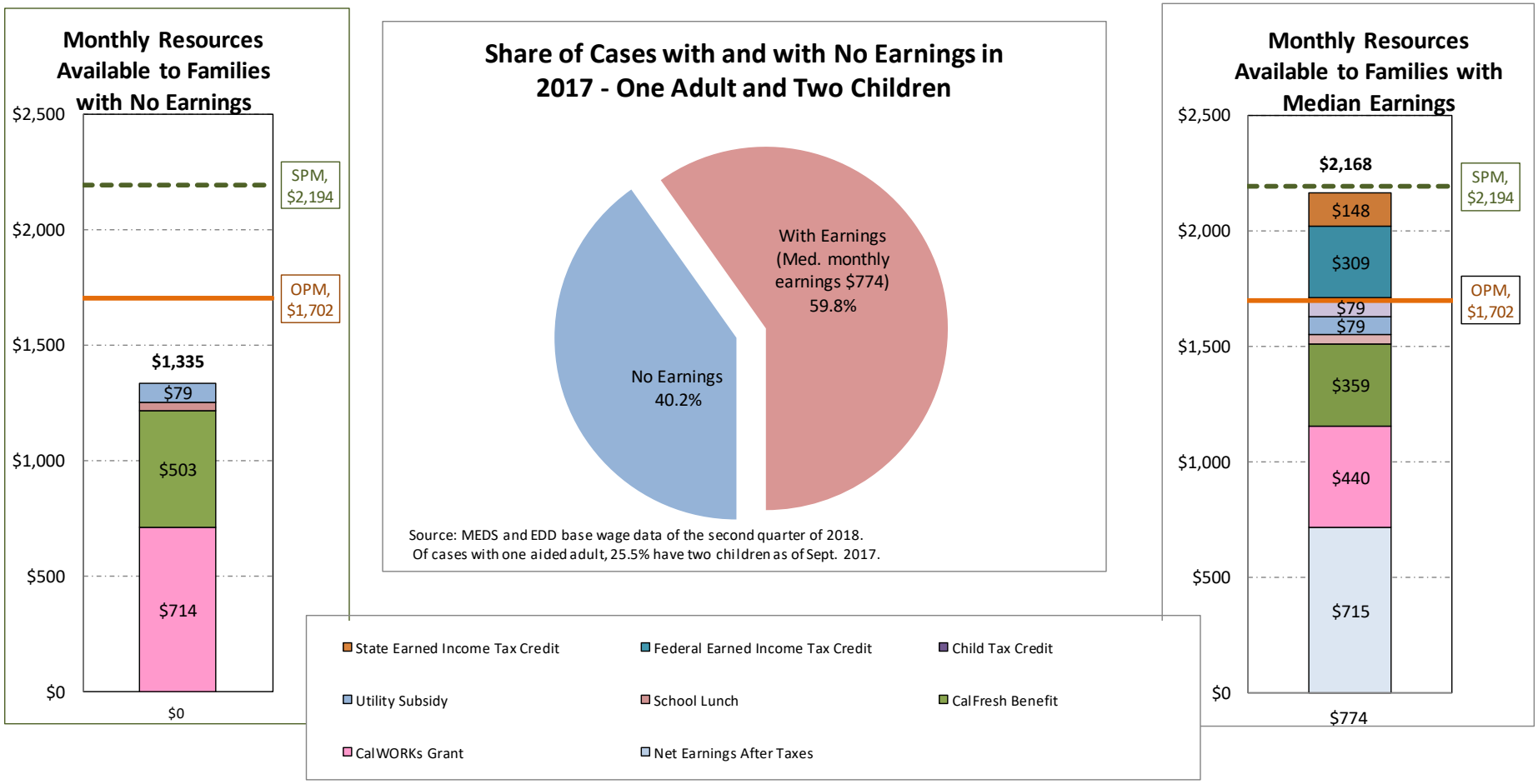


Figure 8C. CalWORKs Benefit and Resource Model 2017: Cases with No Earnings and with Median Earnings



Chapter 9 – Research Funds and Program Oversight

The general purpose of CalWORKs program oversight is to review, monitor, and supervise the implementation of public policy. The CDSS prioritizes efficient and effective program oversight to strengthen the CalWORKs program through better county operations and service delivery, with the ultimate goal of increasing successful outcomes for CalWORKs families. The most significant new effort to achieve program oversight and engender collaborative continuous quality improvement in the CalWORKs program is the CalWORKs Outcomes and Accountability Review (Cal-OAR), described in detail in this chapter. Chapter Nine also explains how the CDSS uses Temporary Assistance for Needy Families (TANF) funds to assess the effectiveness of the CalWORKs program. Also described in this chapter are steps taken by CDSS to oversee and supervise counties in their implementation of recent changes to the CalWORKs program.

Tables and Figures in This Chapter

Table 9A. Allocation of TANF Research Funds Research Project Names and Budgets by Year, FY 2015-16 through FY 2019-20 116

TANF Research Funds

This section provides information about the use of federal TANF research funds. Table 9A displays ten years of actual and estimated expenditures by project. Projects are described in more detail on the following pages.

