

# CalWORKs

**Healthy Children and Families on the Road to Self-Sufficiency**

Annual Summary  
May 2015



California Department of Social Services  
Welfare to Work Division

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## **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 LAO, and key stakeholders on the creation of an annual report on 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.

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## TABLE OF CONTENTS

<b><u>Preface</u></b>	<b><u>ii</u></b>
<b><u>List of Tables and Figures</u></b>	<b><u>vi</u></b>
<b><u>Introduction and Overview</u></b>	<b><u>viii</u></b>
<b><u>Chapter 1 – Caseload Dynamics</u></b>	<b><u>1</u></b>
Characteristics of CalWORKs Cases	2
CalWORKs Quarterly Caseload Analysis	4
<b><u>Chapter 2 – Benefit and Earnings levels</u></b>	<b><u>6</u></b>
CalWORKs Maximum Aid Payment (MAP) Levels	9
Benefit Levels Comparison	10
CalWORKs Caseload and Grants with CalFresh Benefits	11
CalWORKs Earned Income Limits	12
Earnings Distribution by Case Type	13
Quarterly Earnings for Adult Recipients	14
Proportion of Recipients with Earnings	15
<b><u>Chapter 3 – Fiscal Overview</u></b>	<b><u>16</u></b>
Funding Reconciliation	19
<b><u>Chapter 4 – Program Chronology</u></b>	<b><u>20</u></b>
A Brief History of CalWORKs	22
<b><u>Chapter 5 – Welfare-to-Work Participation</u></b>	<b><u>32</u></b>
CalWORKs WTW Activities and Hourly Requirements	36
Welfare-to-Work Quarterly Caseload Analysis	38
CalWORKs WTW Education Activities	41
Monthly Average CalWORKs Adults with an Exemption	42
WTW 24-Month Time Clock Exemptions/ Good Cause	43
California’s TANF Work Participation Rate History	45
Participation in Work or Work-Related Activities	46

Estimated WPR Impacts for FFY 2015	48
Work Participation Rate Compliance	49

---

<b>Chapter 6 – Recent Program Changes and Outcomes</b>	<b>50</b>
--	-----------

WTW 24-Month Time Clock Update	51
Family Stabilization (FS) Program	54
Expanded Subsidized Employment (ESE)	55
Housing Support Program (HSP)	56
Work Incentive Nutritional Supplement (WINS)	57
Online CalWORKs Appraisal Tool (OCAT)	58
Workforce Innovation and Opportunity Act (WIOA)	59
Cal-Learn	61

---

<b>Chapter 7 – Supportive Services</b>	<b>62</b>
--	-----------

Average Number Receiving Supportive Services	63
Child care Resources for CalWORKs Participants	65
Characteristics of Stage One Child Case Cases	66
CalWORKs Stage One Child Care	67
Children in CalWORKs Stages 1, 2, and 3 Child Care	68
Behavioral Health Services, Referrals, and Participation	69

---

<b>Chapter 8 – Poverty Measures and Poverty Rates</b>	<b>73</b>
---	-----------

Measuring Poverty with OPM and SPM	74
California and U.S. Rates of Child Poverty and Children in TANF	78
CalWORKs Benefit and Resource Model 2014	80

---

<b>Chapter 9 – Research Funds and Program Oversight</b>	<b>84</b>
---	-----------

CalWORKs Research Allocation	85
Program Oversight	91

---

<b>Glossary of Terms and Acronyms</b>	<b>93</b>
---------------------------------------	-----------

---

<b>List of Data Sources</b>	<b>100</b>
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## List of Tables and Figures

### CHAPTER 1 – CASELOAD DYNAMICS

---

Table 1A.	Characteristics of CalWORKs Cases	2
Figure 1A.	CalWORKs Caseload	3
Figure 1B.	CalWORKs Quarterly Caseload Analysis	4
Table 1B.	CalWORKs Quarterly Caseload Analysis	5

### CHAPTER 2 – BENEFIT AND EARNINGS LEVELS

---

Table 2A.	CalWORKs Maximum Aid Payment (MAP) Levels	9
Table 2B.	Comparison of Benefit Levels in FFY 2008 and FFY 2012	10
Table 2C.	CalWORKs Caseload and Grants with CalFresh Benefits	11
Table 2D.	CalWORKs Earned Income Limits	12
Table 2E.	Earnings Distribution for Cases with Work-Eligible Adults and for All Cases	13
Figure 2A.	Quarterly Earnings for CalWORKs Adult Recipients	14
Figure 2B.	Proportion of Adult Recipients with Earnings	15

### CHAPTER 3 – FISCAL OVERVIEW

---

Figure 3A.	CalWORKs Funds for FY 2014-15	18
Table 3A.	CalWORKs Funding by Program Area & Fund Sources FY 2014-15	18
Table 3B.	Funding Reconciliation for CalWORKs	19

### CHAPTER 5 – WELFARE-TO-WORK PARTICIPATION

---

Table 5A.	CalWORKs WTW Activities and Hourly Requirements	37
Figure 5A.	Welfare-to-Work Quarterly Caseload Analysis	39
Table 5B.	Welfare-to-Work Quarterly Caseload Analysis	40
Table 5C.	CalWORKs Welfare-to-Work Education Activities	41
Table 5D.	Average Monthly CalWORKs Adults with an Exemption	42
Table 5E.	Welfare-to-Work (WTW) 24-Month Time Clock Exemptions/Good Cause	43
Table 5F.	California's TANF Work Participation Rate (WPR) History	45
Figure 5B.	Work Participation Level	46
Table 5G.	Participation in Work or Work-Related Activities	47
Table 5H.	Estimated Work Participation Rate (WPR) Impacts for FFY 2015	48
Table 5I.	Summary of WPR Requirements and TANF Penalties	49

**CHAPTER 6 – RECENT PROGRAM CHANGES AND OUTCOMES**

---

Figure 6A.	WTW 24-Month Time Clock Update (SB 1041)	53
Table 6A.	WINS Issuances	57

**CHAPTER 7 – SUPPORTIVE SERVICES**

---

Table 7A.	Average Number of Individuals Receiving Supportive Services (All Other Families)	63
Table 7B.	Average Number of Individuals Receiving Supportive Services (Two-Parent Families)	64
Table 7C.	Age, Provider Setting, and Time in Care for Stage One Children	66
Table 7D.	CalWORKs Stage One Child Care	67
Figure 7A.	Children in CalWORKs Stages 1, 2, and 3 Child Care Programs	68
Table 7E.	Behavioral Health Services Referrals and Participation (All Other Families)	69
Table 7F.	Behavioral Health Services Referrals and Participation (Two-Parent Families)	71

**CHAPTER 8 – POVERTY MEASURES AND POVERTY RATES**

---

Table 8A.	Comparison of the Official and Supplemental Poverty Measures	75
Table 8B.	Official Poverty Rate and California's Ranking	76
Table 8C.	Comparison of SPM and OPM in California and the U.S.	76
Figure 8A.	Children in TANF as a Percentage of Children in Poverty: California and U.S.	78
Table 8D.	Child Poverty Rates and Share of Poor Children in TANF, California and the U.S., 2002 to 2013	79
Table 8E.	Monthly Benefit Values for CalWORKs Case of Three: One Aided Adult, Two Aided Children	82
Figure 8B.	CalWORKs Benefit Model for Family of Three: One Adult and Two Children	83

**CHAPTER 9 – RESEARCH FUNDS AND PROGRAM OVERSIGHT**

---

Table 9A.	Allocation of TANF Research Funds	85
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## 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 needs. It also provides education, employment, and training programs to assist the family's move toward self-sufficiency. Components of CalWORKs include time limits on eligibility, work requirements, supportive services to encourage program participation, and parental responsibility.

California is among the minority of states that provide TANF benefits to children in need even after their adult caregiver reaches the 48-month time limit for receipt of cash aid; as well, California continues to provide aid to children when adults fail to meet program requirements.

#### Summary of Key Features of CalWORKs

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

**Eligibility**

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

**Time Limits**

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 clock” associated with the CalWORKs program:

- The TANF 60-month time limit refers to the cumulative 60-month federal cash aid time limit for adult recipients of aid;
- The CalWORKs 48-month time limit refers to the cumulative 48-month cash aid time limitation for adult CalWORKs recipients; and
- The Welfare-to-Work 24-Month Time Clock refers to a cumulative 24-month period in a welfare-to-work participant’s lifetime, during which he or she may participate in any 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 each month or 20 hours per week each month 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 the federal work participation rate (WPR) requirements, 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 in order 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, and personal counseling are available for families participating in WTW activities. If needed supportive services are not available, the recipient has good cause for not participating.

There are special supportive services and intensive case management services 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 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 and 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 9]). 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 \$704 while the same family living in Region 2 receives \$670. If that family were exempt, it would receive \$788 in Region 1 and \$751 in Region 2.

**Program Administration**

The CalWORKs Program is administered by county welfare departments under supervision of the 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**

AB 1542 (Ducheny, Chapter 270, Statutes of 1997), 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.

**Key Features of CalWORKs**

CalWORKs seeks to address poverty through an array of services designed to assist families in various states of need, and to address the various facets of need for each family. CalWORKs provides families with basic living means through services such as cash assistance, immediate needs intervention, homeless prevention services, and stabilization services for those in crisis.

A “work focused” approach is fostered through the welfare-to-work aspect of the program, which requires adults, unless exempt, to participate as a condition of receiving aid.

In addition to being a work program for adults, CalWORKs endeavors to protect children from deep poverty through continued aid to children when adults fail to meet program requirements or reach the maximum 48-month time limit for cash aid. CalWORKs is also built upon the core concept of flexibility given to 58 individual counties to design their individual programs, in order to serve their unique and diverse local populations. At the same time, CalWORKs balances its core values of flexibility and protecting children with the goal of meeting federal performance mandates to avoid federal fiscal penalties.

## Chapter 1 – Caseload Dynamics

This chapter provides a comprehensive overview of the CalWORKs caseload, including the number of cases receiving CalWORKs assistance broken out by case type, the percentage of cases with individuals who are exempt from welfare-to-work participation requirements, a longitudinal analysis of numbers of CalWORKs cases over time, and the benefits they receive.

### Key Terms in This Chapter

The CalWORKs caseload is characterized using the following key terms.

- Assistance Units (AU) Definitions:
  - Single-Parent – Includes at least one child and one aided adult who is a natural or adoptive parent, a stepparent, or another caretaker relative;
  - Two-Parent – Includes at least one child and two natural or adoptive aided adult parents;
  - Sanctioned – Adults removed from aid due to non-compliance with program requirements without good cause and for whom compliance efforts have failed; aid continues for the eligible children in the AU;
  - 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); and
  - Safety Net – Cases in which only the children in an AU are aided due to the parent(s) being discontinued for cash aid due to their reaching the 48-month lifetime assistance limit.
- Assistance Unit (AU) Type – 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.

### Tables and Figures in This Chapter

Table	1A.	Characteristics of CalWORKs Cases	2
Figure	1A.	CalWORKs Caseload	3
Figure	1B.	CalWORKs Quarterly Caseload Analysis	4
Table	1B.	CalWORKs Quarterly Caseload Analysis	5

**Table 1A. Characteristics of CalWORKs Cases**

The CDSS annually collects data from a random sample of CalWORKs cases (referred to as the RADEP Sample) to fulfill federal data reporting requirements. This sample includes interesting characteristics and demographic information that is not available from any other statewide administrative data source. The characteristics in the chart below are extrapolated from the sample to represent the whole CalWORKs caseload at the time the sample was drawn. Because the values below are from sample data, it is advised to use caution when drawing conclusions about small subsets of populations to the population as a whole.

Characteristic	Single-Parent	Two-Parent	Sanctioned	Child-Only	Safety Net	All Cases
Number	201,424	50,291	32,295	205,782	73,993	563,785
AU Size	2.8	3.8	1.7	2.0	2.4	2.5
Average Number of Children in AU	1.8	2.1	1.7	2.0	2.4	2.0
Average Age of Oldest Child	6.5	7.0	9.1	10.3	12.3	8.9
Average Age of Youngest Child	4.0	3.5	6.6	7.1	7.7	5.7
Average Age of Head of Household	29.6	30.8	32.1	38.6	36.8	34.1
Percent with Monthly Earnings	20.7%	37.9%	11.2%	14.9%	20.2%	19.5%
<b>Race/ Ethnicity</b>						
Hispanic	52.3%	42.6%	48.6%	76.0%	38.9%	58.1%
Non-Hispanic Black	21.3%	11.1%	19.3%	9.6%	32.1%	17.4%
Non-Hispanic Asian	2.2%	8.9%	1.3%	2.2%	4.9%	3.1%
Non-Hispanic White	21.6%	33.6%	28.5%	11.0%	21.4%	19.2%
Non-Hispanic Other	2.6%	3.8%	2.3%	1.2%	2.7%	2.2%
<b>Language Spoken</b>						
English	89.9%	83.5%	88.7%	40.9%	86.9%	71.0%
Spanish	8.6%	6.3%	10.1%	57.1%	7.4%	25.9%
Other	1.6%	10.3%	1.2%	2.1%	6.7%	3.1%
<b>Education</b>						
Percent of Heads of Household Completing High School or Equivalent	52.3%	56.1%	48.7%	8.5%	41.6%	35.0%
Percent Unknown	1.5%	1.4%	10.9%	62.3%	12.8%	25.7%

**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 assistance unit 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, SSI-receipt, or income exceeding the CalWORKs threshold (in the case of non-needy caretakers of foster children).

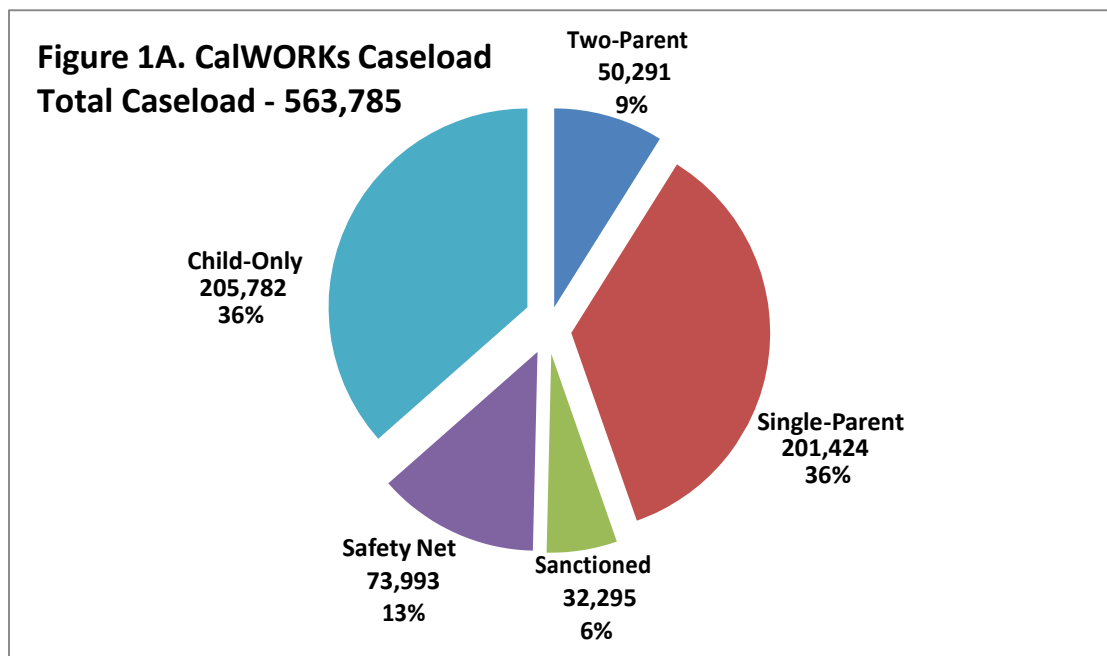
**NOTE:** Percentages do not always add to 100 percent due to missing/unknown values.

**Table 1A. Characteristics of CalWORKs Cases (Continued)**

Characteristic	Single-Parent	Two-Parent	Sanctioned	Child-Only	Safety Net	All Cases
<b>Citizenship Status of Head of Household</b>						
Citizen	91.5%	83.2%	91.7%	35.2%	90.1%	70.0%
Legal Alien	7.3%	16.7%	8.3%	3.5%	9.8%	7.1%
Other/Unknown	1.2%	0.2%	0.0%	61.3%	0.2%	22.8%
<b>Gender of Head of Household</b>						
Female	92.6%	86.0%	84.4%	92.0%	94.0%	90.9%
<b>Number of Children</b>						
Percent with Children Under One Year Old	18.8%	23.9%	3.0%	6.9%	6.2%	12.3%
Percent with Children Under Six Years Old	0.7	0.8	0.5	0.5	0.4	0.6
<b>Months on Aid Since 1998<sup>1</sup></b>						
Average Months on Aid of Longest Member	34.7	28.5	57.5	77.9	107.2	71.3
Median Months on Aid of Longest Member	29	25	47	68	103	60

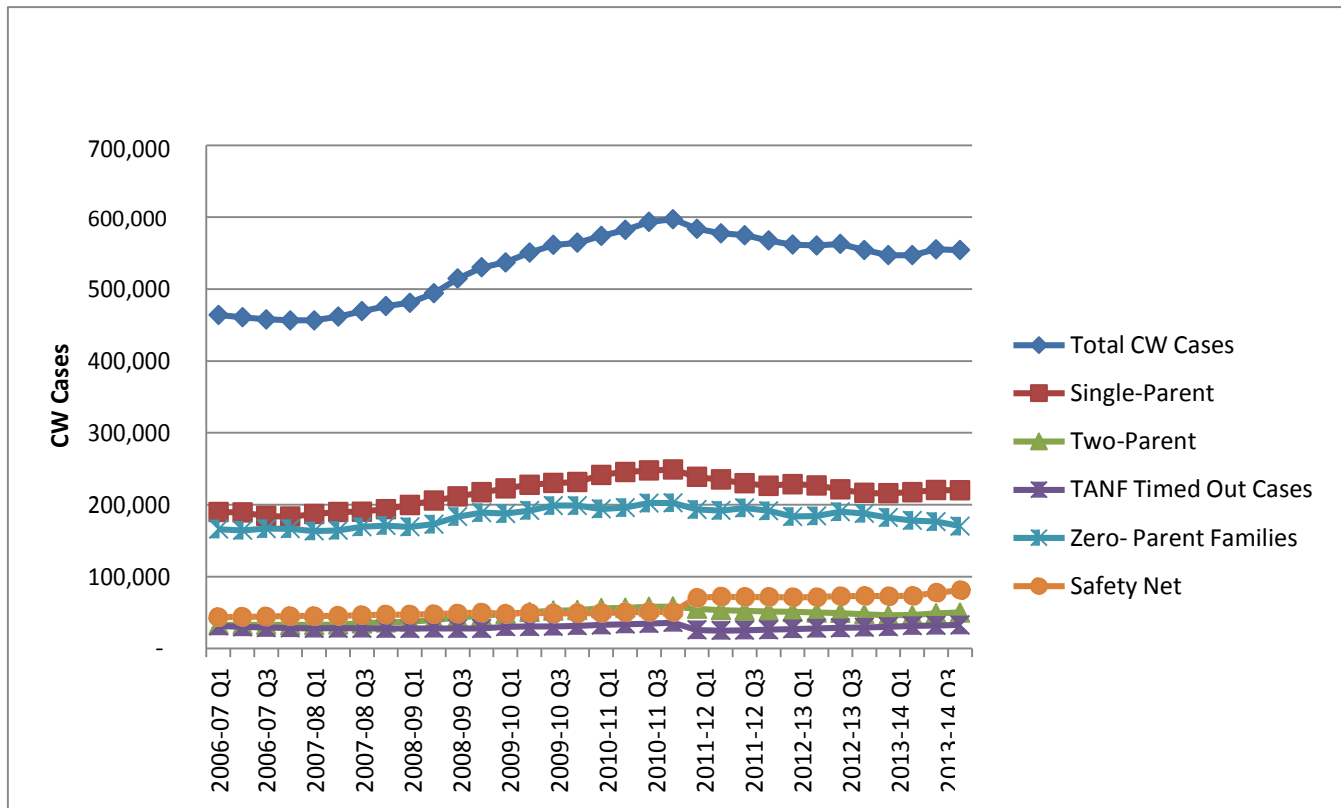
**Data Sources:** Characteristics based on FFY 2013 (October 2012 to September 2013) data from the RADEP sample, analyzed January 11, 2014. Time on aid based on data from the Medi-Cal Eligibility Determination System.

<sup>1</sup> Months on aid is for the aided adult (or child, in child-only cases) who has been on aid the most months since the start of CalWORKs in January 1998.



**Figure 1B. CalWORKs Quarterly Caseload Analysis**  
FY 2006-07 to FY 2013-14

The chart below illustrates changes in caseload categories over the last decade. Importantly, it details caseload trends generally mirroring the recent recession, with a rise in all caseload categories beginning in July of 2008, and continuing until an overall caseload decline commences in July of 2011, excluding Safety Net cases, which have experienced a continuing gradual increase.



Data Source: [CA 237 CW](#)

NOTE: "TANF Timed-out Cases" in the associated table are included here in "Single-Parent Cases" category.



**Table 1B. CalWORKs Quarterly Caseload Analysis (Continued)**

	Total CW Cases	Single-Parent	Two-Parent	TANF Timed Out Cases	0 Parent Families	Safety Net
FY 06-07	464,109	189,803	33,091	31,510	166,145	43,560
Q2	460,745	189,212	32,981	30,031	164,325	44,195
Q3	457,831	184,310	32,963	29,204	166,750	44,604
Q4	456,439	183,502	32,686	28,498	166,570	45,182
Total	459,781	186,707	32,931	29,811	165,948	44,385
FY 07-08	456,561	187,057	32,701	28,144	163,378	45,282
Q2	461,639	189,974	33,422	28,359	164,342	45,541
Q3	469,307	190,434	34,929	28,150	169,467	46,327
Q4	476,296	193,897	36,278	27,837	171,072	47,212
Total	465,951	190,341	34,332	28,123	167,065	46,091
FY 08-09	481,078	199,691	37,348	27,803	169,096	47,139
Q2	494,146	205,708	39,464	28,097	173,033	47,844
Q3	514,523	211,433	42,974	27,821	183,457	48,838
Q4	530,230	217,276	45,735	27,936	189,105	50,178
Total	504,994	208,527	41,380	27,914	178,673	48,500
FY 09-10	537,063	222,600	48,163	30,421	187,768	48,110
Q2	550,639	227,689	50,816	30,626	191,929	49,579
Q3	561,243	230,280	52,548	30,823	198,748	48,844
Q4	564,443	231,583	53,411	31,673	198,862	48,913
Total	553,347	228,038	51,234	30,886	194,327	48,861
FY 10-11	573,710	241,413	56,028	32,701	194,050	49,519
Q2	582,262	245,470	56,587	33,939	196,014	50,252
Q3	593,424	247,487	58,060	34,727	202,393	50,758
Q4	597,242	249,018	58,445	36,140	202,557	51,082
Total	586,659	245,847	57,280	34,377	198,753	50,403
FY 11-12	583,826	238,654	55,246	25,896	193,492	70,538
Q2	577,547	234,959	53,496	24,913	191,996	72,183
Q3	574,986	229,805	52,678	25,387	195,443	71,673
Q4	567,593	226,304	51,591	26,163	191,775	71,761
Total	575,988	232,430	53,253	25,590	193,177	71,539
FY 12-13	561,830	228,570	51,028	27,200	183,761	71,269
Q2	560,699	226,874	50,065	28,006	184,251	71,502
Q3	562,703	221,170	49,513	28,661	190,429	72,930
Q4	554,447	216,279	47,635	29,470	187,947	73,116
Total	559,920	223,223	49,560	28,334	186,597	72,205
FY 13-14	547,161	215,887	46,172	30,320	182,059	72,723
Q2	547,004	217,495	46,566	31,655	177,984	73,305
Q3	555,426	220,318	49,006	32,119	176,579	77,404
Q4	554,121	220,086	50,032	32,662	170,294	81,046
Total	550,928	218,447	47,944	31,689	176,729	76,119

Data Source: [CA 237 CW](#)

## Chapter 2 – Benefit and Earning Levels

This chapter provides information relating to 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, the historical average CalWORKs grants, grant levels, and income level limits for recipients.

### 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 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.

**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 includes wages, salary, commissions and self-employment earnings. It is earned income whether the payment is 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. 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).

**MAP Exempt** – MAP levels vary depending on whether or not the adults in the household are able to work. 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, i.e. 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 – MAP levels vary depending on whether or not the adults in the household are able to work. 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 benefit level (i.e., food aid) a family may receive from CalFresh. MCA varies according to family size and income.

Maximum Earned Income limit – The Maximum Earned Income level is the income threshold for CalWORKs recipient families.

Minimum Basic Standards of Adequate Care (MBSAC) – The MBSAC is the income threshold for applicant family cash aid eligibility. 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 cash aid.

Region 1 and Region 2 – California is divided into two regions based on cost of living for determining grant amounts:

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 – Cases in which only the children in an AU are aided due to the parent(s) being discontinued for cash aid due to their reaching the 48-month lifetime assistance limit.

Sanctioned – Sanctioned adults have been removed from aid due to non-compliance with program requirements without good cause and for whom compliance efforts have failed; aid continues for the eligible children in the AU.

**Tables and Figures in This Chapter**

Table	2A.	CalWORKs Maximum Aid Payment (MAP) Levels	9
Table	2B.	Comparison of Benefit Levels in FFY 2008 and FFY 2012	10
Table	2C.	CalWORKs Caseload and Grants with CalFresh Benefits	11
Table	2D.	CalWORKs Earned Income Limits	12
Table	2E.	Earnings Distribution for Cases with Work-Eligible Adults and for All Cases	13
Figure	2A.	Quarterly Earnings for CalWORKs Adult Recipients	14
Figure	2B.	Proportion of Adult Recipients with Earnings	15

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

Effective April 1, 2015

Region 1 <sup>1</sup>			Region 2 <sup>1</sup>		
Assistance Unit Size	Maximum Aid Payment Exempt	Maximum Aid Payment Non-Exempt	Assistance Unit Size	Maximum Aid Payment Exempt	Maximum Aid Payment Non-Exempt
1	\$387	\$350	1	\$369	\$331
2	\$636	\$569	2	\$607	\$541
3	\$788	\$704	3	\$751	\$670
4	\$936	\$840	4	\$891	\$799
5	\$1,065	\$954	5	\$1,017	\$909
6	\$1,197	\$1,072	6	\$1,141	\$1,021
7	\$1,315	\$1,178	7	\$1,254	\$1,120
8	\$1,434	\$1,283	8	\$1,366	\$1,222
9	\$1,549	\$1,387	9	\$1,477	\$1,321
10 or more	\$1,665	\$1,490	10 or more	\$1,587	\$1,418

For more information on CalWORKs historical MAP levels, please refer to the CDSS website at:

<http://www.cdss.ca.gov/research/res/pdf/calreports/MAP-MBSAC.pdf>

<sup>1</sup>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.

**Table 2B. Comparison of Benefit Levels in FFY 2008 and FFY 2012**

Before and After Major Program Changes during the Great Recession

This table provides a comparison of the combined resources a “typical” CalWORKs family had both before and after the major policy changes in the CalWORKs program as a result of the Great Recession. Those policy changes included grant reductions totaling 12 percent, a reduction in the earned income disregard (from an initial \$225 disregarded to an initial \$112 disregarded), and a reduction in the adult assistance time limit from 60 to 48 months.

The top of the table compares the resources available to a family of three (one adult and two children) – one family with earned income, the other with no earned income. The bottom of the table looks at a similar family of three, but where the adult is not aided because of sanction status, ineligibility, or timed-out status.

Case Type		FFY 2008	FFY 2012
<b>Single Parent Aided Adult Cases - With and Without Income</b>			
<b>Aided Adult</b> <i>No income</i> Family of 3 AU of 3	Maximum Aid Payment <sup>1</sup>	\$723	\$638
	CalFresh Benefit <sup>2</sup>	\$348	\$474
	Income	\$0	\$0
	Total	\$1,071	\$1,112
<b>Aided Adult</b> <i>With income</i> Family of 3 AU of 3	Avg. Grant	\$467	\$473
	Avg. CalFresh Benefit	\$272	\$394
	Avg. Countable Income <sup>3</sup>	\$897	\$721
	Avg. "Spendable" Income	\$1,636	\$1,589
<b>Cases with No Aided Adult</b>			
<b>Sanctioned</b> Family of 3 AU of 2	Avg. Grant	\$460	\$445
	Avg. CalFresh Benefit	\$263	\$386
	Avg. Countable Income	\$180	\$59
	Avg. "Spendable" Income	\$903	\$890
<b>Child-Only</b> Family of 3 AU of 2	Avg. Grant	\$482	\$393
	Avg. CalFresh Benefit	\$199	\$269
	Avg. Countable Income	\$137	\$126
	Avg. "Spendable" Income	\$819	\$789
<b>Safety Net</b> Family of 3 AU of 2	Avg. Grant	\$406	\$368
	Avg. CalFresh Benefit	\$345	\$468
	Avg. Countable Income	\$271	\$186
	Avg. "Spendable" Income	\$1,023	\$1,022

Data Sources: Research and Data Enterprise Project (RADEP) Federal Sample, FFY 2008 and FFY 2012.

<sup>1</sup>Non-Exempt Region 1 (counties with a higher cost-of-living) for an Assistance Unit of 3.

<sup>2</sup>CalFresh Benefit for Single Parent AU of 3 with no income calculated using non-exempt MAP, average housing costs, and standard deductions for FFY 2008 and FFY 2012. The CalFresh Program, federally known as the Supplemental Nutrition Assistance Program, provides monthly electronic benefits that can be used to purchase food.

<sup>3</sup>Countable income is income that is considered when computing the grant and can include earnings from employment, Worker's Compensation, Disability, and other income. It does not include SSI benefits or the Earned Income Tax Credit, which would also contribute to a wage earner's "spendable" income.

**Table 2C. CalWORKs Caseload and Grants with CalFresh Benefits**

Recent History and Projections  
(FY 2007-08 through FY 2015-16)

Fiscal Year	Average Monthly CalWORKs Cases	Average CalWORKs Grants	MAP for AU of 3 Region 1 <sup>1</sup>	CalFresh MCA for HH of 3 <sup>2</sup>
2007-08	465,951	\$538	\$723	\$426
2008-09	504,994	\$541	\$723	\$463
2009-10	553,347	\$514	\$694	\$526
2010-11	586,659	\$517	\$694	\$526
2011-12	575,988	\$466	\$638	\$526
2012-13	559,919	\$465	\$638	\$526
2013-14	550,928	\$474	\$670	\$526
2014-15 <sup>3</sup>	543,557	\$491	\$670	\$497
			\$704	
2015-16 <sup>3</sup>	533,335	\$507	\$704	\$511

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

<sup>1</sup>California's grant levels are divided into two regions based roughly on cost of living. This chart reflects the California Work Opportunity and Responsibility to Kids (CalWORKs) Maximum Aid Payment (MAP) for an Assistance Unit (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.

<sup>2</sup>CalFresh benefit amounts are based on a Federal Fiscal Year (October-September) versus the State Fiscal Year (July-June). The FY 2014-15 CalFresh benefit amount is based on the FFY 2014 household (HH) Maximum CalFresh Allotment (MCA) with an adjustment for the American Recovery and Reinvestment Act of 2009 enhanced benefits expiring in November 2013.

<sup>3</sup>Represents projections from the 2015-16 Governor's Budget. The CalWORKs MAP for an AU of three increased from \$670 to \$704 on April 1, 2015.

**Table 2D. CalWORKs Earned Income Limits**

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

Assistance Unit Size	Region 1 <sup>2</sup>		Region 2 <sup>2</sup>	
	Applicant Family	Recipient Family	Applicant Family	Recipient Family
	FY 2014-15 MBSAC	Maximum Earned Income Limit Non-Exempt	FY 2014-15 MBSAC	Maximum Earned Income Limit Non-Exempt
1	\$604	\$925	\$572	\$887
2	\$989	\$1,363	\$940	\$1,307
3	\$1,226	\$1,633	\$1,164	\$1,565
4	\$1,455	\$1,905	\$1,384	\$1,823
5	\$1,661	\$2,133	\$1,581	\$2,043
6	\$1,868	\$2,369	\$1,777	\$2,267
7	\$2,053	\$2,581	\$1,948	\$2,465
8	\$2,234	\$2,791	\$2,127	\$2,669
9	\$2,423	\$2,999	\$2,298	\$2,867
10	\$2,631	\$3,205	\$2,502	\$3,061

<sup>1</sup>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).

<sup>2</sup>For applicant families, add \$23 for each additional person for assistance units greater than 10.

**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.



**Table 2E. Earnings Distribution for Cases with Work-Eligible Adults  
and for All Cases**

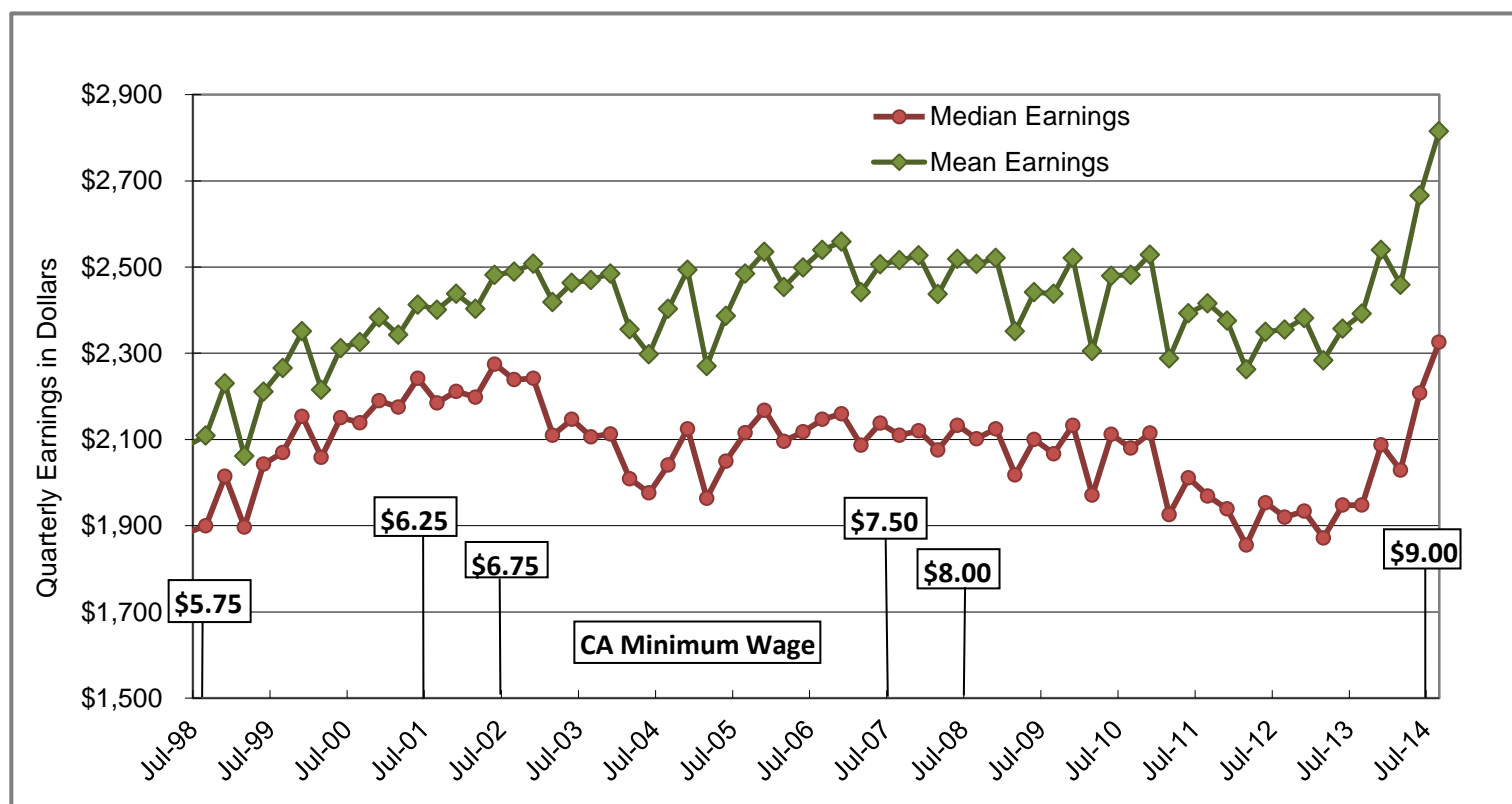
The annual RADEP Sample provides a look at the distribution of CalWORKs cases by amount of earned income. The following table and chart show the number of children and adults in cases with earnings grouped by \$100 increments, and the proportion of these in relation to the whole. The second column displays only CalWORKs cases that include a work-eligible adult (although the adult may not be aided due to sanction or timed-out status), while the third column of the table below displays all CalWORKs cases (including cases receiving a child-only grant).