Table 9A. Allocation of TANF Research Funds
Research Project Names and Budgets by Year, FY 2015-16 through FY 2019-20

Research Project	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-2020	Total
UCB Performance Indicators	$48,314	$48,314	$48,314	$48,314	$48,314	**$241, 570**
EDD Data Contract	$29,539	$29, 539	$39,837	$39,837	$39,837	**$149,050**
SB 1041 Statewide Evaluation	$2,496,416	$2,087,835	$1,554,543	$514,647	$135,353	**$6,788,794**
DHCS Data Contract	$5,160	$5,160	$5,160	$5,160	$5,160	**$25,800**
Child Care Characteristics (2)	$0	$352,338	$1,314,328	$333,334		**$2,000,000**
CalOAR Project (1)				$67,739	$1,150,000	**$1,217,739**
Home Visiting Project (1)				$100,000	$1,000,000	**$1,100,000**
Total	**$2,579,429**	**$2,493,647**	**$2,962,182**	**$1,109,031**	**$2,378,664**	**$11,522,953**

Notes:
[1]Estimated budgets are subject to change.
[2]The Child Care Characteristics annual budget figures are those of the original contract executed on November 1, 2016 and do not reflect reallocation of funding among years or project expansions that may occur.

UC Berkeley: California Child Welfare Indicators Project (CCWIP)

Time Period: FY 2009-10 through FY 2017-18
Total Allocation: $429,863

The Center for Social Services Research (CSSR) at UC Berkeley receives and processes quarterly Child Welfare Services/Case Management System data on California youth in foster care and produces statewide and county-specific tables and reports regarding maltreatment allegations, caseload, and performance outcomes. These reports are used by CalWORKs staff to formulate future welfare caseload projections. The project is housed in the School of Social Welfare and provides policymakers, child welfare workers, researchers, and the public with direct access to customizable information on California's entire child welfare system. Additional funding for this project is provided by the Stuart Foundation.
CCWIP website: UC Berkeley California Child Welfare Indicators Project.

Current Status: The CDSS will continue to provide data to CSSR for the foreseeable future.

Employment Development Department (EDD)

Time Period: FY 2009-10 through FY 2019-20
Total Allocation: $269,612

The EDD provides base wage employment data to CDSS under this contract and data for reports and analysis of the effect of programs and pilots.

Current Status: The EDD will continue to provide data to CDSS for the foreseeable future.

SB 1041 Statewide Evaluation

Time Period: FY 2014-15 through FY 2019-20

Total Original Allocation: $8,988,368

SB 1041 requires CDSS to contract with an independent, research-based institution for an evaluation of changes to the Welfare to Work requirements and produce a written report to be provided to the Legislature. The Research and Development (RAND) Corporation was selected through a competitive bidding process to conduct the evaluation. Six counties are participating as "focal counties": Sacramento, Fresno, Riverside, Los Angeles, Alameda, and Stanislaus.

Study Design and Progress

The evaluation attempts to isolate the effects of SB 1041 on county welfare staff, operations, and CalWORKs recipients by collecting and examining data on five important components.

Due to the complexity for surveying each California county, some portions of the study will concentrate on the six "focal counties" that are representative of the state as a whole in terms of demographic and socio-graphic makeup, CalWORKs caseload, urban/rural mix, and other important factors.

- A Process Study / County Welfare Operations Impact Study: how the SB 1041 changes were implemented; county staff levels and distribution, resources, supportive services payments, and provision and timing of WTW activities to clients.
    - State-Level Interviews – Second round completed
    - All-County Welfare Directors Survey – completed
    - Focal County Key Staff Interviews – Second wave complete
    - Focal County CalWORKs recipient focus groups – Second wave completed

- Recipient Status Study /Recipient Tracking Study: a point-in-time "snapshot" of the activities and services clients receive and an analysis of clients over time, while on and after leaving aid.
    - Underway – Data collection and analysis from the CDSS, Employment Development Department and other internal administrative sources is ongoing.

- Recipient Impact Study: the number of families participating, completion of WTW activities, treatment of barriers, employment status and earnings, and child well-being.
    - Underway – The California Socioeconomic Survey, a three-year longitudinal survey of a multi-cohort sample of CalWORKs recipients (N=1,500) with an embedded in-home child supplement sample of 1,000 of the sample families.
    - Underway – Longitudinal analysis of Current Population Survey (CPS) data will be incorporated to make comparisons between CalWORKs families and similar families in the rest of the country.

Current Report Status: Three reports detailing the SB 1041 Program Evaluation have been authored by the RAND Corporation thus far. The Year One report, describes the study design and methodology, the Year Two report, providing initial findings from the All-County Survey, and a baseline for other study components, and the Wave 1 Descriptive Profile of the California Socio-Economic Survey are available at the RAND Corporation website at:

Rand Corporation Evaluation of the SB 1041 Reforms to California's CalWORKs Welfare-to-Work Program.

A "pre-publication" version of the Year Three report, which provides study component updates, can be found on the CDSS website at:

http://www.cdss.ca.gov/inforesources/CalWORKs/Reports

Department of Health Care Services (DHCS)

Time Period: FY 2014-15 through FY 2019-20
Total Allocation: $32,400

The DHCS provides CDSS with monthly Medi-Cal Eligibility Data System (MEDS) extract files. These files are used by CDSS to generate federal reports, analyze program issues, and track participation by recipients in the CalWORKs and CalFresh programs.

Current Status: The DHCS will continue to provide data to CDSS for the foreseeable future.

Child Care Characteristics Survey Research Project

Time Period: FYs 2016-17 through 2018-19
Total Allocation: $2,000,000

The CDSS awarded to Child Trends, Inc. a contract on a competitive basis to study the characteristics of families, children, and providers of subsidized child care in California. The study is a fact-finding data collection effort. The data will inform decision makers on child care and development programs to identify service gaps for program development, make strategic funding decisions, and improve program effectiveness for needy families.