FFY 2013	Cases with Work Eligible Adults						All CalWORKs Cases					
Earned income	Number of Children	% of	Number of Adults	% of	Number of Cases	% of	Number of Children	% of	Number of Adults	% of	Number of Cases	% of Cases
No income	552,335	76%	204,422	73%	285,506	78%	901,834	79%	211,347	74%	453,669	80%
\$1 to \$100	8,689	1%	3,027	1%	4,008	1%	12,830	1%	3,027	1%	5,432	1%
\$101 to \$200	6,320	1%	2,528	1%	3,171	1%	9,251	1%	2,528	1%	5,293	1%
\$201 to \$300	12,513	2%	5,824	2%	7,143	2%	22,049	2%	5,824	2%	11,694	2%
\$301 to \$400	13,806	2%	5,958	2%	6,747	2%	23,530	2%	6,218	2%	10,409	2%
\$401 to \$500	12,894	2%	5,334	2%	6,059	2%	17,294	2%	5,719	2%	8,099	1%
\$501 to \$600	11,433	2%	4,754	2%	5,392	1%	18,638	2%	4,754	2%	7,988	1%
\$601 to \$700	12,872	2%	5,277	2%	5,908	2%	15,426	1%	5,300	2%	7,385	1%
\$701 to \$800	11,010	2%	4,668	2%	5,418	1%	14,944	1%	4,668	2%	7,185	1%
\$801 to \$900	11,880	2%	5,444	2%	6,376	2%	16,679	1%	5,444	2%	8,521	2%
\$901 to \$1000	8,725	1%	4,598	2%	4,505	1%	10,153	1%	4,598	2%	5,103	1%
\$1001 to \$1100	11,175	2%	4,888	2%	5,316	1%	13,238	1%	4,888	2%	6,273	1%
\$1101 to \$1200	7,715	1%	3,555	1%	3,516	1%	9,661	1%	3,555	1%	4,297	1%
\$1201 to \$1300	8,867	1%	3,842	1%	3,684	1%	12,970	1%	3,842	1%	5,106	1%
\$1301 to \$1400	7,579	1%	3,100	1%	3,628	1%	8,629	1%	3,100	1%	4,023	1%
\$1401 to \$1500	9,362	1%	4,035	1%	4,092	1%	10,894	1%	4,035	1%	4,733	1%
\$1501 to \$1600	2,193	0%	1,326	0%	1,046	0%	2,468	0%	1,326	0%	1,197	0%
More than \$1600	15,095	2%	6,291	2%	5,798	2%	18,656	2%	6,290	2%	7,299	1%
<b>TOTAL</b>	<b>724,463</b>	<b>100%</b>	<b>278,871</b>	<b>100%</b>	<b>367,313</b>	<b>100%</b>	<b>1,139,144</b>	<b>100%</b>	<b>286,463</b>	<b>100%</b>	<b>563,706</b>	<b>100%</b>

Data Source: FFY 2013 RADEP Survey

## Figure 2A. Quarterly Earnings for CalWORKs Adult Recipients

The following charts display the latest data available for CalWORKs recipients with earnings and provide an 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 1998 through 2014. The California minimum wage has also been included in the chart for reference. The median and mean earnings of CalWORKs adults have increased since 2013.

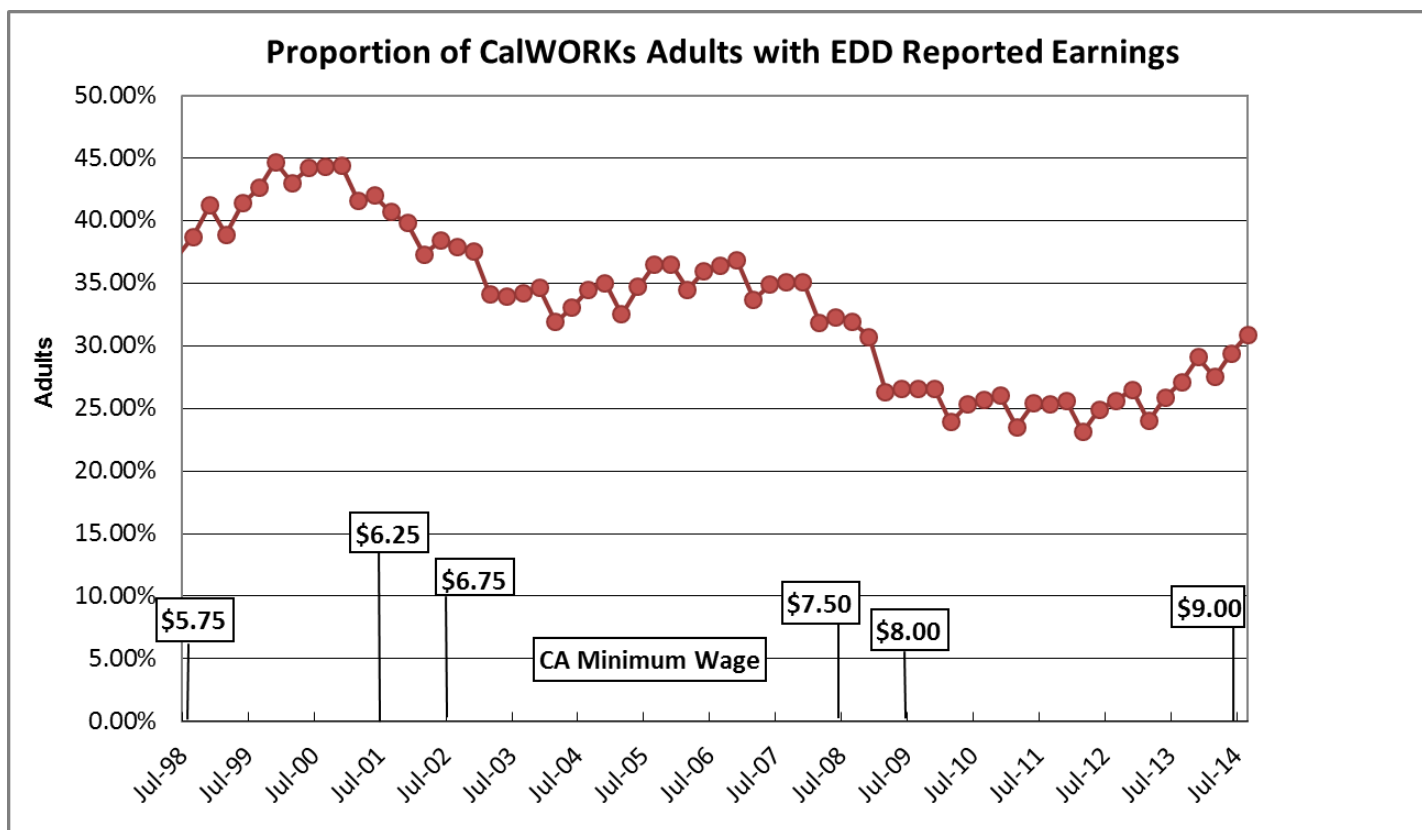


Data Source: EDD Quarterly Wage Earnings for CalWORKs Adult Recipients (from MEDS).

<http://www.cdss.ca.gov/research/PG287.htm>

**Figure 2B. Proportion of Adult Recipients with Earnings**

This page illustrates changes in the percentage of CalWORKs adults with earnings between July 1998 and July 2014. The percentage of CalWORKs adult recipients with earnings has risen from 24 percent in the first quarter of 2013 to 31 percent in the second quarter of 2014, a level last reached in 2008. Changes in the California minimum wage have been included for reference.



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

<http://www.cdss.ca.gov/research/PG287.htm>

## Chapter 3 – Fiscal Overview

This chapter provides a brief financial overview of the CalWORKs program, including funding sources and the distribution of funds across the 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 block grant of \$3.7 billion in TANF funding. In order 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 vast majority of CalWORKs funds are provided as grants and services to California families in need. In FY 2014-15, approximately 90 percent of CalWORKs expenditures went for grants, services, child care, and mental health and substance abuse assistance programs. CalWORKs 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, 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 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.

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 on the basis of population.

### **Tables and Figures in This Chapter**

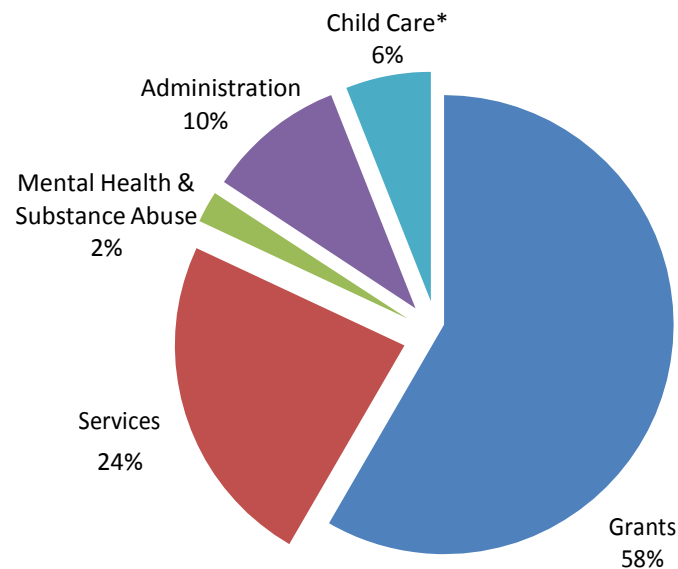
Figure	3A.	CalWORKs Funds for FY 2014-15	18
Table	3A.	CalWORKs Funding by Program Area & Fund Sources FY 2014-15	18
Table	3B.	Funding Reconciliation for CalWORKs	19

## Fiscal Overview of the CalWORKs Program

### CalWORKs Funds by Program Area and Funding Source

The chart and tables below, and on the following page, 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 2014-15**



\*Stage 1 only – stable clients may receive child care in Stage 2, funded by the California Department of Education.

**Table 3A. CalWORKs Funding by Program Area & Fund Sources FY 2014-15**

Funding by Program Area for FY 2014-15 (in millions)			Fund Sources for FY 2014-15 (in millions)	
Grants	\$ 3,201	58%	TANF in CalWORKs <sup>1</sup>	\$ 2,669
Administration	\$ 533	10%	Maintenance of Effort (MOE)	\$ 2,217
Services	\$ 1,295	24%	Other Funds (Non-MOE GF, Title XX)	\$ 599
Child Care	\$ 329	6%		
Mental Health & Sub. Abuse	\$ 127	2%		
<b>Total Funds</b>	<b>\$ 5,485</b>	<b>100%</b>	<b>Total Funds</b>	<b>\$ 5,485</b>

Acronyms used on this page: MOE (Maintenance of Effort), TANF (federal Temporary Assistance for Needy Families), GF (state General Fund)

<sup>1</sup> Approximately \$1 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 2014-2015 Governor’s Budget (in Millions)					Total
	TANF	MOE		Non-MOE	Title XX	
		GF	County	GF/County		
CalWORKs <sup>1</sup>	\$2,669	\$479	\$1,738	\$436	\$163	\$5,485
Cash Assistance Grants						\$3,201
Administration						\$533
Services						\$1,295
Mental Health & Substance Abuse						\$127
Child Care						\$329
CDSS Programs (Not CalWORKs)	\$405	\$183	\$18			\$606
Tribal TANF	\$82	\$76	\$0			\$158
WINS	\$0	\$20	\$0			\$20
Other CDSS Programs <sup>2</sup>	\$323	\$87	\$18			\$428
Other State Agencies (Not CDSS)	\$395	\$541	\$0			\$936
Community College	\$0	\$35	\$0			\$35
CDE Child Care Programs	\$0	\$493	\$0			\$493
State Disregard Payment	\$0	\$13	\$0			\$13
Student Aid Commission	\$377	\$0	\$0			\$377
TANF Pass-Through for State Agencies	\$18	\$0	\$0			\$18
Total Spent in All Programs	\$3,469	\$1,203	\$1,756	\$436	\$163	\$7,027

<b>COUNTY FUND SOURCES</b>	
<b>CalWORKs MOE and Non-MOE Expenditures</b>	<b>FY 2014-15</b>
2.5 Percent of CalWORKs Grants	\$79
CalWORKs MOE Subaccount	\$1,121
Realignment Family Support Subaccount	\$725
Child Poverty & Family Suppl. Subaccount	\$214
<b>Total</b>	<b>\$2,139</b>

<b>GF EXPENDITURES<sup>3</sup></b>	
	<b>FY 2014-15</b>
<b>GF in CalWORKs</b>	<b>\$515</b>
<b>Total GF in All Programs</b>	<b>\$1,239</b>

**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.

Acronyms used on this page: MOE (Maintenance of Effort), TANF (federal Temporary Assistance for Needy Families), WINS (Work Incentive Nutritional Supplement), CDE (California Department of Education), GF (State General Fund)

<sup>1</sup> Funding for CalWORKs components cannot be broken out by funding type due to overall shifts from TANF to MOE/Non-MOE.

<sup>2</sup> Includes KinGAP, other MOE-Eligible Programs in CDSS and state support costs for CalWORKs.

<sup>3</sup> 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.

**Assistance to Families with Dependent Children (AFDC)** – 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 amount of earnings subtracted from income for determining eligibility for assistance. Assistance grants are calculated based on household size and income, and some income is not counted for this purpose (income disregards).

**Earned Income Tax Credit (EITC)** – The Earned Income Tax Credit is a benefit for working people with low to moderate income. EITC reduces the amount of tax owed and may result in a refund. There are specific requirements to qualify.

**Quarterly Reporting /Prospective Budgeting (QR/PB)** – Replaced the Monthly Reporting Retrospective Budgeting (MRRP) requirement for mandatory recipient income reporting with a quarterly reporting requirement.

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

**Temporary Assistance for Needy Families Program (TANF)** – This is a federal program that replaced AFDC and now funds CalWORKs. 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. Social scientists and legislators 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 aid 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 the California State Legislature.

### 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.

**CalWORKs Single Allocation Re-appropriation** – *W&IC section 15204.2*

This legislation authorized unspent CalWORKs funding from one year to the next for three years from FY 1997-98 through FY 1999-00.

**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****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.

**CalWORKs Single Allocation Reappropriation** – *W&IC section 15204.2*

Unspent CalWORKs Single Allocation funds totaling \$40 million were re-appropriated from FY 2003-04 for distribution and expenditure in FY 2004-05.

**2005****CalWORKs Single Allocation Reappropriation** – *W&IC section 15204.2*

Unspent CalWORKs Single Allocation funds totaling \$50 million were re-appropriated from FY 2004-05 for distribution and expenditure in FY 2005-06 as an offset to the reduction in CalWORKs Eligibility Administration Basic and Prospective Budgeting savings.

**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.

**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 section 11450 (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 MAP for the family.

**Employment Services Base Veto** – *Budget Act of 2008 section 103*

The Governor vetoed \$60 million of the CalWORKs Single Allocation due to the state's budget crisis. This was reflected as a \$60 million reduction to Employment Services funding.

**2009****Four Percent MAP Reduction** – *W&IC Sections 11450, 11452, and 11453*

All CalWORKs MAP 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 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.

**2010****TANF Emergency Contingency Fund**

Continued implementation/expansion of CalWORKs subsidized employment programs through the TANF Emergency Contingency Fund (ECF) that was part of the American Recovery and Reinvestment Act of 2009 (ARRA) economic stimulus package.

**2011****Eight Percent MAP Reduction** – *W&IC sections 11450, 11452, and 11453*

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

**CalWORKs 48-Month Time Limit** – *W&IC sections 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 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.



**Single Allocation Reappropriation** – AB 1477 (Chapter 630, Statutes of 2012)

Legislation provides that \$80 million of unspent TANF funds from FY 2010-11 be reverted early to augment the Single Allocation.

**2013****Work Incentive Nutritional Supplement (WINS)** – W&IC section 15525

A monthly additional food assistance benefit was provided to CalFresh households working sufficient hours to meet TANF WPR. The W&IC section 15525 reduced the WINS benefit from \$40 to \$10 per household per month and changed the implementation date from October 1, 2013, to January 1, 2014.

**Earned Income Disregard (EID) Restoration to \$225** – W&IC section 11451.5

The initial disregard of \$225 of non-exempt earned income was restored, rescinding the Legislature's prior action that reduced the EID to \$112, and the disregard of 50 percent of all additional earned income was maintained.

**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 a condition of eligibility. Any receipt of child support that is reasonably anticipated would be 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 has been amended to provide housing assistance to the families. Recipients who refuse or are unable to follow their family stabilization plans without good cause will be 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 MAP Increase** – *W&IC section 11450.025*

All CalWORKs MAP 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 children placed with them will be equal to the basic rate paid to foster care providers.

**Five Percent MAP Increase** – *W&IC section 11450.025*

All CalWORKs MAP levels (including exempt, non-exempt, Region One and Region Two) will be increased by five percent effective April 1, 2015.

**CalWORKs Eligibility to Include Drug Felons** – *W&IC section 11251.3 and 11486.5*

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.

**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.

## Chapter 5 – Welfare-to-Work Participation

This chapter describes CalWORKs welfare-to-work participation. It begins with a table detailing the differences between the two categories of CalWORKs requirements and the federal Temporary Assistance for Needy Families (TANF) requirements. The chapter then chronicles California's work participation rate (WPR) trends over various time periods. CalWORKs provides cash assistance to families in need and offers work supports and incentives to help adults gain and maintain employment and to assist families to become self-sufficient. Adults, as a condition of receiving CalWORKs assistance, must participate in welfare-to-work activities for a minimum average number or hours per week, unless they qualify for an exemption from welfare-to-work participation.

California receives an annual federal TANF block grant of \$3.7 billion to help fund CalWORKs and a number of other safety net programs. As a condition of receiving the federal funding, CalWORKs is measured by the federal WPR, the primary metric used by the federal Administration for Children and Families (ACF) to measure the performance of state TANF programs. States that receive TANF funding are required to meet WPR requirements of 50 percent of all families and 90 percent of two-parent families in each federal fiscal year. The WPR is calculated by dividing the number of cases meeting federal participation requirements by the total number of cases subject to those requirements. Failure to meet federal WPR requirements may result in a federal fiscal penalty for each year of failure.

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 the length of time the requirements have been met. 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 48 months of aid, and the aid can be extended under various 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 requirements. CalWORKs recipients are subject to these standards after they have participated for a total of 24 cumulative months to meet CalWORKs minimum standards.

California has been in WPR non-compliance since 2007, and financial penalties have been preliminarily assessed by the federal government for failure to achieve the required WPR. Federal regulations allow for a number of penalty mitigation options, and California is in the process of exercising those options. A table is included detailing the projected WPR impacts of strategies intended to bring the state into compliance in federal fiscal year 2015. These

strategies are employed in a Corrective Compliance Plan for the penalties assessed for the years 2008-2010. If the state achieves WPR compliance in FFY 2015, the penalties for the years 2008-2010 will be waived. This chapter ends with details concerning CalWORKs welfare-to-work participation rates over selected time periods.

## Key Terms in This Chapter

**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 begins on October 1, 2012, and ends 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 California Department of Social Services (CDSS) 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.

**Safety Net** – This refers to cases in which only the children in an AU are aided due to the parent(s) being 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 a calculation included in the Welfare-to-Work 25 and 25A data report that accounts for individuals participating in work or work-like 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 or Aid to the Aged, Blind or Disabled in the Territories.