Current status: A contract with CDSS and Child Trends was executed on November 1, 2016. Fieldwork is ongoing to collect data.

Home Visiting Initiative Program Evaluation

Time Period: FYs 2018-19 through 2021-22
Total Allocation: $2,750,000

AB 1811 requires CDSS to work with at least one independent, research-based institution to identify existing, and establish additional, outcome measurements for the CalWORKs home visiting program. These measurements shall inform an evaluation report that shall be provided to the Legislature no later than January 10, 2022. The evaluation shall include

- program outcomes for the parents and children served in the program,
- models utilized, and
- measures specific to CalWORKs objectives

CalWORKs Outcomes and Accountability Review (Cal-OAR)

Time Period: Begins July 2019, continuing indefinitely on a three-year cycle
Total Allocation: $1,400,000 (initial allocation)

SB 89 (Chapter 24, Statutes of 2017) established the CalWORKs Outcomes and Accountability Review to facilitate local accountability and continuous improvement in the CalWORKs program.

CalOAR contract provides funding for the initial stages of CalOAR, including client stakeholder participant reimbursement, travel for multiple stakeholder meetings, assistance from independent research organizations and advocate groups in developing performance measures, training, and facilitation of CalOAR stakeholder meetings, and automation changes required to implement the first stage of CalOAR measure performance calculation.

Chapter 10 – Homeless Assistance and Housing Support

Homelessness is a pervasive, multifaceted problem that can be a barrier to self-sufficiency. It affects the health and economic opportunities of families throughout the nation. Research shows housing instability and homelessness contribute to children experiencing higher rates of mental, emotional and behavioral impairments and interferes with learning and the ability to develop social relationships. Recognizing that housing is a critical component of self-sufficiency, in 2014 the California Legislature created a new rapid rehousing program, the CalWORKs Housing Support Program (HSP), to address homelessness and housing instability for CalWORKs recipients. HSP is designed to assist and stabilize families as they move into permanent housing and work toward self-sufficiency while also improving overall child well-being. CalWORKs also offers the Homeless Assistance (HA) Program, which provides limited temporary and permanent housing assistance to CalWORKs families. Chapter Ten describes these programs in brief.

Note: The CDSS also operates several other programs related to homeless assistance and housing that are outside of the CalWORKs program, and thus not included in this report. Those additional programs are the Housing and Disability Advocacy Program (HDAP), Home Safe, and Bringing Families Home (BFH).

Key Terms in This Chapter

Permanent Homeless Assistance – This provides payments to secure or maintain housing, including a security deposit and last month's rent, or up to two months of rent arrearages.

Temporary Homeless Assistance – This provides payments for temporary shelter for up to 16 consecutive calendar days.

Tables and Figures in This Chapter

Table 10A. Application Approvals and Shelter Expenditures: FY 2017-18 122
Table 10B. Application Approvals and Families Housed 124
Table 10C. HSP Allocation and Caseload FY 2017-18 124

CalWORKs Homeless Assistance Program

The CalWORKs Homeless Assistance (HA) Program was established to help CalWORKs families meet the reasonable costs of securing housing. HA includes temporary HA, which helps families pay the costs of temporary shelter, and permanent HA, which helps families secure housing or prevent eviction. Homeless CalWORKs families may receive either temporary or permanent HA, or both. As of January 1, 2017, HA is available once every 12 months, with exceptions; previously, HA was a once-in-a-lifetime benefit.

Temporary Homeless Assistance

As of January 1, 2019, Temporary HA provides a payment of $85 per day for a family of four or fewer, and an additional $15 for each additional family member, not to exceed $145 per day. Temporary HA is provided for up to 16 consecutive calendar days. While receiving temporary HA, the family must provide proof that they are actively searching for permanent housing. Following the 16-day period, even if the AU did not receive all 16 days, the temporary shelter benefit is considered exhausted.

Permanent Homeless Assistance

Permanent HA helps families secure housing by providing security deposit costs, including last month's rent, or helps families maintain housing by providing up to two months of rent arrearages. A permanent HA payment may not exceed two times the total rent amount and the monthly rent cannot exceed 80 percent of the total monthly household income.

Exceptions

If the family meets the criteria for an exception, a family may receive a second HA payment within a 12-month period. Exceptions to HA include cases of domestic violence, medically verified physical or mental illness (excluding substance abuse), or a fire or other natural catastrophe beyond the family's control making the former residence uninhabitable. Cases based on an exception are limited to one payment of temporary, permanent, or both in a 12-month period.

Table 10A. Application Approvals and Shelter Expenditures: FY 2017-18

Type of Homeless Assistance	Requests Received	Number of Families Approved	FY 16-17 Net Expenditures
Temporary	61,187	57,614	$45,047,537
Permanent	7,987	6,276	$9,049,130
TOTAL	**69,174**	**63,890**	**$54,096,667**

Data Source: Department of Social Services CA 237 HA - CalWORKs Homeless Assistance Program Monthly Statistical Report

Note: Net shelter expenditures reflect direct financial assistance and do not include case management or administrative costs.

CalWORKs Housing Support Program (HSP)

Program Overview

- In 2014, SB 855 created the CalWORKs HSP to assist homeless CalWORKs recipients secure permanent housing and reach self-sufficiency.
- In FY 2014-15, $20 million was allocated for the program; funding has gradually increased since program inception and in FY 18-19 was $70.8 million.
- HSP assists homeless CalWORKs families in quickly obtaining permanent housing and provides wrap-around supports to families to foster housing retention.

Implementation

- In FY 14-15, twenty counties participated in HSP. The number of participating counties has gradually increased since program inception, with 49 counties participating in FY 17-18.
- Counties are required to use evidence-based models, such as rapid rehousing, to assist families in quickly obtaining permanent housing by offering financial assistance and wrap-around services to foster housing retention.
- The CDSS requires programs to collaborate with local homelessness Continuums of Care to meet the needs of the local community.
- As of July 2019, counties will be required to follow a Housing First model, in which people experiencing homelessness are connected to permanent housing swiftly and with few to no preconditions, behavioral contingencies, or other barriers.

Assistance and Services Provided to Clients

- Counties were given the flexibility to design their own program, based on the needs of the community. County HSP plans differ in eligibility requirements, services offered, and the duration of a family's eligibility.
- Housing subsidies may range from a month to several months, depending on the individual needs of the family.
- In following core components of a Rapid Re-Housing program, HSP offers financial assistance and several wrap-around supportive services, including:

Financial Assistance

- Rental assistance
- Security deposits
- Utility Payments
- Moving Costs
- Motel and hotel vouchers

Housing Stabilization & Relocation

- Landlord recruitment
- Case management
- Housing outreach and placement
- Legal services
- Credit Repair

Table 10B shows the numbers of requests/referrals received, families approved for HSP, and the number of families that obtained permanent housing for fiscal years 2014-15, 2015-16, 2016-17, and 2017-18. In total, over 47,000 families have requested HSP; however, not all requests are eligible for HSP. Some of these families self-resolve, find assistance via other programs, do not meet prioritization criteria, or the county lacks capacity to approve all the referrals they receive. Additionally, there are several reasons why more families are approved than housed in any given year, including insufficient housing stock, the family finds housing through another program, or the family cannot be located.

Table 10B. Application Approvals and Families Housed FY 2014-15 through FY 2017-18

Year	Requests/Referrals Received	Families Approved	Families Housed
FY 2014-15	9,386	5,545	2,031
FY 2015-16	10,490	6,543	2,649
FY 2016-17	14,229	8,630	3,752
FY 2017-18	13,439	8,635	3,790
Total	**47,544**	**29,353**	**12,222**

Data Source: HSP 14

Table 10C shows the HSP allocation and number of families that obtained permanent housing in all HSP counties in fiscal year 2017-18. Colusa and Imperial were new to HSP in fiscal year 2017-18, and therefore started later than the other counties. It should be noted that Glenn and Trinity Counties have partnered together to provide HSP to their respective communities.

Table 10C. HSP Allocation and Caseload FY 2017-18

County	HSP Allocation	Families Housed*
Statewide	**$46,674,990**	**3,790**
Alameda	$1,706,429	45
Amador	$143,642	10
Butte	$1,328,000	191
Calaveras	$143,642	21
Colusa	$75,000	6
Contra Costa	$1,380,411	163
Del Norte	$158,015	32
El Dorado	$602,499	43
Fresno	$957,615	52
Glenn & Trinity	$422,787	28
Humboldt	$739,844	31
Imperial	$500,000	31
Kern	$606,144	152

Table 10C. HSP Allocation and Caseload FY 2017-18 (Continued)

County	HSP Allocation	Families Housed*
Kings	$551,281	127
Los Angeles	$3,830,454	135
Marin	$693,364	36
Mariposa	$118,657	13
Mendocino	$328,462	10
Merced	$1,240,244	190
Monterey	$850,362	65
Nevada	$217,768	22
Nevada	$258,518	20
Orange	$612,000	49
Placer	$367,000	36
Riverside	$1,619,000	262
Sacramento	$1,803,054	181
San Benito	$159,065	8
San Bernardino	$2,300,000	362
San Diego	$2,500,000	319
San Francisco	$3,910,984	55
San Luis Obispo	$2,120,431	61
San Mateo	$1,099,916	49
Santa Barbara	$421,875	58
Santa Clara	$2,145,000	107
Santa Cruz	$1,128,852	38
Shasta	$929,840	57
Siskiyou	$172,739	11
Solano	$1,403,887	64
Sonoma	$969,471	40
Stanislaus	$877,036	73
Sutter	$500,000	89
Tehama	$100,728	11
Tulare	$382,088	50
Tuolumne	$199,637	20
Ventura	$1,080,000	73
Yolo	$1,800,000	78
Yuba	$806,230	92

Data Source: HSP 14

Note:
*Does not include families that are continuing to receive housing supports from previous fiscal year

THIS PAGE IS INTENTIONALLY BLANK

Appendix A: Glossary of Terms and Acronyms

24MTC (24-Month Time Clock, CalWORKs): Adult CalWORKs participants are required to engage in welfare to work activities during their potentially maximum grant period of 48 months. During the first 24 months of aid receipt there are more activity options. These activities include work, education, training, and mental health, substance abuse, and/or domestic abuse services. The WTW 24-Month Time Clock stops when a participant is in appraisal, job search, assessment, or development of a new WTW plan; is meeting the required number of participation hours in certain activities; is participating in Cal- Learn; is exempt; or is being sanctioned.

48MTC (48-Month Time Clock, CalWORKs): CalWORKs adults are eligible to receive cash aid for a lifetime maximum of 48 countable months. This 48-month time limit applies to aid received under CalWORKs and other state programs funded by the federal TANF Program since January 1, 1998. The time limit may be extended beyond 48 months if the adult fails to find employment or qualifies for a clock-stopping exemption while on aid. The 48-month time limit does not apply to children or non-minor dependents.