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	37
Figure	5A.	Welfare-to-Work Quarterly Caseload Analysis	39
Table	5B.	Welfare-to-Work Quarterly Caseload Analysis (Continued)	40
Table	5C.	CalWORKs Welfare-to-Work Education Activities	41
Table	5D.	Average Monthly CalWORKs Adults with an Exemption	42
Table	5E.	Welfare-to-Work (WTW) 24-Month Time Clock Exemptions/Good Cause	43
Table	5F.	California's TANF Work Participation Rate (WPR) History	45
Figure	5B.	Work Participation Level	46
Table	5G.	Participation in Work or Work-Related Activities	47
Table	5H.	Estimated Work Participation Rate (WPR) Impacts for FFY 2015	48
Table	5I.	Summary of WPR Requirements and TANF Penalties	49

## CalWORKs WTW Activities and Hourly Requirements

### Table 5A. Description

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

#### **Prior Law-** CalWORKs participation requirements before January 1, 2013:

Under previous law, there were weekly minimum participation requirements of 20 core and 32 total hours per week for single parents, and 20 core and 35 total hours per week for parents in two-parent families. Some non-core activities, such as job skills training, education directly related to employment, and barrier removal activities, could be 'blended' with core activities and counted toward the core requirement. Clients could participate in vocational education as a core activity for a lifetime maximum of 12 months.

#### **Senate Bill 1041-** CalWORKs participation requirements starting January 1, 2013:

##### **During adults' 48 Months on Aid**

For 24 Months- CalWORKs recipients are able to 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 and may be used at any time during adults' maximum 48 months of CalWORKs assistance.

During the 24 months, clients must meet new CalWORKs minimum weekly hourly participation requirements. The new law 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 24 Months- Unless otherwise exempt or having received an extension, CalWORKs recipients must meet CalWORKs federal standards, based on federal work requirements, in order 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 increased to 30 from 20 with the new law, with the overall 35-hour requirement maintained.



**Table 5A. CalWORKs WTW Activities and Hourly Requirements**

	Prior Law	Adults' 48 Months On Aid	
		For 24 Months	After 24 Months
<b>Hourly Participation Requirements</b> <i>(total hours per week/core hours required)</i>			
• Single parent with child under 6	32/20 core	20/0 core	20/20 core
• Single-parent families with children ages 6 and over	32/20 core	30/0 core	30/20 core
• Two-parent families	35/20 core	35/0 core	35/30 core
<b>WTW Activities</b>	<ul style="list-style-type: none"> <li>• Employment activities<sup>1</sup></li> <li>• Work experience</li> <li>• Community service</li> <li>• On-the-job training (OJT)</li> </ul>	<ul style="list-style-type: none"> <li>• Employment activities</li> <li>• Vocational education (12 month lifetime limit)</li> <li>• Job search</li> <li>• Job readiness activities</li> </ul>	<ul style="list-style-type: none"> <li>• Employment activities</li> <li>• Work experience</li> <li>• Community service</li> <li>• OJT</li> </ul>
<b>Core Activities</b>			
<b>Non-Core Activities</b>	<i>"Blendable" Activities<sup>2</sup></i> <ul style="list-style-type: none"> <li>• Job skills training</li> <li>• Adult basic education</li> <li>• Satisfactory attendance in a Secondary school</li> <li>• Barrier removal activities<sup>3</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Work experience</li> <li>• Community service</li> <li>• Job skills training</li> <li>• Adult basic education</li> <li>• Secondary school</li> <li>• Barrier removal activities</li> </ul>	<ul style="list-style-type: none"> <li>• Job skills training</li> <li>• Adult basic education</li> <li>• Satisfactory attendance in a secondary school</li> </ul>
<b>Time-Limited Core Activities<sup>4</sup></b>	<ul style="list-style-type: none"> <li>• Vocational education (12 month lifetime limit)</li> </ul>	NA	<ul style="list-style-type: none"> <li>• Barrier removal activities</li> <li>• Job search</li> <li>• Job readiness assistance</li> <li>• Vocational education (12 month lifetime limit)</li> </ul>
<b>Employment Services</b>			
• Child care	✓	✓	✓
• Supportive services	✓	✓	✓

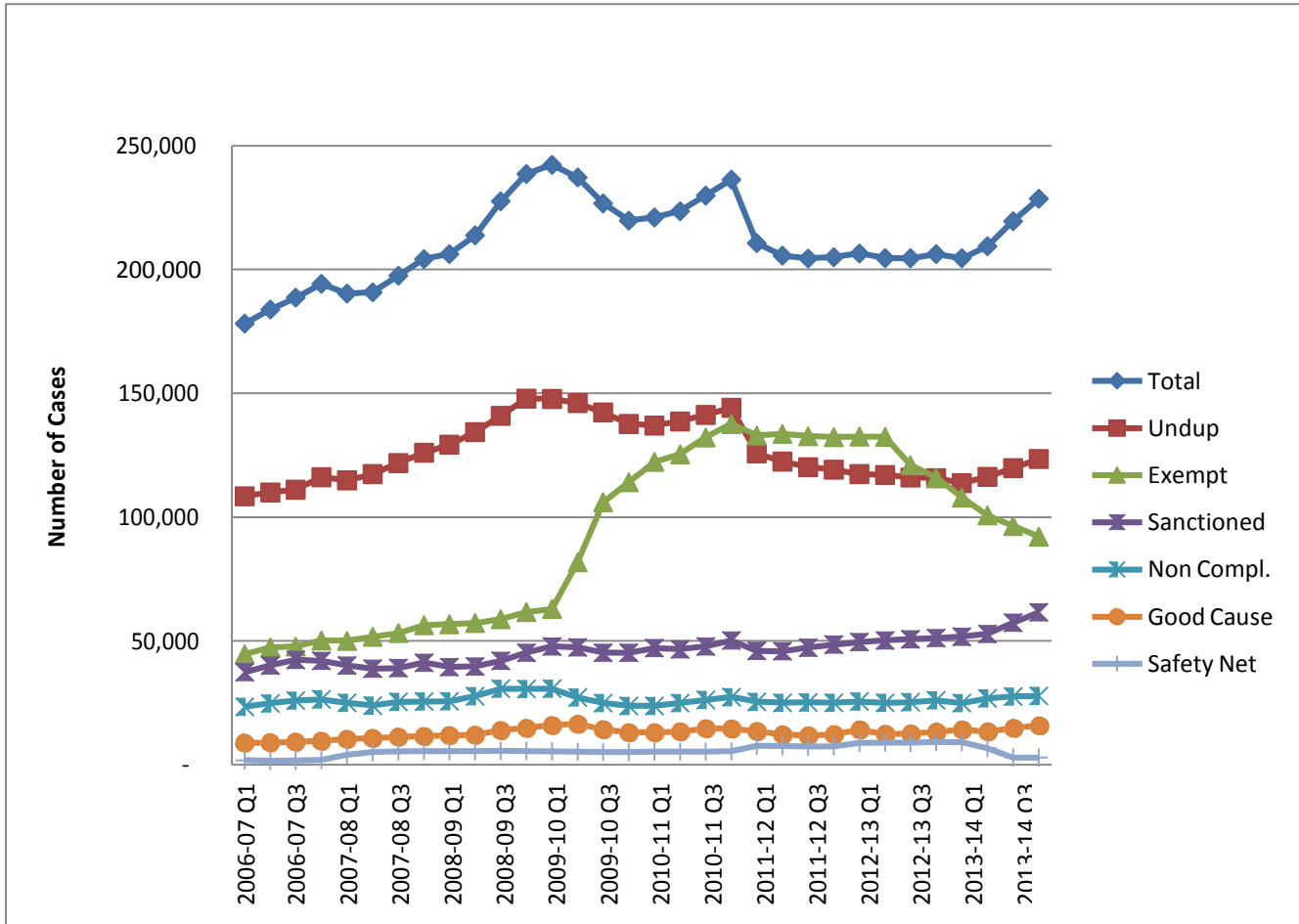
<sup>1</sup>Employment activities include unsubsidized and subsidized employment, work study, supported work and transitional employment, and grant-based OJT.<sup>2</sup>These non-core activities were "blendable" activities that could be counted toward the core hourly requirement.<sup>3</sup>Barrier removal activities include mental health, substance abuse, and domestic violence services intended to remove barriers to welfare-to-work participation.<sup>4</sup>Job search, job readiness, and barrier removal activities are limited to four consecutive weeks, not to exceed six weeks in a 12-month period.

## **Welfare-to-Work Quarterly Caseload Analysis**

The Welfare-to-Work 25 and 25A (25 & 25A) reports provide data about the welfare-to-work caseload from each of the 58 California counties. The categorical delineations that comprise the 25 & 25A reflect the welfare-to-work status of the cases and their eligibility to receive cash assistance. The categories are defined as:

- **Employment Services Total** – The sum of the Sanction, Non-Compliance, Good Cause, and Unduplicated populations. These populations are separated because it is assumed that exempt or safety net individuals are included in the unduplicated count because these cases are participating in WTW;
- **Unduplicated Cases (Undup.)** – This is a calculation included in the Welfare-to-Work 25 and 25A data report that accounts for individuals participating in work or work-like activities and does not duplicate counts for individuals participating in more than one reported activity.
- **Exempt Case** – Cases with an individual who is exempt from participation in welfare-to-work, due to meeting a qualifying criterion;
- **Sanctioned Cases** – Cases with an individual who has been removed from aid due to non-compliance with welfare-to-work participation requirements;
- **Non-Compliant (Non-Compl.)** – 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;
- **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; and
- **Safety Net** – Cases in which only the children in an AU are aided due to the parent(s) being discontinued for cash aid due to their reaching the 48-month lifetime assistance limit.

**Figure 5A. Welfare-to-Work Quarterly Caseload Analysis**  
**FY 2006-07 to FY 2013-14**



Data Source: [WTW 25/25A](#)

**Table 5B. Welfare-to-Work Quarterly Caseload Analysis**

FY 2006-07 to FY 2013-14

	Total	Exempt	Safety Net	Sanctioned	Non Compl.	Good Cause	Undup
FY 06-07	178,157	44,630	1,828	37,405	23,422	8,855	108,475
Q2	183,814	47,356	1,580	40,089	24,784	8,975	109,966
Q3	188,612	47,835	1,707	42,363	25,966	9,186	111,096
Q4	194,167	50,235	1,949	41,958	26,398	9,636	116,175
Total	186,188	47,514	1,766	40,454	25,143	9,163	111,428
FY 07-08	190,268	50,065	3,968	40,115	24,978	10,361	114,814
Q2	190,827	51,679	5,116	38,788	23,910	10,760	117,370
Q3	197,492	53,210	5,372	39,035	25,394	11,232	121,831
Q4	204,214	56,355	5,539	41,246	25,502	11,519	125,947
Total	195,700	52,827	4,999	39,796	24,946	10,968	119,991
FY 08-09	206,238	56,799	5,490	39,449	25,646	11,864	129,279
Q2	213,792	57,195	5,566	39,695	27,700	12,056	134,341
Q3	227,541	58,805	5,680	41,945	30,699	13,932	140,965
Q4	238,598	61,623	5,522	45,254	30,601	14,858	147,885
Total	221,542	58,605	5,565	41,586	28,662	13,177	138,117
FY 09-10	242,267	62,891	5,391	47,813	30,718	15,988	147,749
Q2	237,176	81,812	5,218	47,454	27,149	16,495	146,078
Q3	226,738	106,013	5,196	45,258	24,949	14,265	142,265
Q4	219,761	114,125	5,133	45,205	23,822	13,056	137,678
Total	231,486	91,210	5,235	46,432	26,660	14,951	143,443
FY 10-11	221,041	122,308	5,298	47,146	23,815	13,067	137,013
Q2	223,591	125,364	5,287	46,669	24,910	13,379	138,633
Q3	229,888	132,187	5,273	47,839	26,113	14,632	141,305
Q4	236,275	137,645	5,453	50,154	27,334	14,600	144,187
Total	227,699	129,376	5,328	47,952	25,543	13,920	140,284
FY 11-12	210,645	132,952	7,608	45,972	25,439	13,499	125,735
Q2	205,551	133,614	7,517	45,861	25,055	12,200	122,435
Q3	204,511	132,701	7,372	47,294	25,209	11,825	120,183
Q4	204,994	132,363	7,471	48,523	25,037	12,212	119,222
Total	206,425	132,907	7,492	46,913	25,185	12,434	121,894
FY 12-13	206,504	132,551	8,850	49,529	25,485	14,122	117,367
Q2	204,604	132,463	8,968	50,192	24,973	12,392	117,047
Q3	204,558	120,994	8,913	50,687	25,232	12,586	116,053
Q4	206,181	115,900	9,232	51,139	26,040	13,238	115,764
Total	205,462	125,477	8,991	50,387	25,433	13,085	116,558
FY 13-14	204,544	107,973	9,034	51,750	24,866	14,191	113,737
Q2	209,371	100,680	6,659	52,895	26,741	13,407	116,328
Q3	219,525	96,460	2,885	57,377	27,590	14,799	119,759
Q4	228,591	92,166	2,914	61,529	27,768	15,841	123,453
Total	215,508	99,320	5,373	55,888	26,741	14,560	118,319

Data Source: [WTW 25/25A](#)

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

CalWORKs provides temporary cash assistance to meet basic needs of families, while also providing education, employment and training programs to assist the family's move toward self-sufficiency. To comply with program requirements, an adult in a one-parent assistance unit must participate, on a monthly basis, in an average number of activity hours per week based on the composition of the assistance unit. Education as a welfare-to-work activity is an option to welfare-to-work program participants in many forms. 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 welfare-to-work education activities which are available to program participants.

ACTIVITY	DESCRIPTION
<b>Adult Basic Education</b>	Instruction in reading, writing, arithmetic, high school proficiency, or general educational development certificate instruction, and English-as-a-second-language.
<b>Job Skills Training Directly Related to Employment</b>	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.
<b>Vocational Education and Training</b>	College and community college education, adult education, regional occupational centers, and regional occupational programs.
<b>Satisfactory Progress in Secondary School/Certificate Program</b>	Achieving satisfactory progress in secondary school or in a course of study leading to a certificate of general educational development.
<b>Education Directly Related to Employment</b>	Any education or training which is directly related to employment of the participant.
<b>Work Experience</b>	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.
<b>Community Service</b>	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.
<b>On-The-Job Training</b>	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.
<b>Grant-Based On-The-Job Training</b>	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.

**Table 5D. Average Monthly CalWORKs Adults with an Exemption**

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 annual percentage of CalWORKs cases that include individuals granted an exemption from participating in WTW activities from federal fiscal year (FFY) 2007 to FFY 2013.

Reason for Exemption	FFY 2007	FFY 2008	FFY 2009	FFY 2010	FFY 2011	FFY 2012	FFY 2013
<b>Provide Care For Young Children<sup>1</sup></b>	0	0	4,696	42,160	54,559	53,795	40,086
<b>Child 0-23 Months Of Age<sup>2</sup></b>	0	0	0	0	0	0	3,719
<b>1st and 2nd Exemption For Child<sup>3</sup></b>	18,559	20,603	19,253	18,124	19,037	18,607	18,529
<b>Disabled</b>	17,436	19,343	22,398	23,954	24,674	23,425	23,245
<b>Caring For Ill or Incapacitated<sup>4</sup></b>	5,699	6,540	9,985	27,612	32,315	29,623	24,846
<b>Cal-Learn, Under 16 Years Old, or Child Attending School</b>	6,247	7,851	7,974	8,194	8,082	7,794	6,180
<b>Pregnant and Cannot Work</b>	8,313	12,551	4,739	2,391	2,585	2,370	2,546
<b>60 Years of Age or Older</b>	1,236	1,285	1,940	2,896	1,902	1,340	2,023
<b>Non-Parent Caretaker Providing Care</b>	170	196	304	1,932	2,448	3,596	3,250
<b>Indian Country, or Full Time VISTA Volunteer</b>	165	136	141	178	138	113	405
<b>Total Adults with an Exemption<sup>5</sup></b>	<b>57,827</b>	<b>68,505</b>	<b>71,430</b>	<b>127,439</b>	<b>145,740</b>	<b>140,662</b>	<b>124,829</b>
<b>Proportion of CalWORKs Cases with an Exemption<sup>6</sup></b>	10.6%	12.7%	12.9%	19.2%	23.0%	23.0%	20.5%

**Data Source:** Based on the RADEP Sample Survey January 2015 extract (RADEP is a web-based data collection tool used by county and state staff to collect federal TANF disaggregated data) and WDTIP (Welfare Data Tracking Implementation Project, a statewide welfare time-on-aid tracking and reporting system), January 2015 extract. The data for FFY 2014 is not yet finalized for purposes of analyzing caseload characteristics. This may not be consistent with data on the WTW 25/25 A because they are point-in-time reports.

<sup>1</sup> 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 being phased out as cases were re-engaged for WTW or re-evaluated for other qualifying exemptions.

<sup>2</sup> 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.

<sup>3</sup> These exemptions are available to the parent or other caretaker relative of a child under the six months of age and under three months of age, respectively.

<sup>4</sup> Due to a delay in automation CalWIN used the caring for an ill or incapacitated exemption code as a proxy for the young child exemption. Thus, the ill or incapacitated exemption code is overstated.

<sup>5</sup> Some totals may not be exact due to rounding from weighting in the RADEP Sample.

<sup>6</sup> May not be consistent with data on the WTW 25/25 A since they are point in time reports.

**Table 5E. Welfare-To-Work (WTW) 24-Month Time Clock Exemptions/Good Cause**

The table below provides information regarding WTW 24-Month Time Clock exemptions and good cause for not participating, and shows what affect each have on the CalWORKs 48-Month Time Limit.

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 <sup>1</sup>
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 <sup>1</sup>
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. <sup>2</sup>	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

<sup>1</sup> The CalWORKs 48-Month Time Limit does not apply to this population.

<sup>2</sup> This may include pregnancy if the 'Client Disability' criteria are found to apply.

**Table 5E. Welfare-To-Work (WTW) 24-Month Time Clock Exemptions/Good Cause (continued)**

The table below provides information regarding WTW 24-Month Time Clock exemptions and good cause for not participating, and shows what affect each of these exemptions has on the CalWORKs 48-Month Time Limit.

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



**Table 5F. California's TANF Work Participation Rate (WPR) History**

<b>FFY 1997 - 2006 (Pre-Deficit Reduction Act)</b>										
<b>All Families WPR</b>										
FFY	1997	1998	1999	2000 <sup>1</sup>	2001 <sup>1</sup>	2002 <sup>1</sup>	2003 <sup>1</sup>	2004 <sup>1</sup>	2005 <sup>1</sup>	2006 <sup>1</sup>
Required Rate	25.0%	30.0%	35.0%	40.0%	45.0%	50.0%	50.0%	50.0%	50.0%	50.0%
Caseload Reduction Credit	5.5%	12.2%	26.5%	32.1%	39.0%	43.3%	44.2%	46.1%	45.5%	44.9%
State Adjusted Required WPR	19.5%	17.8%	8.5%	7.9%	6.0%	6.7%	5.8%	3.9%	4.5%	5.1%
California's WPR	29.7%	36.6%	42.2%	27.5%	25.9%	27.3%	24.0%	23.1%	25.9%	22.2%
<b>Two-Parent WPR</b>										
FFY	1997	1998	1999	2000 <sup>1</sup>	2001 <sup>1</sup>	2002 <sup>1</sup>	2003 <sup>1</sup>	2004 <sup>1</sup>	2005 <sup>1</sup>	2006 <sup>1</sup>
Required Rate	75.0%	75.0%	90.0%	NA	NA	NA	NA	NA	NA	NA
Caseload Reduction Credit	34.2%	42.3%	53.1%							
State Adjusted Required WPR	40.8%	32.7%	36.9%							
California's WPR	42.3%	36.2%	54.3%							
<b>FFY 2007-2016 (Post-Deficit Reduction Act)</b>										
<b>Overall (All Families) WPR</b>										
FFY	2007	2008	2009	2010	2011	2012 <sup>3</sup>	2013 <sup>3</sup>	2014 <sup>3</sup>	2015	2016
Required Rate	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%
Caseload Reduction Credit	17.7%	21.0%	21.0% <sup>2</sup>	21.0% <sup>2</sup>	21.0% <sup>2</sup>	0.0%	0.0%	0.0%		
State Adjusted Required WPR	32.3%	29.0%	29.0%	29.0%	29.0%	50.0%	50.0%	50.0%		
California's WPR	22.3%	25.1%	26.8%	26.2%	27.8%	27.2%	25.1%	29.1%		
<b>Two-Parent WPR</b>										
FFY	2007	2008	2009	2010	2011	2012 <sup>3</sup>	2013 <sup>3</sup>	2014 <sup>3</sup>	2015	2016
Required Rate	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%	90.0% <sup>2</sup>	90.0% <sup>2</sup>	90.0% <sup>2</sup>	0.0%	0.0%	0.0%		
State Adjusted Required WPR	0.0%	0.0%	0.0%	0.0%	0.0%	90.0%	90.0%	90.0%		
California's WPR	31.7%	26.5%	28.6%	35.6%	33.9%	30.8%	30.9%	25.3%		

**Data Source:** Quality Control Information System 5 (Q5i) (from 1997 through 2006) and RADEP (from 2007 to present)

<sup>1</sup>From FFY 2000 - FFY 2006, California moved two-parent cases to Supplemental Security Payment – Maintenance of Effort (SSP-MOE) funding, which removed them from the WPR calculation requirements. Since these cases were no longer in the State's TANF program, no two-parent participation rates were published by the federal Administration for Children & Families (ACF). Starting in 2007, California again received a rate for its two-parent caseload, as per requirements of the federal Deficit Reduction Act of 2005. This act required that SSP-MOE funded programs be subject to TANF WPR requirements.

<sup>2</sup>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 California, the caseload reduction credit for 2008 provides the most benefit to the state's WPR. Actual/Calculated CRC's were: FFY 2009, 6% overall rate and 9.5%2P rate; FFY 2010, 0.1% both rates; FFY 2011, 0% both rates.

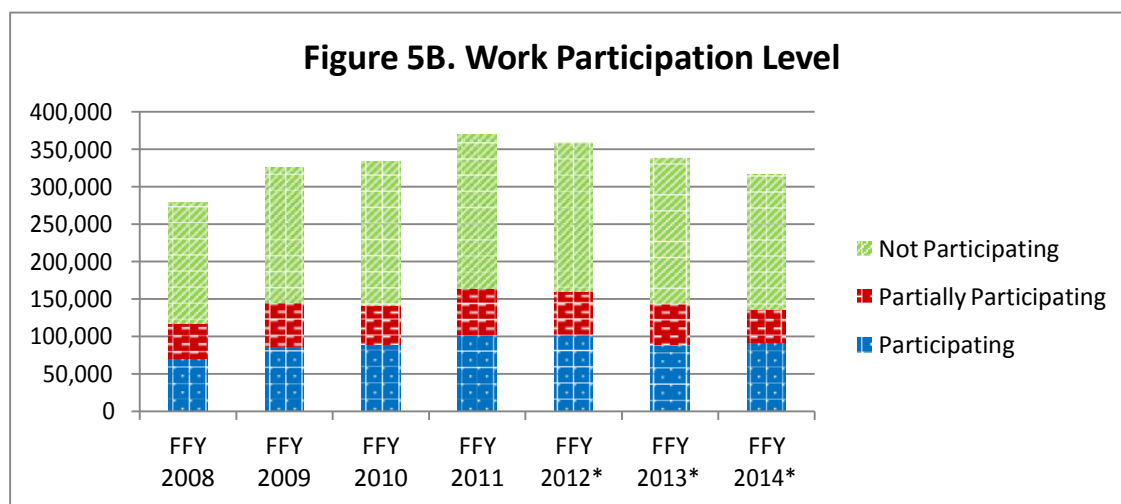
<sup>3</sup>Preliminary WPRs as of April 2015, pending final determination by ACF.

## Participation in Work or Work-Related Activities to Comply with the TANF Work Participation Rate Policy

The following figure and table illustrate 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 adults and the age(s) of the aided child(ren) in the home. **“Participating”** cases are fully meeting the 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”** cohort, 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. No credit is given for partial participation.

The trends in participation of CalWORKs cases with individuals required to participate in federally required welfare-to-work activities from FFY 2008 to FFY 2014\* are detailed below. The data illustrate a general trend that paralleled the recent recession, with an increase in total caseload and all participation categories that peaked in FFY 2011 and then began a gradual decline. From FFY 2008 to FFY 2014\* the percentage of CalWORKs cases fully meeting the federally required participation level increased (a 4 percentage point increase), while the percentage of those CalWORKs cases partially meeting the required participation level declined slightly (a 3 percentage point decline) and the percentage of those CalWORKs cases with individuals required to participate, but not participating, remained relatively constant.



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

**NOTE:** The shares of participating do not match to the California's TANF Work Participation Rate chart due to rounding.

\* Preliminary data for the FFY2012, FFY2013 and FFY2014, pending final determination by ACF.

## Participation in Work or Work-Related Activities to Comply with the TANF Work Participation Rate Policy (Continued)

In absolute terms, the total number of CalWORKs cases with individuals required to participate in federally required welfare-to-work activities grew from FFY 2008 to FFY 2014 by about 37,000, from 279,288 to 316,860, while the number of CalWORKs cases with individuals required to participate in work or work related activities fully meeting the required participation level increased by about 22,000, from 70,334 in FFY 2008 to 92,330 in FFY 2014\*. The number of those partially participating declined by over 3,400, from 47,298 in FFY 2008 to 43,875 in FFY 2014\*, and the number of those not participating increased by almost 19,000 during the period from over 161,656 to 180,655.

**Table 5G. Participation in Work or Work-Related Activities**

Participation Level	FFY 2008	FFY 2009	FFY 2010	FFY 2011
Participating	70,334	86,487	89,155	102,514
Partially Participating	47,298	58,944	52,675	61,658
Not Participating	161,656	179,813	192,345	205,734
Total Required to Participate	279,288	325,244	334,175	369,906

Participation Level	FFY 2012*	FFY 2013*	FFY 2014*
Participating	100,916	89,083	92,330
Partially Participating	59,324	54,018	43,875
Not Participating	198,659	200,132	180,655
Total Required to Participate	358,899	343,233	316,860

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

**NOTE:** The shares of participating do not match to the California's TANF Work Participation Rate chart due to rounding.

\* Preliminary data for the FFY2012, FFY2013 and FFY2014, pending final determination by ACF.

**Table 5H. Estimated Work Participation Rate (WPR) Impacts for FFY 2015**

Pursuant to federally approved corrective compliance plans, California will avoid hundreds of millions in federal penalties if the WPR in FFY 2015 is at least 50 percent. WPR numerator and denominator reflect the Federal estimate for FFY 2014. The federal WPR estimate (29.33 percent) is determined by a monthly average, whereas this estimate assumes a yearly average. Therefore, the WPR base in this estimate may be understated as compared to the Federal estimate by up to 0.2 percent. WPR impacts are not additive as they do not stand-alone numerically; impacts may overlap. Actual WPR impacts may vary depending on policy implementation and other caseload changes.

<b>Estimated WPR Impacts for FFY 2015 (March 2015)</b>			
<b>Premise</b>	<b>Numerator<sup>1</sup></b>	<b>Denominator<sup>1</sup></b>	<b>WPR Percentage Point Impact<sup>2</sup></b>
<b>WPR Base</b>			
FFY 2014 (Estimate)	92,332	316,914	<b>29.13%</b>
<b>Current Enhancements to WPR</b>			
Full-Year Impact of Non-MOE General Fund (GF)			
Safety Net & Drug/Fleeing Felons (not in base) <sup>3</sup>	-4,579	-30,317	<b>1.48%</b>
Expanded Subsidized Employment <sup>4</sup>	3,094	0	<b>0.98%</b>
WINS at 78.21% Percent Effectiveness <sup>5</sup>	131,160	167,702	<b>16.98%</b>
<b>Current WPR Estimate for FFY 2015</b>	<b>222,006</b>	<b>454,298</b>	<b>48.87%</b>
<b>Additional Enhancements to WPR</b>			
WINS at 85% Effectiveness (In Addition to WINS Impact Above) <sup>6</sup>		-4,365	<b>0.76%</b>
Non-MOE GF Shift -Long Term Sanctioned Cases <sup>7</sup>	0	-8,488	<b>0.93%</b>
County Improvement to TANF WPR Base <sup>8</sup>	9,070	0	<b>2.00%</b>
<b>Potential FFY 2015 WPR with Enhancements<sup>9</sup></b>	<b>232,364</b>	<b>441,446</b>	<b>52.64%</b>

The **acronyms** WPR, MOE, WINS, and TANF are explained in the glossary at the end of this document.

<sup>1</sup> Caseload based on FFY 2014 RADEP Sample and August 2014 WDTIP data.

<sup>2</sup> Starting WPR impact based on FFY 2014 RADEP Sample.

<sup>3</sup> Assumes a portion of the Non-MOE move-out of safety net and felon cases are already included in the FFY 2014 RADEP data.

<sup>4</sup> Assumes that 50 percent of the WPR impact due to ESE is included in the FFY 2014 WPR base. Assumes 75 percent of ESE cases meet the WPR.

<sup>5</sup> Assumes 78.21 percent of Work Incentive Nutritional Supplement (WINS) cases meet the WPR all of FFY 2015, based on October 2014 through December 2014 actual WINS data. The WINS numerator and denominator exclude California Food Assistance Program (CFAP) cases.

<sup>6</sup> This impact represents achieving an 85 percent efficiency rate during the latter half of FFY 2015. WINS efficiency may improve due to delaying issuance to the latter part of the month, better eligibility verification processes and adjustments to the WINS work verification plan.

<sup>7</sup> Reflects cases sanctioned for 12 months or greater (excludes those who cure or leave aid), effective March 1, 2015. This policy is not fully implemented in FFY 2015, so the WPR increase would be greater in subsequent years.

<sup>8</sup> Counties may achieve improved WPR through administrative improvements including data and case file documentation as well as following best practices.

<sup>9</sup> WPR impacts are not additive. Actual WPR impacts may vary depending on policy implementation and other caseload changes.

## Work Participation Rate Compliance

- A state participating in the federal TANF program must meet a WPR equal to 50 percent of all cases with adults. There is a separate 90 percent WPR requirement for two-parent families;
- 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 noncompliance, the penalty increases by up to two percent to a maximum of 21 percent;

### Key Dates

- ❖ **2008, 2009, 2010, 2011:**  
California failed to achieve WPR
- ❖ **FFY 2015:** WPR  
corrective compliance

**Table 5I. Summary of WPR Requirements and TANF Penalties**

All Families WPR			
FFY:	2008	2009	2010
<b>Required Rate: All Families</b>	50%	50%	50%
<b>Caseload Reduction Credit<sup>1</sup></b>	21%	21%	21%
<b>Adjusted WPR target</b>	29%	29%	29%
<b>California Actual WPR</b>	25.1%	26.8%	26.2%
<b>Potential Penalty Amount</b>	\$47.7 million	\$113.6 million	\$179.7 million

<sup>1</sup>Due to the American Recovery and Reinvestment Act, California received the 2008 Caseload Reduction Credit for FFYs 2009, 2010, and 2011.

- Cumulative total potential penalty amount for 2008, 2009, and 2010 is \$341 million; and
- California was determined to be WPR non-compliant in FFY 2011 and a penalty of \$246.1 million was imposed. A reasonable cause claim for penalty relief was submitted to the ACF in August 2014. The reasonable cause claim determination is currently pending.

## Corrective Compliance Plan

- California's plan was signed by the Governor and accepted by the ACF on June 24, 2014, covering the penalties for 2008, 2009, and 2010; and
- California must achieve the WPR requirement in FFY 2015 (Oct 2014 to Sept 2015) to avoid the penalty. Significant progress may result in penalty reduction.

## Chapter 6 – Recent Program Changes and Outcomes

This chapter describes the most significant of the recent changes in the CalWORKs program. 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 went through a significant alteration that included the creation 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.

Many of the recent program changes can be understood as evolving from Senate Bill 1041 (SB 1041, Statutes of 2012) and Assembly Bill 74 (AB 74, Chapter 21, Statutes of 2013). These changes were geared toward engaging CalWORKs clients earlier and more extensively and eliminating some of the most prevalent obstacles to long-term self-sufficiency. SB 1041 changes also included aligning welfare-to-work participation with federal requirements and providing more emphasis on and flexibility with respect to allowable activities for a cumulative 24 months of welfare-to-work participation.

### Tables and Figures in This Chapter

Figure	6A. WTW 24-Month Time Clock Update (SB 1041)	53
Table	6A. WINS Issuances	57

## Welfare-to-Work (WTW) 24-Month Time Clock Update (SB 1041)

- 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 24-month clock (24MTC) expires, clients are expected to meet federal work participation requirements. Other key elements:

- More opportunities for education or barrier removal; and
- The clock stops for a multitude of reasons, including when a client has good cause for not participating.

### Key Dates

- ❖ **January 1, 2013:** Implementation of the WTW 24-Month Time Clock.
- ❖ **January 2015:** Begin transition of clients that reach the end of the WTW 24-Month Time Clock.

- Recognizing that some adults will not find employment within 24 months, counties will 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.

### Key Data Points

Statewide trends in WTW since the implementation of the 24MTC in January 2013 indicate a recovering job market as the most influential factor for clients when choosing WTW activities:

#### *Employment:*

- The percentage of clients with earnings has been increasing since the first quarter of 2013.
  - From 24.0 percent in 2013 to 30.9 percent in the third calendar quarter of 2014 (as shown in figures later in this chapter); and
  - Moreover, quarterly mean earnings increased from \$2,284 to \$2,815.

#### *Education:*

- More clients choose 24MTC Education vs. Self-Initiated/Self-Referred Programs (called SIPs).
  - In 2013, SIP enrollment at community colleges decreased by 900 clients; and
  - In this same time, county-referred clients to community colleges increased by

850 clients.

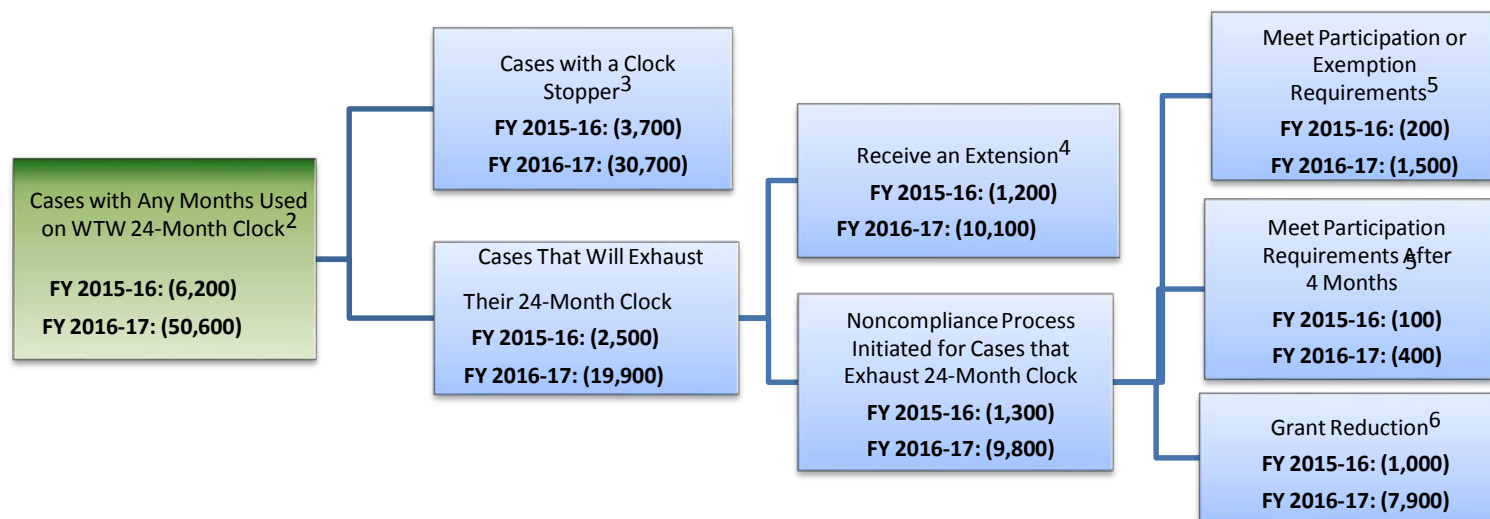
*Sanctions:*

- As a result of all cases being processed to align with the new 24MTC rules, there was an upward trend in sanctions starting in January 2013 as non-compliant cases were discovered; and
- The total number of sanctions dropped by over 5 percent from a peak in August 2014 to December 2014. The CDSS believes this downward trend will continue as clients engage with the program.