60MTC (60-Month Time Clock, TANF): Families with an adult who has received federally funded assistance for a total of 60 months are not eligible for additional cash assistance under the federal TANF program. However, a state can make an exception to the time limit for up to 20 percent of its caseload. States may also extend assistance beyond the 60-month time limit using other specified funds, such as state TANF MOE funds.

ACF (the Administration for Children & Families): The ACF is the federal organization that oversees TANF programs. The ACF is a division of the Department of Health & Human Services. The ACF promotes the economic and social well-being of families, children, individuals and communities with partnerships, funding, guidance, training and technical assistance.

AFDC (Aid to Families with Dependent Children): Established by the Social Security Act of 1935 as a grant program to enable states to provide cash welfare payments for needy children who had been deprived of parental support or care because their father or mother was absent from the home, incapacitated, deceased, or unemployed. It was replaced by PRWORA in 1996.

Ancillary Expenses: CalWORKs participants may be eligible to receive ancillary expenses, which can include the cost of books, tools, clothing, fees, or other necessary costs specifically required for the job or training as assigned in the welfare to work plan.

ARRA (American Recovery and Reinvestment Act of 2009): Part of the federal stimulus package in response to the Great Recession, ARRA was a supplemental appropriation for job preservation and creation, energy efficiency and science, assistance to the unemployed, and state and local fiscal stabilization. ARRA provided a work participation rate requirement, relief provisions, and funding for subsidized employment for state TANF programs.

AU (Assistance Unit): An AU is a group of persons living in the same home who have been determined eligible for CalWORKs and for whom cash aid has been authorized. An AU is sometimes referred to as a CalWORKs case. An AU or case differs from a "household" in that a household includes all persons in the same dwelling regardless of their relationship to members of the AU, or their eligibility for CalWORKs aid.

Behavioral Health Services: Services provided to CalWORKs clients in need that include treatment for mental health, substance abuse, and domestic violence.

CalFresh: CalFresh is California's version of the federal Supplemental Nutritional Assistance Program (SNAP). The CalFresh program helps to improve the health and well-being of qualified California households and individuals by providing monthly electronic benefits (similar to a bank debit card) that can be used to buy most foods at markets and grocery stores to supplement their nutritional needs.

Cal-Learn: Part of the CalWORKs program that requires CalWORKs custodial teen parents (up to the age of 19) to attend an educational program that will lead to a high school diploma or its equivalent.

CalWORKs: California Work Opportunity and Responsibility to Kids, the state welfare-to-work program that provides income support and access to health coverage on a temporary basis. CalWORKs was formerly Aid to Families with Dependent Children (AFDC).

CCP (Corrective Compliance Plan): A CCP is one of the approaches provided to states to reduce or eliminate a federal fiscal penalty for WPR noncompliance.

CDSS: California Department of Social Services, which is responsible for the CalWORKs program.

Child Care: Access to quality child care is essential to the success of CalWORKs. Individuals enrolled in the welfare-to-work program are eligible to receive child care services. The CalWORKs Child Care Program is administered in three stages: Stage One is administered by the county welfare departments; Stages Two and Three are administered by Alternative Payment Program agencies under contract with the California Department of Education (CDE).

Child-Only: Cases in which only the children in an AU are aided due to the exclusion or ineligibility for cash aid of the AU parent(s).

Earnings: Earnings include wages, salary, commissions, and self-employment earnings. It is earned income whether the payment is cash, paycheck, personal check, or "in-kind" (such as housing that is included with employment).

EITC (Earned Income Tax Credit): A tax break (in the form of a refund) for people who work full-time or part-time. The EITC refund is not counted as income when computing a person's or family's CalWORKs cash grant, CalFresh allocation, or Medi-Cal benefits.

Enrollee: Enrollee refers to an individual who has, after becoming eligible for CalWORKs, received a notice that he or she is required to participate in welfare to work.

ES (Employment Services): Assistance with obtaining employment.

ESE (Expanded Subsidized Employment): A program that creates job opportunities for CalWORKs participants; provides connections to the labor force; builds and improves skills; and involves counties forming partnerships with private employers and non-profits/public agencies and either partially or fully funding wages. (ESE plans are explained on the CDSS website at: Department of Social Services County Expanded Subsidized Employment Plans)

Exemption: An exemption excuses a CalWORKs participant from welfare to work requirements. Many exemptions do not use up the 48-month allowable period on aid. A participant may be exempt because of a disability that will last 30 days or more and significantly impairs welfare to work performance; pregnancy; care of an infant or young child; lack of CalWORKs funds for support services needed to allow work participation; serving as a full-time Volunteer In Service To America (VISTA) volunteer; domestic violence; providing foster care; being under 16 or over 60 years old, or 18 or under and attending school; living on tribal land; and having poor access to services and training opportunities.

Family Engagement and Empowerment Division (FEED): A July 2017 reorganization renamed the Welfare-to-Work Division to the Family Engagement and Empowerment Division.

FS (Family Stabilization): The FS program provides intensive case management and services that may be in addition to those provided by the county's welfare to work program to clients who are experiencing an identified situation or crisis. The program assists clients transition to welfare to work 24 Month Time Clock activities that are best aligned with their continued success in the CalWORKs program, including education/training, work study, subsidized employment, or less intensive barrier removal activities.

FY (Fiscal Year): In California, July 1 through the following June 30.