**Figure 6A. WTW 24-Month Time Clock Update (SB 1041) (continued)****Preliminary WTW 24-Month Time Clock Impact Estimate**

Caseload Flow Chart for FY 2015-16 (Based on Research Development and Enterprise Project (RADEP) 2014 and WDTIP Welfare Data Tracking Implementation Project data)<sup>1</sup>

**FY 2015-16 Monthly Projected Post WTW 24-Month Grant Reduction Caseload (Rounded for Display Purposes)**

July	August	September	October	November	December	January	February	March	April	May	June	FY 2015-16
100	200	200	300	500	600	800	1,100	1,400	1,700	2,100	2,600	1,000

1. Caseload displayed represents the number of cases, as opposed to adults, since the number of extensions counties provide is based on cases.
2. The "Cases with Any Months Used on WTW 24-Month Clock" is based on 24-Month Clock WDTIP data as of January 2015 and reflects the number of cases that will exhaust their 24 months within the applicable FY assuming they use their clock continuously.
3. Based on January 2015 WDTIP and Federal Fiscal Year 2014 RADEP data, 47.95 percent of cases with months used on their WTW clock are meeting participation requirements and 12.74 percent are sanctioned or exempt and would have their clock stopped.
4. The methodology to determine the number of available extensions is based on the number of cases with 18-24 months on their WTW clock, regardless of whether they meet the participation requirements in that month or subsequent months (which would result in cases having their clock stopped and some cases never reaching 24 months). Therefore, the 20 percent is applied to the total cases with months used on their WTW clock.
5. Assumes 15 percent of the cases not receiving an extension will begin meeting the participation requirements, or receive an exemption, to maintain their grant. Assumes that 10 percent of the remaining cases will meet the participation requirements and have their grant restored after four months.
6. Assumes that the WTW 24-Month Clock effectively started on April 1, 2013 due to additional noticing and plan development requirements for these cases. The grant savings will first be realized starting July 2015, after the noncompliance process for the group of participants that reach the end of their 24-month clock in April 2015. The "FY 2015-16" and "FY 2016-17" caseloads represent the average monthly cumulative caseload in the applicable FY.

## Family Stabilization (FS) Program

- To increase client success during the flexible WTW 24-Month Time Clock period;
- Ensures a basic level of stability:
  - Intensive case management; and
  - Barrier removal services.
- Six months of clock-stopping (if good cause exists);
- FS addresses situations including, but not limited to:
  - Homelessness;
  - Domestic abuse; and/or,
  - Mental health or substance abuse-related needs.
- FS services are available to all family members, including children and unaided adults;
- Clients have a “Stabilization Plan,” with no minimum hourly participation requirements; and
- Through 2014, 56 county plans reflecting implementation have been received.

### Key Dates

- ❖ **January 1, 2014:** Implementation of the FS program.
- ❖ **September 2014:** data collection forms released to counties

## Highlights

- Preliminary FS totals from July to December 2014:
  - In the first six months, cases receiving services more than doubled from 610 cases in July to over 1,300 cases in December;
  - The number of both adults and children in the program more than doubled from 1,100 to 2,400 during the same time period;
  - Children currently represent nearly 40 percent of the individuals in the program; and
  - Homeless support and services are currently provided to over 40 percent of the cases.

## Expanded Subsidized Employment (ESE)

- Funding for counties to expand current or develop new subsidized employment programs covers:
  - Operational costs of the program;
  - Cost of overseeing the program;
  - Developing work sites;
  - Wage and nonwage costs; and
  - Providing training to participants.
- Creates job opportunities;
- Counties form partnerships with private employers, non-profits and public agencies; and
- Assists participants with transitioning successfully to unsubsidized employment and moving toward self-sufficiency.

### Key Dates

- ❖ **July 1, 2013:** Effective date.
- ❖ **September 30, 2013:** Implementation guidelines and allocations released.
- ❖ **SFY 2014-15:** Full implementation.
- ❖ **April 1, 2015:** Information on outcomes due to the legislature.

### Employer Benefits of Participation:

- Wages are fully or partially subsidized;
- Reduced-cost or free labor while training potential new hires; and
- Maintain and build on-going subsidized employment efforts.

### County Participation:

- 42 counties have reported participation in ESE, as of February 20, 2015;
- County plans indicate over 8,000 new jobs anticipated for SFY 2014-15;
- \$134,145,000 allocated to 57 counties in SFY 2014-15; and
- County participation reflects a wide range of public and private placements, as well as addresses job retention services.

### Evaluation and Reporting:

- The following information on outcomes is due to the Legislature no later than April 1, 2015:
  - Clients who entered subsidized employment;
  - Clients who find unsubsidized employment after the subsidy ends;
  - Earnings of ESE participants before and after the subsidy;
  - Impact on the state's Work Participation Rate.

## CalWORKs Housing Support Program (HSP)

### Program Overview

- Senate Bill (SB) 855 allocated \$20 million for a new Housing Support Program (HSP) for eligible CalWORKs recipients;
- HSP assists homeless CalWORKs families in quickly obtaining permanent housing; and
- The program also provides wrap-around supports to families to foster housing retention.

### Program Implementation

- Due to limited funding and based on a county's ability to implement quickly and maximize funding, HSP awards were limited to twenty counties;
- County plans follow evidenced-based models, including those established in the federal Department of Housing and Urban Development's Homeless Prevention and Rapid Re-Housing Program (HPRP); and
- Rapid Re-Housing and targeted homelessness prevention programs have been implemented nationwide as cost effective strategies to help families exit or avoid homelessness and retain permanent housing.

### 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 few months to several months, depending on the individual needs of the family; and
- 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
- Utility payments
- Moving costs
- Motel and hotel vouchers

#### Housing Stabilization & Relocation

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

### Program Outcomes as of March 2015

- 1,187 families identified as homeless and referred for services;
- 554 family referrals approved and are receiving or have received HSP services and assistance; and
- 166 families placed in or retained permanent housing.

#### Key Dates

- ❖ **July 2014:** CDSS initiates request for HSP proposals to all 58 counties.
- ❖ **August 2014:** CDSS receives 42 county proposals demonstrating over \$50 million needed in housing supports for families statewide.
- ❖ **September 2014:** CDSS awards 20 counties and allocates \$20 million.
- ❖ **October 2014:** First counties began implementing HSP.
- ❖ **September 2014 – June 2015:** CDSS holds quarterly HSP seminars.
- ❖ **By June 2015:** CDSS anticipates over 3,000 homeless CalWORKs families will be placed in permanent housing.
- ❖ **CalWORKs Housing Support Program Webpage:**  
<http://www.cdss.ca.gov/calworks/PG3658.htm>

## Work Incentive Nutritional Supplement (WINS)

- The WINS program provides a ten dollar (\$10) per month 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.

### Key Dates

- ❖ **July 1, 2014:** Implementation of the WINS program.
- ❖ **October 2014:** WINS cases began counting in the state's WPR.

**Table 6A: WINS Issuances**

Total WINS Cases Includes both CF and CFAP WINS ISSUANCES FROM EBT	
Month	Total For The Month
Jul-14	114,277
Aug-14	127,532
Sep-14	133,815
Oct-14	166,787
Nov-14	175,645
Dec-14	172,878
Jan-15	176,830
Feb-15	182,963

Data source: Office of Systems Integration (OSI)  
[Electronic Benefit Transfer \(EBT\) Project](#)

## Online CalWORKs Appraisal Tool (OCAT)

- Standardized statewide WTW appraisal tool;
- OCAT appraisals will take an hour to an hour and a half, and will provide in-depth appraisals of client strengths and barriers to employment; and
- Use of OCAT to conduct appraisals will lead to greater opportunities for CalWORKs clients by identifying strengths and barriers immediately upon a client's entry into the WTW program.

### Key Dates

- ❖ **March 2015:** Customization of OCAT completed.
- ❖ **April through June 2015:** Statewide OCAT training and release.
- ❖ **July 2015:** Completion of statewide training

## Reception

- The following counties assisted in the initial early user experience and pilot of OCAT: *Los Angeles, San Bernardino, Fresno, Tulare, Sonoma, Lassen, Sacramento, and San Francisco*;
- During OCAT pilot, county users reported that the tool:
  - Allowed them to better identify necessary supportive services for clients; and
  - Helped them build better relationships with their clients.
- CalWORKs clients reported that the tool:
  - Helped them focus on their goals and the steps necessary to achieve them; and
  - Identified previously unknown issues, and allowed them to seek help in the welfare-to-work program.

## Next Steps

- Statewide training and implementation begins spring of 2015 through a series of regional train-the-trainer sessions;
- These regional train-the-trainer sessions are part of a four-pronged approach to facilitating onsite and online OCAT learning and performance. This approach also features onsite coaching for counties, a virtual learning portal, and ongoing help desk support; and
- The CDSS in conjunction with the Statewide Automated Welfare System currently is evaluating long-term hosting and maintenance options for OCAT.

## The Workforce Innovation and Opportunity Act (WIOA)

- WIOA replaces the Workforce Investment Act of 1998;
- TANF programs become mandatory partners with WIOA programs; and
- The California Workforce Investment Board is developing California's state WIOA plan and working with local entities to develop local WIOA plans:
  - States must provide TANF funds for WIOA programs;
  - Part of WIOA funds must be used to align adult education with one-stop career center employment services and TANF; and
  - Prioritizes employment for individuals with barriers including out-of-school youth and disabled workers.

### Key Dates

- ❖ **July 1, 2015:** WIOA is effective.
- ❖ **January 2016:** Final WIOA regulations.
- ❖ **March 3, 2016:** State plans due to DOL.

### TANF and WIOA Integration

#### *Workgroups:*

California Workforce Investment Board Integration Workgroup, including:

- CDSS Director Will Lightbourne;
- California Health and Human Services Agency;
- Employment Development Department;
- Community Colleges Chancellor's Office;
- Employment Training Panel;
- Labor Workforce Development Agency; and
- Various other state and local agencies.

#### *Identifying Shared Spaces of Innovation and Opportunity:*

- The CDSS has participated in over 20 TANF/WIOA webinars and workshops; and
- Ongoing discussions regarding collaboration and expanding the role of CalWORKs.

#### *Building on Current Partnerships:*

- Increase co-location of CalWORKs and WIOA services: about 80 percent of one-stops have CalWORKs services;
- Contracts between the CDSS and the EDD that can contribute to WIOA partnerships:
  - Wagner-Peyser Act (Employment Services): the EDD funds staffing;

- EDD Central Office Administrative Services: the EDD provides job counseling, job search training, and job referrals for CalWORKs recipients; and
- EDD Data Sharing: the EDD provides CalWORKs and other recipient wage and unemployment insurance data for budgets and evaluations.



## Cal-Learn Program

- Mandatory statewide program for pregnant and parenting teens in the CalWORKs program;
- Designed to encourage teens to graduate from high school or its equivalent, become independent, and form healthy families; and
- Features of the program that address the unique education, health, and social service needs of CalWORKs pregnant and parenting teens include (1) intensive case management, (2) financial incentives, and (3) supportive services, such as child care, transportation, and school supplies.

### Key Dates

- ❖ **July 1, 2011:**  
Suspension of Cal-Learn begins.
- ❖ **June 30, 2012:**  
End of suspension of Cal-Learn.
- ❖ **April 1, 2013:**  
Cal-Learn fully restored.

### Cal-Learn Average Monthly Participation and Outcomes 2010-11 through 2013-14

	2010-11	2011-12	2012-13	2013-14
Total Monthly Participants	11,018	10,324	9,315	7,756
Satisfactory Progress Bonuses	677 <sup>1</sup>	471	393	405
Graduation Bonuses	158	144	129	106
Sanctions	343	226	307	149
Exemptions, Deferrals and Good Cause	38	119	52	38
Repeat Pregnancies	N/A	N/A	51 <sup>2</sup>	48

Data Source: [STAT 45](#) monthly reports.

<sup>1</sup>FY 10-11 Satisfactory Progress Bonuses total has been corrected from 648 as reported in 2014 reports.

<sup>2</sup>Data collected for FY 2012-13 Repeat Pregnancies included April through December 2013 only.

- Downward trend in Cal-Learn caseload associated with corresponding downward trend in state's teen birth rate and the overall CalWORKs caseload decline;
- Sanctions in 2013-14 were the lowest in four years at 1.9 percent;
- Satisfactory progress bonuses increased to 5.2 percent compared to 4.2 percent in FY 2012-13;
- Graduation bonuses remained consistent as a percent of the caseload over the four-year period; and
- Repeat pregnancies showed a reduction compared to FY 2012-13.

## Chapter 7 – Supportive Services

This chapter displays the spectrum of various supports 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. Average Number of Individuals Receiving Supportive Services (All Other Families)	63
Table 7B. Average Number of Individuals Receiving Supportive Services (Two-Parent Families)	64
Table 7C. Age, Provider Setting, and Time in Care for Stage One Children	66
Table 7D. CalWORKs Stage One Child Care	67
Figure 7A. Children in CalWORKs Stages 1, 2, and 3 Child Care Programs	68
Table 7E. Behavioral Health Services Referrals and Participation (All Other Families)	69
Table 7F. Behavioral Health Services Referrals and Participation (Two-Parent Families)	71

**Table 7A. Average Number of Individuals Receiving Supportive Services**  
**July – September 2014**  
**All (Other) Families**

The table below shows the average number of individuals receiving CalWORKs supportive services in each county for the first quarter of Fiscal Year 2014-15.

	Child Care	Transportation	Ancillary Svcs.
<b>Statewide</b>	<b>20,324</b>	<b>53,205</b>	<b>12,187</b>
Alameda	1,271	1,859	331
Alpine	0	1	0
Amador	16	20	9
Butte	153	160	36
Calaveras	24	62	7
Colusa	7	6	0
Contra Costa	287	618	160
Del Norte	36	71	57
El Dorado	19	62	9
Fresno	808	1,861	599
Glenn	9	18	14
Humboldt	73	199	38
Imperial	122	171	10
Inyo	10	2	0
Kern	721	791	246
Kings	149	282	53
Lake	22	20	16
Lassen	26	0	0
Los Angeles	5,431	16,434	4,449
Madera	24	58	27
Marin	101	112	13
Mariposa	7	27	4
Mendocino	29	37	36
Merced	129	381	113
Modoc	2	14	2
Mono	1	0	1
Monterey	225	542	147
Napa	36	37	13
Nevada	50	77	31
Orange	705	1,213	273
Placer	161	178	67
Plumas	8	2	1
Riverside	2,031	3,952	1,108
Sacramento	498	4,715	339
San Benito	42	24	10
San Bernardino	2,053	8,460	1,343
San Diego	1,315	3,895	797
San Francisco	471	479	101
San Joaquin	458	882	346
San Luis Obispo	112	68	51
San Mateo	134	184	34
Santa Barbara	147	147	118
Santa Clara	427	1,506	255
Santa Cruz	235	302	77
Shasta	105	151	55
Sierra	3	3	1
Siskiyou	24	18	10
Solano	162	374	57
Sonoma	162	405	138
Stanislaus	202	667	198
Sutter	87	103	24
Tehama	32	56	29
Trinity	3	18	10
Tulare	435	889	220
Tuolumne	7	27	2
Ventura	383	6	16
Yolo	131	117	33
Yuba	0	441	53

Data sources: Welfare to Work Monthly Activity Report ([WTW 25](#)) and Child Care Monthly Report ([CW 115](#)) for the months of July, August and September 2014 (averaged).

**Table 7B. Average Number of Individuals Receiving Supportive Services**  
**July – September 2014**  
**Two-Parent Families**

The table below shows the average number of individuals receiving CalWORKs supportive services in each county for the first quarter of Fiscal Year 2014-15.

	Child Care	Transportation	Ancillary Svcs.
Statewide	1,391	19,354	4,193
Alameda	51	358	54
Alpine	0	0	0
Amador	1	7	2
Butte	22	65	18
Calaveras	1	44	5
Colusa	4	0	1
Contra Costa	1	119	35
Del Norte	1	23	12
El Dorado	1	25	9
Fresno	57	812	274
Glenn	1	6	4
Humboldt	8	70	16
Imperial	2	54	4
Inyo	2	1	0
Kern	15	306	95
Kings	10	130	29
Lake	3	6	11
Lassen	2	0	0
Los Angeles	306	4,121	1,150
Madera	3	25	7
Marin	4	23	3
Mariposa	0	13	3
Mendocino	1	11	11
Merced	33	158	72
Modoc	0	8	2
Mono	0	0	0
Monterey	10	153	37
Napa	2	7	3
Nevada	7	27	11
Orange	36	288	66
Placer	7	72	23
Plumas	1	1	0
Riverside	122	1,597	438
Sacramento	79	2,519	253
San Benito	4	6	4
San Bernardino	101	3,625	560
San Diego	185	2,196	368
San Francisco	39	99	19
San Joaquin	55	347	154
San Luis Obispo	4	11	10
San Mateo	9	38	8
Santa Barbara	10	28	33
Santa Clara	31	413	57
Santa Cruz	12	51	11
Shasta	1	67	17
Sierra	1	0	0
Siskiyou	3	15	8
Solano	4	86	14
Sonoma	9	61	28
Stanislaus	17	324	81
Sutter	5	44	14
Tehama	3	27	16
Trinity	1	6	7
Tulare	55	369	86
Tuolumne	0	7	2
Ventura	45	2	2
Yolo	3	67	24
Yuba	0	415	23

Data sources: Welfare to Work Monthly Activity Report ([WTW 25A](#)) and Child Care Monthly Report ([CW 115A](#)) for the months of July, August and September 2014 (averaged).

## Child Care Resources for CalWORKs Participants

To ensure an adequate supply of child care resources to CalWORKs recipients and those transitioning off welfare to work, AB 1542 eliminated seven former welfare-related child care programs and consolidated them into a three-stage CalWORKs child care program. The purpose of this 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 aid; and
- Stage Three begins when a funded space is available and when the client has acquired the 24 months of child care, after transitioning off of aid (for former CalWORKs recipients).

If the persons are receiving CalWORKs cash aid and are 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 been receiving cash assistance and have transitioned off 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. There are certain age limits for children.

## 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.

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.

**Table 7C. Age, Provider Setting, and Time in Care for Stage One Children**  
(April 2013 – March 2014)

	% of Children in Stage One
<b>Age of Child</b>	
0-24 Months	18%
2-5 Years	49%
6 Years and Older	33%
<b>Child Care Setting</b>	
License-Exempt	47%
Child Care Centers	28%
Family Child Care Homes	25%
<b>Time in Care</b>	
Full Time	53%
Part Time	47%

**Data Source:** Characteristics based on April 2013 through March 2014 Statewide Automated Welfare System (SAWS) Consortia data. The CalWORKs Information Network (CalWIN) data includes only seven of their eighteen counties.

**Table 7D. CalWORKs Stage One Child Care**

The following table shows trends in Stage One Child Care participation from FY 2006 to FY 2014.