FFY (Federal Fiscal Year): The period, starting on October 1 of one year and ending on September 30 of the next year, on which the federal government bases fiscal and data reporting requirements. The fiscal year is designated by the calendar year in which it ends; for example, FFY 2013 begins on October 1, 2012, and ends on September 30, 2013.

GF (General Fund): The GF is California's main governmental operating account. The GF revenues come primarily from the state income tax, but state sales and corporate taxes also contribute to the GF.

Good Cause: An individual in good cause status is excused from welfare to work participation when it has been determined that there is a condition or circumstance that temporarily prevents, or significantly impairs, the individual's ability to be regularly employed or to participate in welfare to work activities.

Great Recession: Common name for the economic downturn beginning in 2007-08 and continuing into 2009-10; referred to by the International Monetary Fund as the worst recession since World War II. California's unemployment rate reached 12.4 percent in 2010 (22.1 percent counting people who were working part-time and wished to be more fully employed).

Household: A household includes all persons in the same dwelling regardless of their relationship to members of the AU or their eligibility for CalWORKs aid.

HSP (Housing Support Program): Assists homeless CalWORKs families or those threatened with eviction to obtain and retain housing.

Kin-GAP (Kinship Guardianship Assistance Payment Program): Establishes financial assistance for relative caregivers of a child under age 19 who are granted legal guardianship by the dependency court, allowing termination of dependency court jurisdiction.

MAP (Maximum Aid Payment): The MAP is the maximum grant level provided for CalWORKs families. MAP levels are established by the California State Legislature and are based on family size, the status of the family (exempt or non-exempt), and the geographical location of the family residence (Region 1 or Region 2).

MCA (Maximum Cal-Fresh Allotment): The MCA is the maximum benefit level of food aid a family may receive from CalFresh. MCA varies according to family size and income.

Maximum Earned Income Limit: If a family's earnings are above the Maximum Earned Income limit, the family will not receive any CalWORKs grant. The limit is based on Region (1 or 2) and AU size.

Medi-Cal: A free or low-cost form of health coverage for children and adults with limited income and resources. (This is California's version of the federal Medicaid program.)

MEDS (Medi-Cal Eligibility Data System): The MEDS is a statewide database containing client eligibility information for processing Medi-Cal, CalFresh, and CalWORKs administrative records.

MBSAC (Minimum Basic Standards of Adequate Care): The MBSAC is the income threshold to determine applicant family's eligibility for CalWORKs. If a family's income falls below the MBSAC (after an initial $90 earned income disregard) for the region in which they reside, they may be eligible for CalWORKs assistance.

MOE (Maintenance-of-Effort): The MOE is a requirement that states expend a specified minimum amount of matching funds on benefits for lower income families in order to participate in the federal TANF program. California allocates $2.9 billion annually in MOE.

Non-Compliant (Individuals): This refers to an individual who has been sent a notice of non-compliance with welfare to work participation requirements but has not yet returned to participation, or been sanctioned.

Non-Compliant (States): States that fail to meet the federal work participation rates are subject to a penalty of up to 5 percent of the state's block grant. The penalty increases by 2 percentage points each consecutive year of noncompliance, up to a maximum of 21 percent of the block grant. Depending on the degree of noncompliance—for example, how close the state came to meeting the participation requirement—the U.S. Department of Health and Human Services may reduce or waive the penalty. As an additional incentive to meet the federal requirements, states that are in compliance are subject to a lower Maintenance-of-Effort (MOE) spending requirement (75 percent instead of 80 percent of their FFY 1994 welfare-related spending). In California, this means that if the state meets the participation rates, it has the option of reducing spending by $182 million each year.

Non-MOE General Fund: CalWORKs cases that receive assistance from federal TANF, state MOE funds, or some combination, are subject to work participation requirements. Non-MOE General Funds originate in the state GF but are allocated for assistance that is not subject to the federal TANF work participation requirements.

OCAT (Online CalWORKs Appraisal Tool): The Online CalWORKs Appraisal Tool is a statewide standardized appraisal tool which provides in-depth appraisal of recipient strengths and barriers to employment and self-sufficiency, leading to more effective placement in work activities and referrals to supportive services. OCAT is based on the federal Online WORK Readiness Assessment Tool (OWRA).

OPM (Official Poverty Measure): The OPM was developed in the 1960s based on a family's food budget and currently is widely used as a benchmark to determine eligibility for various government welfare programs. If the total income for a family falls below the relevant poverty threshold (which varies by family size and composition but not by geographic region), then the family as well as all family members are considered in poverty. The income in OPM includes cash income (before tax) and excludes noncash in-kind transfers such as food stamps and housing subsidies.

Permanent Homeless Assistance: This provides payments to secure or maintain housing, including a security deposit and last month's rent, or up to two months of rent arrearages.

PRWORA (federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996): In this act, Congress sought to reduce dependence on aid, limit out-of-wedlock childbirth, encourage the formation of stable two-parent families, and ensure that children could be cared for in their own homes or the homes of relatives. PRWORA replaced AFDC with Temporary Aid to Needy Families (TANF), changed the funding structure of the program, limited to 60 months the amount of time that families could receive federal aid, and provided incentives for states to encourage support recipients to work.

QR/PB (Quarterly Reporting/Prospective Budgeting): A budgeting system put in place in 2003 for the CalWORKs and CalFresh programs. Recipients' eligibility and benefits are determined for a 3-month period using prospective budgeting and income averaging rules based on information reported by recipients once in the quarter; recipients have the option to report changes that would result in increased grant/benefits when they occur.