	Children in Licensed Care <sup>1</sup>	Children in Licensed- Exempt Care	Children in Aided Families	Children in Safety Net Families	Children in No Longer Aided Families	Total Children	Total Families	Stage 1 Utiliz. Rate <sup>2</sup>	Combined Stages 1&2 Utiliz. Rate <sup>3</sup>
<b>FY 06-07</b>	22,333	33,950	43,250	2,827	9,189	55,265	30,729	22%	33%
Q2	23,035	32,892	43,054	2,405	9,557	55,017	30,810	22%	32%
Q3	22,200	30,702	39,827	2,267	10,057	52,151	29,344	20%	31%
Q4	22,524	31,567	41,078	2,345	9,849	53,272	30,026	20%	30%
Annual Mthly Avg	22,523	32,278	41,802	2,461	9,663	53,926	30,227	21%	31%
<b>FY 07-08</b>	22,649	33,612	42,710	2,213	10,505	55,428	30,639	21%	29%
Q2	23,727	35,107	45,025	2,118	10,779	57,922	32,484	22%	29%
Q3	23,796	34,587	43,932	2,128	11,460	57,520	32,244	20%	28%
Q4	26,995	37,165	47,096	2,371	13,805	63,273	35,423	21%	28%
Annual Mthly Avg	24,292	35,118	44,691	2,208	11,637	58,536	32,697	21%	29%
<b>FY 08-09</b>	26,918	37,179	47,409	2,329	13,501	63,239	34,983	20%	26%
Q2	26,226	36,585	48,489	1,981	11,453	61,924	35,056	21%	26%
Q3	26,656	36,631	47,897	2,105	12,417	62,419	32,590	19%	26%
Q4	23,375	34,821	47,807	1,513	8,132	57,452	33,001	19%	24%
Annual Mthly Avg	25,794	36,304	47,901	1,982	11,376	61,259	33,908	20%	26%
<b>FY 09-10</b>	21,381	33,715	45,684	1,294	7,409	54,387	30,754	18%	24%
Q2	20,828	33,558	45,457	1,077	7,079	53,612	30,957	18%	24%
Q3	18,113	29,678	39,621	880	6,646	47,146	27,605	16%	23%
Q4	18,866	29,951	40,369	797	7,003	48,169	28,742	18%	24%
Annual Mthly Avg	19,797	31,725	42,783	1,012	7,034	50,829	29,515	17%	24%
<b>FY 10-11</b>	17,799	28,581	37,484	766	7,182	45,433	26,846	16%	23%
Q2	17,275	26,927	37,218	675	5,689	43,582	26,297	16%	23%
Q3	17,157	24,918	36,097	582	4,871	41,550	25,198	16%	22%
Q4	18,515	26,855	39,306	541	4,905	44,752	27,530	17%	23%
Annual Mthly Avg	17,687	26,820	37,526	641	5,662	43,829	26,468	16%	23%
<b>FY 11-12</b>	17,212	24,221	33,913	990	5,803	40,707	24,707	17%	24%
Q2	17,162	22,561	32,992	617	5,525	39,134	24,482	17%	25%
Q3	16,286	19,374	29,447	371	5,431	35,249	22,123	15%	23%
Q4	17,161	19,539	30,494	323	5,448	36,264	23,016	16%	24%
Annual Mthly Avg	16,955	21,424	31,711	575	5,552	37,838	23,582	16%	24%
<b>FY 12-13</b>	16,470	18,247	28,965	280	5,055	34,300	21,211	15%	23%
Q2	17,355	18,922	30,464	284	5,080	35,828	22,445	16%	24%
Q3	16,470	18,247	28,965	280	5,055	34,300	20,906	15%	23%
Q4	17,701	18,374	30,459	248	4,983	35,690	22,279	16%	24%
Annual Mthly Avg	16,999	18,448	29,713	273	5,044	35,030	21,710	16%	23%
<b>FY 13-14</b>	16,933	18,309	29,420	233	5,093	34,746	20,871	16%	23%
Q2	17,880	19,182	31,538	215	4,856	36,609	22,287	17%	24%
Q3	17,163	17,604	29,833	241	4,318	34,391	20,905	15%	22%
Q4	18,987	18,889	32,623	229	4,593	37,444	22,734	16%	23%
Annual Mthly Avg	17,741	18,496	30,853	229	4,715	35,798	21,699	16%	23%

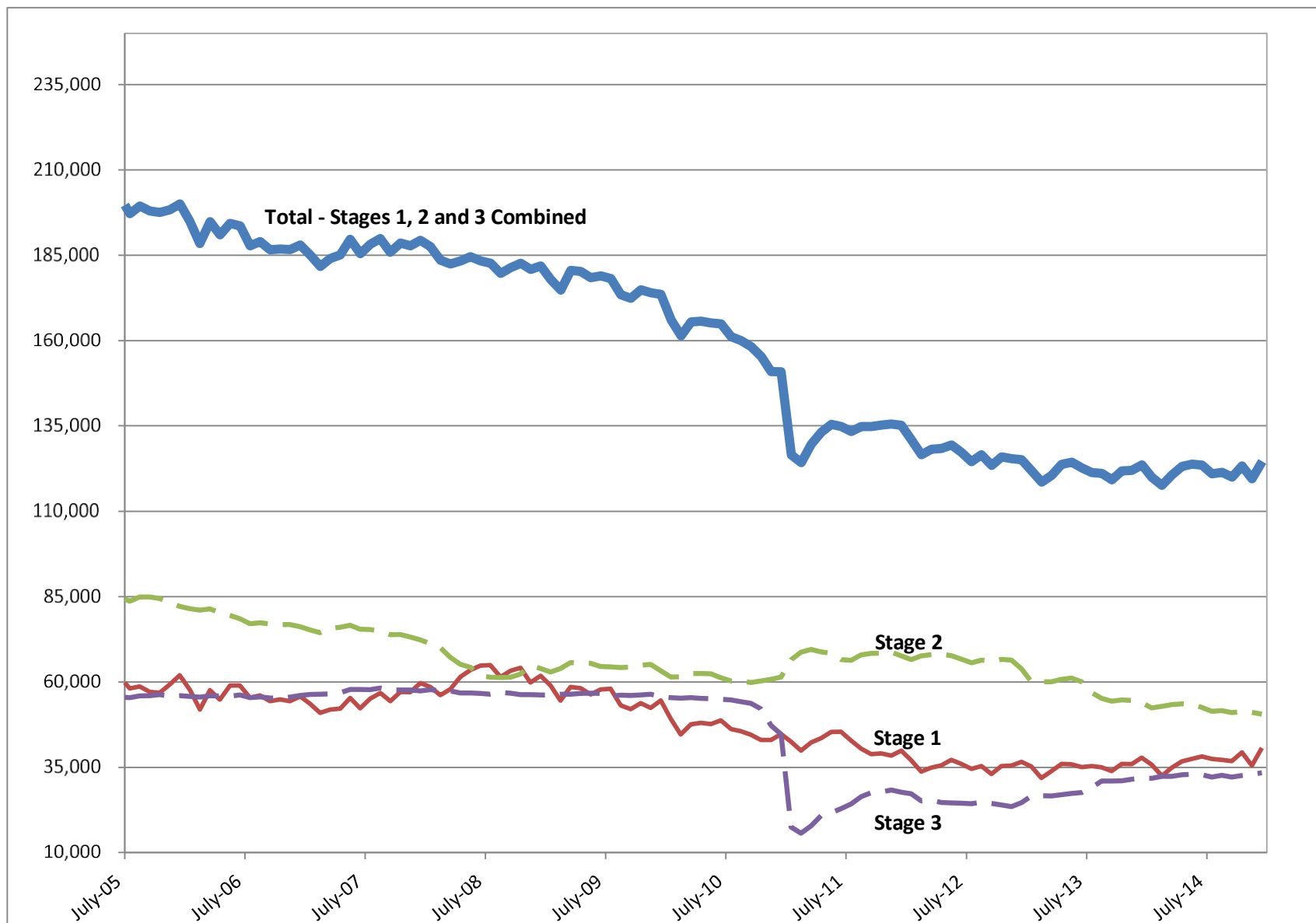
**Data Sources:** CDSS [CW 115/115A](#) Monthly Reports, CDSS [WTW 25/25A](#) Monthly Reports, and California Department of Education 801A Archived Data

See CDSS website for links to monthly reports: <http://www.cdss.ca.gov/research/>

<sup>1</sup>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.

<sup>2</sup>The "Stage 1 Utilization Rate" compares the number of CalWORKs aided families receiving Stage 1 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 1 care.

<sup>3</sup>The "Stages 1&2 Utilization Rate" compares the number of CalWORKs aided families receiving either Stage 1 or Stage 2 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 1 or Stage 2 care.

**Figure 7A. Children in CalWORKs Stages 1, 2, and 3 Child Care Programs**

**Data Sources:** CDSS [CW 115/115A](#) Monthly Reports, California Department of Education Quarterly Reports  
See CDSS website for links to monthly reports: <http://www.cdss.ca.gov/research>



**Table 7E. Behavioral Health Services, Referrals, and Participation**

July – September 2014

All (Other) Families

The following table shows the average number of individuals referred to and receiving CalWORKs services in each of the following categories.

WTW 25	Mental Health Treatment		Substance Abuse Treatment		Domestic Abuse Treatment	
	Total No. of Individuals that Received a Referral for an Evaluation in the Quarter.	Average No. of Individuals participating in Services per Month.	Total No. of Individuals that Received a Referral for an Evaluation in the Quarter.	Average No. of Individuals participating in Services per Month.	Total No. of Individuals that Received a Referral for an Evaluation in the Quarter.	Average No. of Individuals participating in Services per Month.
<b>Statewide</b>	<b>3,806</b>	<b>4,997</b>	<b>1,049</b>	<b>1,181</b>	<b>2,899</b>	<b>3,355</b>
Alameda	65	163	0	80	170	309
Alpine	0	0	0	0	0	0
Amador	0	0	0	0	0	0
Butte	28	40	7	4	5	4
Calaveras	7	5	2	1	3	4
Colusa	0	0	0	0	0	0
Contra Costa	155	52	23	4	687	19
Del Norte	428	0	285	0	255	0
El Dorado	4	4	4	0	0	0
Fresno	52	98	49	77	5	11
Glenn	7	23	3	5	0	9
Humboldt	145	73	18	21	10	12
Imperial	36	62	0	2	23	8
Inyo	0	0	0	0	0	0
Kern	148	71	23	16	39	14
Kings	48	39	7	2	10	3
Lake	24	17	3	1	3	2
Lassen	0	0	0	0	0	0
Los Angeles	1,044	2,608	241	387	1,401	2,603
Madera	20	2	2	1	2	0
Marin	30	33	3	3	1	2
Mariposa	2	2	1	1	0	1
Mendocino	10	5	5	4	4	3
Merced	55	43	6	11	0	0
Modoc	0	1	0	0	0	0
Mono	0	0	0	0	0	0
Monterey	107	79	9	20	21	13
Napa	2	3	3	3	0	0
Nevada	1	0	0	0	3	0
Orange	266	327	3	17	55	124
Placer	21	27	8	7	0	19
Plumas	3	0	1	0	0	0
Riverside	129	140	28	18	7	6
Sacramento	12	47	5	13	0	2
San Benito	1	3	0	0	0	0
San Bernardino	125	85	41	37	48	45
San Diego	204	167	125	153	15	12
San Francisco	10	26	0	1	0	1
San Joaquin	28	5	1	0	4	0
San Luis Obispo	0	1	0	0	1	0
San Mateo	1	2	0	0	0	0
Santa Barbara	12	13	3	4	0	1
Santa Clara	93	228	13	96	0	41
Santa Cruz	22	38	5	11	0	2
Shasta	49	43	5	7	1	3
Sierra	0	0	0	0	0	0
Siskiyou	10	6	0	0	0	0
Solano	25	53	2	4	7	6
Sonoma	45	77	11	43	4	2
Stanislaus	95	31	45	42	57	24
Sutter	10	50	0	16	0	10
Tehama	17	19	11	10	16	11
Trinity	1	3	2	3	4	5

Tulare	115	93	11	14	29	20
Tuolumne	2	0	3	2	3	2
Ventura	35	52	17	20	1	1
Yolo	8	10	6	13	0	0
Yuba	49	30	9	9	5	1

Data source: [Quarterly CalWORKs Report July – September 2014](#).

1. We sum referrals and average participants because an individual will only be reported once for an evaluation referral, but an individual can participate over several months.

**Table 7F. Behavioral Health Services, Referrals, and Participation****July – September 2014****Two-Parent Families**

The following table shows the average number of individuals referred to and receiving CalWORKs services in each of the following categories.

WTW 25A	Mental Health Treatment		Substance Abuse Treatment		Domestic Abuse Treatment	
	Total No. of Individuals that Received a Referral for an Evaluation in the Quarter.	Average No. of Individuals participating in Services per Month.	Total No. of Individuals that Received a Referral for an Evaluation in the Quarter.	Average No. of Individuals participating in Services per Month.	Total No. of Individuals that Received a Referral for an Evaluation in the Quarter.	Average No. of Individuals participating in Services per Month.
<b>Statewide</b>	<b>964</b>	<b>742</b>	<b>345</b>	<b>207</b>	<b>346</b>	<b>142</b>
Alameda	9	22	0	11	23	42
Alpine	0	0	0	0	0	0
Amador	0	0	0	0	0	0
Butte	6	15	0	0	2	1
Calaveras	2	1	2	2	0	0
Colusa	0	0	0	0	0	0
Contra Costa	39	2	7	0	178	0
Del Norte	231	0	180	0	51	0
El Dorado	1	1	0	1	0	0
Fresno	13	15	18	24	2	5
Glenn	0	2	0	0	0	0
Humboldt	35	14	3	2	2	1
Imperial	11	18	0	0	2	2
Inyo	0	0	0	0	0	0
Kern	44	19	7	3	2	1
Kings	22	10	2	1	4	2
Lake	1	3	3	0	0	0
Lassen	0	0	0	0	0	0
Los Angeles	93	217	29	37	51	75
Madera	5	1	2	0	0	0
Marin	5	4	0	0	0	0
Mariposa	1	0	0	0	0	0
Mendocino	3	0	2	0	1	0
Merced	21	13	6	6	0	0
Modoc	0	0	2	1	0	0
Mono	0	0	0	0	0	0
Monterey	11	6	2	2	2	0
Napa	0	0	0	0	0	0
Nevada	0	0	0	0	0	0
Orange	82	101	0	5	0	1
Placer	9	6	2	3	0	0
Plumas	1	0	0	0	0	0
Riverside	38	34	2	2	2	1
Sacramento	5	10	0	6	1	0
San Benito	0	1	0	0	0	0
San Bernardino	31	23	4	6	1	1
San Diego	29	18	10	18	0	0
San Francisco	2	2	0	0	0	0
San Joaquin	11	4	1	0	0	0
San Luis Obispo	0	0	0	0	0	0
San Mateo	0	0	0	0	0	0
Santa Barbara	2	4	0	0	0	0
Santa Clara	31	76	5	32	0	0
Santa Cruz	2	4	0	4	0	0
Shasta	18	11	3	2	0	0
Sierra	0	0	0	0	0	0
Siskiyou	9	3	0	0	0	0
Solano	6	9	0	1	1	0
Sonoma	4	9	2	4	0	0
Stanislaus	29	16	24	8	10	4
Sutter	5	15	2	6	0	0

Tehama	8	8	3	3	5	2
Trinity	0	0	0	0	0	0
Tulare	62	11	7	2	6	3
Tuolumne	1	0	0	0	0	1
Ventura	3	2	6	3	0	0
Yolo	0	0	0	3	0	0
Yuba	23	10	9	9	0	0

Data source: [Quarterly CalWORKs Report July – September 2014](#).

1. We sum referrals and average participants because an individual will only be reported once for an evaluation referral, but an individual can participate over several months.

## 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.

The most common poverty measure – called the Official Poverty Measure (OPM) – was developed by the Social Security Administration in the 1960s. A simple tool based on a family's food budget, 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.<sup>1</sup> More recently, the Supplemental Poverty Measure (SPM) has been proposed as a better way to learn about who is poor. The SPM accounts for income from certain government benefits and for taxes and living costs.

This chapter surveys the context for the CalWORKs program from a poverty perspective, including the following topics:

- How the OPM and SPM are calculated;
- The level of poverty in California and the U.S. according to the OPM and the SPM;
- 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 benefits from safety net programs compare 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: close to 60 percent, compared to just 20 percent for the entire U.S. population of children in poverty.

### Tables and Figures in This Chapter

Table	8A.	Comparison of the Official and Supplemental Poverty Measures	75
Table	8B.	Official Poverty Rate and California's Ranking	76
Table	8C.	Comparison of SPM and OPM in California and the U.S.	76
Figure	8A.	Children in TANF as a Percentage of Children in Poverty: California and U.S.	78
Table	8D.	Child Poverty Rates and Share of Poor Children in TANF, California and the U.S., 2002 to 2013	79
Table	8E.	Monthly Benefit Values for CalWORKs Case of Three: One Aided Adult, Two Aided Children	82
Figure	8B.	CalWORKs Benefit Model for Family of Three: One Adult and Two Children	83

<sup>1</sup> Bette S. Mahoney et al. (April 1976). *The Measure of Poverty*. Retrieved from <http://www.census.gov/hhes/povmeas/methodology/interagency/pdf/measureofpoverty.pdf>

## Measuring Poverty with the OPM and SPM

The OPM and SPM are fundamentally different ways of understanding poverty. The OPM assumes that food costs consume one-third of a family's budget and defines poverty levels in relation to food prices in the 1960s; the SPM looks at the cost of basic needs for families just at the line between the bottom and middle thirds of the income distribution.

### 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 plus cohabitating partners and foster children. As a result, the number of people who could be counted as poor is larger for the SPM than for the OPM.

**What is "income"?** The OPM counts **cash income**. The SPM looks at **cash income** plus any **in-kind benefits** and then subtracts several categories of expenses from income.

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

**Do housing costs matter?** In the OPM, they do not; in the SPM, they do.

**Table 8A. Comparison of the Official and Supplemental Poverty Measures**

Component	OPM	SPM
<b>Units of Analysis</b>	(1)Families and (2)unrelated individuals	(1)Families/cohabiting partners/foster children and (2)unrelated individuals
<b>Income</b>	Pre-tax cash income and cash transfers (e.g., unemployment compensation, child support)	After-tax cash income plus certain after-tax in-kind transfers, less certain expenses
<b>Expenses</b>	N/A	Subtracts medical, child care and work-related expenses (including transportation) from income
<b>Calculating the Poverty Line</b>	Three times the economy food plan, 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
<b>Adjustments for Family Size and Composition</b>	Family size, composition and age of householder	Broader definition of family that includes unmarried partners, foster children, and unrelated children under 15; family size and composition
<b>Adjustments for Housing Costs</b>	N/A	Geographic adjustment for housing costs
<b>Updating Poverty Thresholds</b>	CPI	Five-year moving average of expenditures for FCSU

**California Poverty Rates Based on the OPM and the SPM**

In September and October of 2014, the U.S. Census Bureau released two sets of poverty data: rates using the OPM and rates using the SPM.

**According to the OPM.** 14.9 percent of Californians and 20.3 percent of California children lived in poverty in 2013. The corresponding figures for the U.S. as a whole were 14.5 percent and 19.9 percent, respectively. California had the 16th highest overall poverty rate of the 50 states, and the 17th highest child poverty rate.