RADEP (Research and Development Enterprise Project): RADEP is a web-based data collection tool used by county and state staff to collect federal TANF disaggregated data. The data is used by the federal Department of Health and Human Services to calculate the State's federal work participation rates.

Region 1 and Region 2: The state of California is divided into two sets of counties, with Region 1 containing counties that generally have a higher cost of living than the counties in Region 2.

Safety Net: Cases in which only the children in an AU are aided due to the parent(s) being discontinued for cash aid because they reached their 48-month lifetime assistance limit.

Sanction: The process by which adult(s) are removed from CalWORKs support because at least one failed to comply with WTW program requirements without good cause, and county staff compliance efforts failed. Eligible children in an AU continue to receive funding.

SAR (Semi-Annual Reporting): SAR requires households receiving CalWORKs assistance to report income on a semi-annual basis.

SNAP (Supplemental Nutrition Assistance Program): A federal program that is referred to as CalFresh in California.

SPM (Supplemental Poverty Measure): The SPM extends the official poverty measure by taking account of some government benefits (such as food stamps) and necessary expenses such as taxes, medical out-of-pocket, child care, and shelter expenses that are not in the official poverty measure. The threshold is adjusted by family size, composition, geographic region, and housing status (renting, owner with mortgage, and owner without mortgage).

SSDI (Social Security Disability Insurance): Tied to the Social Security retirement program, SSDI is for workers who become disabled before retirement age and who have worked and paid Social Security taxes for many years.

SSI (Supplemental Security Income): A U.S. government program that provides stipends to low-income people who are either aged (65 or older), blind, or disabled.

TANF (Temporary Assistance for Needy Families): This is a federal program that replaced AFDC and now funds CalWORKs. TANF is designed to help needy families achieve self-sufficiency.

Temporary Homeless Assistance: This provides payments for temporary shelter for up to 16 consecutive calendar days.

Time on Aid: The total number of months a case has received assistance during the "look-back" period, calculated by the person on aid longest in the case since the beginning of the "look-back" period (e.g., in the last six or eight years).

Title XX: Title XX of the Social Security Act, also referred to as the Social Services Block Grant (SSBG), is a funding program provided to states, without a state matching requirement, to assist in supporting a wide range of services, including preventing child abuse, increasing the availability of child care, and providing community-based care for the elderly and disabled. Funds are allocated to the states based on population.

Transportation Services: Transportation services for welfare to work participants are often provided through payment by the county for public transportation or mileage reimbursement. Some counties provide alternative transportation services such as transportation vouchers, vehicle repair programs, commuter programs, and the purchase of motor vehicles or bicycles.

Tribal TANF: Assists the Indian Tribes of California by providing the funding, tools, and resources necessary for each Tribe or Consortium to administer its own Tribal TANF Program.

Unduplicated Count: A count of WTW participants that eliminates duplication in cases in which a person is involved in more than one approved activity.

WDTIP (Welfare Data Tracking Implementation Project): A statewide welfare time-on-aid tracking and reporting system that is accessible to county welfare eligibility workers through MEDS. The WDTIP eliminates the need for counties to manually contact other counties outside their respective consortia system and/or other states to obtain information relative to the TANF 60-month and CalWORKs 48-month time limits for time on-aid by providing eligibility workers an automated tool with which they can obtain up-to-date information for CalWORKs applicants and recipients.

WEI (Work-Eligible Individual): The federal designation for individuals required to participate in federal TANF work activities for a specified minimum number of hours. A work-eligible individual is an adult or minor head-of-household receiving TANF assistance, or a non-recipient parent living with a child receiving such assistance.

WINS (Work Incentive Nutritional Supplement): A $10 per month supplemental food benefit program for working families who are receiving CalFresh benefits but not receiving CalWORKs or TANF benefits.

WIOA (STET Workforce Innovation and Opportunity Act of 2014): Intended to help job seekers access employment, education, training, and support services to succeed in the labor market and to match employers with the skilled workers they need to compete in the global economy. WIOA supersedes the Workforce Investment Act of 1998 and amends the Adult Education and Family Literacy Act, the Wagner-Peyser Act, and the Rehabilitation Act of 1973. The Act took effect July 1, 2015, the first full program year after enactment.

WPR (Work Participation Rate): The rate at which adult CalWORKs recipients are meeting welfare-to-work participation requirements. When this rate is not 50 percent or higher for single-parent families and 90 percent for two-parent families, the State may be penalized by the federal government.

WTW (Welfare to Work): WTW activities are a condition for adults to receive CalWORKs aid. The activities include unsubsidized and subsidized employment, work experience, on-the-job training, a grant based on-the-job training, work study, self-employment, community service, adult basic education, job skills training, vocational education, job search/job readiness assistance, mental health counseling, substance abuse treatment, domestic abuse services, and other activities necessary to assist recipients in obtaining employment.

WTW Participants: AU type that includes Single-Parent and Two-Parent households with an aided adult who is NOT exempt from work activities and NOT sanctioned.

Appendix B: List of Data Sources Used

Administration for Children and Families (ACF) - Office of Family Assistance
Office of Family Assistance Data & Reports

The ACF is a division of the U.S. Department of Health and Human Services and provides a variety of data reports including TANF caseload data, expenditure data, and work participation rate data.

CA 237 CW – CalWORKs Cash Grant Caseload Movement Report
Department of Social Services 237 CW - CalWORKs Cash Grant Caseload Movement Report

The monthly CA 237 CW report contains statistical information on CalWORKs caseload movement for Two-Parent Families, Zero Parent Families, All Other Families, Temporary Assistance for Needy Families (TANF) Timed-Out Cases, and Safety Net/Drug or Fleeing Felon Cases (SN/DFF). This report includes data on the number of applications requested or restored, cases added, cases exited, and cases transferred from other counties during the month.

California Department of Education 801A Archived Data
California Department of Education CDD-801A, Monthly Population Information

The CDD-801A report is a list of all families and children that received Early Education and Support Division (EESD) subsidized services for a specified month. It is submitted monthly by every agency that contracts with EESD to provide subsidized child care and development services. The CDD-801A reports are also used to draw a sample of approximately 250 cases per month on which more detailed information is gathered through a separate report, the CDD-801B.

CW 115/115A – Child Care Monthly Reports CalWORKs Families
CW 115 - Child Care Monthly Report - CalWORKs Families - CW 115
CW 115A - Child Care Monthly Report - Two-Parent Families - CW 115A

This report contains the number of CalWORKs families and children approved/authorized/ certified to receive Stage One Child Care during the report month. This report also includes data on the number of children transferred to Stage Two as well as children waiting to be transferred. Data for Two-Parent Families is reported on the CW 115A, while data for All Other Families is reported on the CW 115.

FSP 14 – Family Stabilization (FS) Program Quarterly Report
FSP 14 - CalWORKs Family Stabilization (FS) Program Quarterly Report

These reports contain information about the CalWORKs FS Program during the report quarter. The data includes CalWORKs cases that are receiving FS services, cases denied FS services and cases that are unable to receive FS services. The data also includes the number and type of FS services received at a case and individual level.

HSP 14 - CalWORKs Housing Support Program (HSP) Monthly Status Report

This report contains monthly information about the CalWORKs Housing Support Program (HSP) and provides information about CalWORKs families that have requested or been referred to HSP services, have been approved, denied or discontinued, the reasons for denials and discontinuances, family residence status entering and exiting the program, and the number and type of HSP services and amount of HSP financial assistance issued to the family.

Medi-Cal Eligibility Data System (MEDS)

This data system is a statewide database containing client eligibility information for processing Medi-Cal, CalFresh, and CalWORKs administrative records.

Research and Development Enterprise Project (RADEP)

RADEP is a web-based data collection tool used by county and state staff to report federal Temporary Assistance for Needy Families (TANF) disaggregated data which is used by the federal Department of Health and Human Services to calculate the State's federal work participation rates. The RADEP data is collected as a random stratified sample of approximately 3,000 CalWORKs active cases over each federal fiscal year and provides characteristics data relating to the TANF caseload in that specific year.

Statewide Automated Welfare System (SAWS) Consortia

The SAWS project is the automation of county welfare business processes for CalWORKs, CalFresh, Medi-Cal, Foster Care, Refugee, and County Medical Services. The Office of Systems Integration is responsible for state-level project management and oversight. Each individual consortium is responsible for its own local project management.

The SAWS project is comprised of three consortia: Los Angeles Eligibility, Automated Determination, Evaluation and Reporting (LEADER) Consortium, Welfare Client Data System (WCDS) Consortium (also known as CalWIN), and Consortium IV (C-IV).

The CalWIN Consortium includes the following counties: Alameda, Contra Costa, Fresno, Orange, Placer, Sacramento, San Diego, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Solano, Sonoma, Tulare, Ventura and Yolo.

The C-IV Consortium includes the following counties: Alpine, Colusa, Humboldt, Kings, Merced, Napa, San Benito, Sierra, Amador, Del Norte, Imperial, Lake, Modoc, Nevada, San Bernardino, Siskiyou, Butte, El Dorado, Inyo, Lassen, Mono, Pumas, San Joaquin, Stanislaus, Calaveras, Glenn, Kern, Madera Monterey, Riverside, Shasta, Sutter, Marin, Mariposa, Mendocino, Tehama, Trinity, Tuolumne and Yuba.

U.S. Census Bureau
U.S. Census Bureau

The U.S. Census Bureau provides access to selected statistics collected through the American Community Survey, the Current Population Survey, the Decennial Census, and other data-collection tools.

Welfare Data Tracking Implementation Project (WDTIP)
Welfare Data Tracking Implementation Project

WDTIP is a statewide welfare time-on-aid tracking system that interfaces with existing county consortia State Automated Welfare Systems (SAWS). WDTIP eliminates the need for counties to manually contact other counties outside their respective consortia system and/or other states to obtain information relative to the TANF 60-month, CalWORKs 48-month, and Welfare-to-Work 24-Month time limitations for time-on-aid by providing eligibility workers an automated tool from which they can obtain up-to-date information for CalWORKs' applicants and recipients.

WTW 25/25A - CalWORKs Welfare To Work Monthly Activity Reports
WTW 25 - CalWORKs Welfare-To-Work Monthly Activity Report - All (Other) Families
WTW 25A - CalWORKs Welfare-To-Work Monthly Activity Report - Two-Parent Families

These reports summarize data on work-eligible adults in the CalWORKs program — Welfare to Work Enrollees, those exempt from work, and those sanctioned for not participating. This report also counts the number of adults engaged in the various eligible work or education activities that could be included in a welfare-to-work plan, as well as adults who receive post-aid supportive services after they time out or income off cash assistance.

Data for Two-Parent Families is reported on the WTW 25A, while data for All Other Families is reported on the WTW 25.