**Table 8B. Official Poverty Rate and California's Ranking**

OPM	Poverty Rate and California's Ranking			
Year	2010	2011	2012	2013
Overall Poverty Rate	16.3% (14th highest)	16.9% (10th highest)	15.9% (16th highest)	14.9% (16th highest)
Child Poverty Rate	23.4% (18th highest)	24.3% (11th highest)	22.5% (19th highest)	20.3% (17th highest)

Kathleen Short. (November 2012). *The Research Supplemental Poverty Measure: 2011*. PP.60-244. Retrieved from <http://www.census.gov/prod/2012pubs/p60-244.pdf>

**According to the SPM.** 23.4 percent of Californians lived in poverty in 2011-2013 (the SPM uses three-year averages for state-level estimates). The SPM rate for the U.S. as a whole was 15.9 percent.

**Table 8C. Comparison of SPM and OPM in California and the U.S.**

	Supplemental Poverty Measure		Official Poverty Measure	
	2010-2012	2011-2013	2010-2012	2011-2013
California	23.80%	23.40%	16.50%	16.00%
United States	16.00%	15.90%	15.10%	14.90%

Although California's poverty rates have dropped slightly in recent years, partly as a result of an improving economy, the State's standing on overall poverty relative to the rest of the country has remained the same; in the case of child poverty rates, it has worsened. In addition, the situation is worse in some counties than in others due to cost of living differences.

### **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. California is one of the ten states with the highest cost of living in the nation. In most (seven) of those ten states, the SPM is higher than the OPM.<sup>2</sup> An analysis of housing costs and the poverty measures for 2009-2011 found that the SPM was highest compared to the OPM in

<sup>2</sup> Connecticut, Hawaii, Maryland, Massachusetts, New Jersey, New York — Vermont's SPM was lower than its OPM, and the two measures were the same in Alaska and Rhode Island.



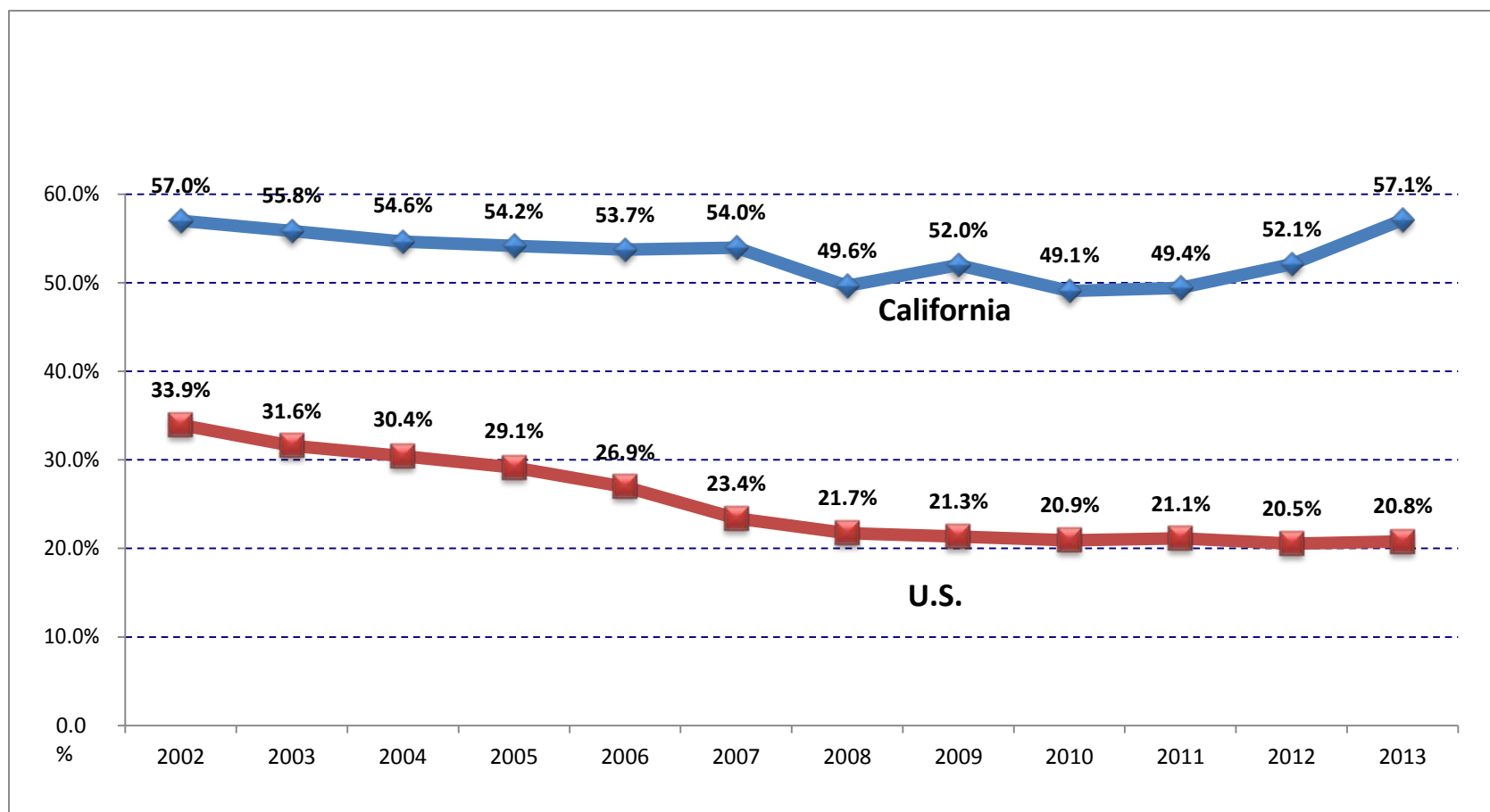
states with the highest housing costs.<sup>3</sup> Given that relationship, it may not be surprising that the SPM is higher than the OPM in California.

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<sup>3</sup> Housing costs were measured as average rent for the bottom quartile of the population.

**Figure 8A. Children in TANF as a Percentage of Children in Poverty: California and U.S.**

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 2013, while the national rate of support for poor children was only 20.8 percent, California served 57.1 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 because of non-compliance with program rules.



Data Source: U.S. Census Bureau, [CA237 CW](#) and Administration for Children and Families.

**Table 8D. Child Poverty Rates and Share of Poor Children in TANF, California and the U.S., 2002 to 2013**

Year	California					U.S.			
	CalWORKs Cases	Children on CalWORKs	CA Children in Poverty	CA Percent Children in Poverty	CA Percent Poor Children in TANF	U.S. Children in TANF and SSP MOE	U.S. Children in Poverty	U.S. Percent Children in Poverty	U.S. Percent Poor Children in TANF
2002	469,683	1,015,889	1,783,000	18.7%	57.0%	4,118,797	12,133,000	16.7%	33.9%
2003	412,861	980,664	1,757,000	18.7%	55.8%	4,062,665	12,866,000	17.6%	31.6%
2004	414,833	985,444	1,804,000	19.0%	54.6%	3,969,376	13,041,000	17.8%	30.4%
2005	410,596	964,567	1,781,000	18.6%	54.2%	3,758,077	12,896,000	17.6%	29.1%
2006	392,154	926,104	1,724,000	18.1%	53.7%	3,455,961	12,827,000	17.4%	26.9%
2007	384,414	905,148	1,677,000	17.9%	54.0%	3,119,519	13,324,000	18.0%	23.4%
2008	405,105	942,006	1,898,000	20.2%	49.6%	3,056,690	14,068,000	19.0%	21.7%
2009	454,736	1,030,033	1,981,000	21.0%	52.0%	3,294,392	15,451,000	20.7%	21.3%
2010	570,414	1,091,546	2,225,000	23.4%	49.1%	3,432,780	16,401,000	22.0%	20.9%
2011	588,010	1,116,997	2,260,000	24.3%	49.4%	3,409,383	16,134,000	21.9%	21.1%
2012	566,277	1,075,476	2,065,000	22.5%	52.1%	3,298,369	16,073,000	21.8%	20.5%
2013	552,829	1,052,104	1,843,000	20.3%	57.1%	3,049,590	14,659,000	21.8%	20.8%

**Data Source:** U.S. Census Bureau, [CA237 CW](#) and Administration for Children and Families.

## CalWORKs Benefit and Resource Model 2014

### 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 Model provides a snapshot of this array of benefits as a family's earnings gradually increases. CalWORKs grants vary by household size. The benefit model displays the interaction between monthly benefits and resources available to CalWORKs families along with their earning levels for the most common family size receiving CalWORKs—a family of three (typically, one parent and two minor children). Earned income changes the benefit amounts of these programs and increases the total resources available for the family. The model displays the amount of the cash equivalent for each of the programs based on \$100 incremental increases of monthly earnings ending at a maximum amount of \$2,000.

Prior versions of the Benefit Model showed Medi-Cal benefits and child care as resources. The SPM does not reflect these as resources and instead recognizes out-of-pocket costs for either child or medical care as a deduction from income. CDSS is in the process of updating the benefit model to more closely match the SPM methodology. As a first step in that process, Table 8E presents the benefit model excluding child care and Medi-Cal.

### Data Sources

This model was developed using the following data:

- The CalWORKs grant displayed is based on the non-exempt maximum aid payment ([MAP](#)) level for a family of three in high cost counties (Region 1) in California starting March 1, 2014. 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](#) specified for the Federal Fiscal Year by the Food and Nutrition Service of USDA;
- EITC and Child [Tax Credits](#) are displayed as monthly amounts, based on 2013 tax year

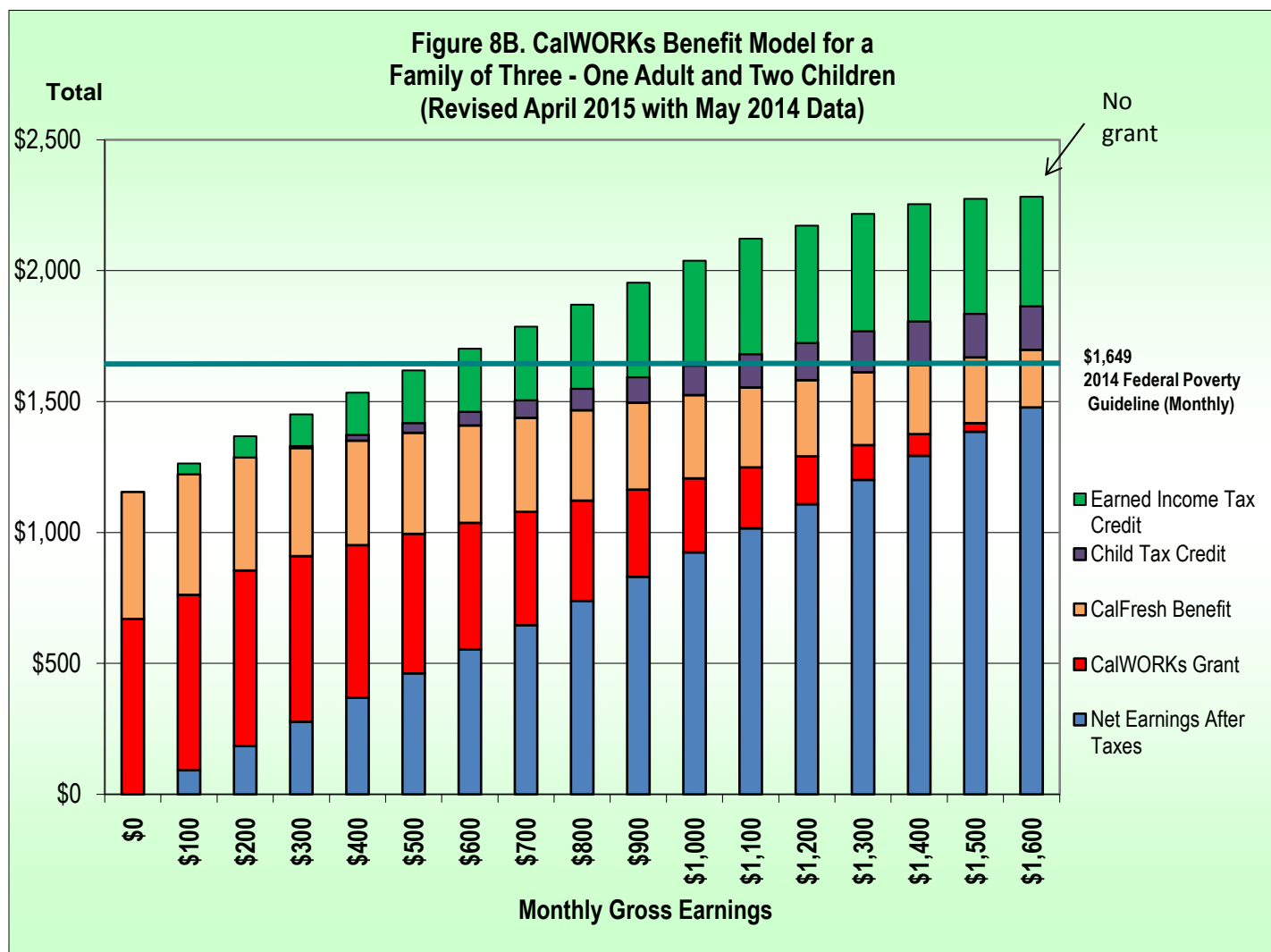
information. However, most families that are eligible for EITC and Child [Tax Credits](#) receive them once a year as a lump sum payment in their tax refunds;

- Net earnings reflect earnings after Social Security, Medicare, and federal income tax deductions; and
- [Federal Poverty Level](#).

**Table 8E. Monthly Benefit Values for a CalWORKs Case  
of Three: One Aided Adult and Two Aided Children****(Revised April 2015 with May 2014 Data)**

	\$0	\$100	\$200	\$300	\$400	\$500	\$600	\$700	\$800	\$900	\$1,000	\$1,100	\$1,200	\$1,300	\$1,400	\$1,500	\$1,600
Net Earnings After Taxes	\$0	\$92	\$185	\$277	\$369	\$462	\$554	\$646	\$739	\$831	\$924	\$1,016	\$1,108	\$1,201	\$1,293	\$1,385	\$1,478
CalWORKs Grant	\$670	\$670	\$670	\$633	\$583	\$533	\$483	\$433	\$383	\$333	\$283	\$233	\$183	\$133	\$83	\$33	\$0
CalFresh Benefit	\$485	\$461	\$432	\$413	\$399	\$386	\$372	\$359	\$345	\$332	\$318	\$305	\$291	\$278	\$264	\$251	\$220
Child Tax Credit	\$0	\$0	\$0	\$8	\$23	\$38	\$53	\$68	\$83	\$98	\$113	\$128	\$143	\$158	\$167	\$167	\$167
Earned Income Tax Credit	\$0	\$41	\$81	\$121	\$161	\$201	\$241	\$281	\$321	\$361	\$401	\$441	\$448	\$448	\$448	\$439	\$418
Total Resources to the Family <sup>4</sup>	<b>\$1,155</b>	<b>\$1,264</b>	<b>\$1,368</b>	<b>\$1,451</b>	<b>\$1,534</b>	<b>\$1,619</b>	<b>\$1,702</b>	<b>\$1,786</b>	<b>\$1,870</b>	<b>\$1,954</b>	<b>\$2,038</b>	<b>\$2,122</b>	<b>\$2,172</b>	<b>\$2,217</b>	<b>\$2,254</b>	<b>\$2,275</b>	<b>\$2,283</b>
Incremental Increases of Total Resources <sup>5</sup>	N/A	\$109	\$104	\$84	\$83	\$85	\$83	\$84	\$84	\$84	\$84	\$84	\$50	\$45	\$37	\$20	\$8

<sup>4</sup> Includes earned income.<sup>5</sup> Increase in total family resources compared to the previous earnings category



## 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. This chapter describes the various ways in which oversight occurs in the CalWORKs program, including how research funds are used to strengthen and evaluate program performance.

This chapter explains how the California Department of Social Services (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—notably, the changes enacted by Senate Bill 1041 (Chapter 47, Statutes of 2012) and Assembly Bill 74 (Chapter 21, Statutes of 2013). Taken together, these two pieces of legislation represent the most significant policy transformation of the state’s welfare program since the 1990s, including new flexibility built into the program, expanded services for recipients, and a new, in-depth tool for evaluating family needs.

The CDSS has prioritized 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.

### Table in This Chapter

Table 9A. Allocation of TANF Research Funds

85



**Table 9A. Allocation of TANF Research Funds**  
**Research Project Names and Budgets by Year, FY 2007-08 to FY 2017-18**

This table displays expenditures of TANF research funds by project from FY 2007-08 through FY 2013-14, estimated expenditures for FY 2014-15 and projected expenditures for FY 2015-16 through FY 2017-18. These projects are described in more detail on the following pages.

Research Project	FY 2007-08	FY 2008-09	FY 2009-10	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15 <sup>3</sup>	FY 2015-16 <sup>4</sup>	FY 2016-17 <sup>4</sup>	FY 2017-18 <sup>4</sup>	Total
Women's Health Survey	\$105,000	\$101,600	\$106,000									\$312,600
Food Stamps Non-Citizens	\$42,289											\$42,289
Veterans' Trauma	\$202,476											\$202,476
UC Berkeley Library	\$40,000	\$43,500	\$46,704									\$130,204
UC Davis Research Projects <sup>1</sup>	\$496,541	\$714,218	\$606,056	\$1,112,515	\$667,991	\$464,491	\$629,789	\$0	\$200,000	\$200,000	\$500,000	\$5,591,601
Confidentiality Project		\$275,000										\$275,000
Spanish Language LD Screening			\$397,898	\$473,871	\$800,040	\$984,139	\$813,573					\$3,469,521
CalWORKs Annual Summary								\$49,196				\$49,196
Exemplar Human Services		\$125,000										\$125,000
UCB Performance Indicators		\$41,315	\$41,315	\$41,315	\$41,315	\$41,315	\$41,315	\$43,488	\$44,950	\$44,950	\$44,950	\$426,228
EDD Data Contract		\$15,371	\$15,371	\$15,371	\$15,371	\$15,371	\$15,371	\$29,539	\$29,539	\$29,539	\$29,539	\$210,382
CalWORKs Technical Academy			\$320,000									\$320,000
SB 1041 Statewide Evaluation <sup>2</sup>								\$2,854,623	\$3,035,682	\$2,837,316	\$910,747	\$9,638,368
DHCS Data Contract								\$6,600	\$5,160	\$5,160	\$5,160	\$22,080
Child Care Characteristics (pending)									\$575,000	\$850,000	\$575,000	\$2,000,000
<b>Total</b>	<b>\$886,306</b>	<b>\$1,316,004</b>	<b>\$1,533,344</b>	<b>\$1,643,072</b>	<b>\$1,524,717</b>	<b>\$1,505,316</b>	<b>\$1,500,048</b>	<b>\$2,983,446</b>	<b>\$3,920,331</b>	<b>\$3,966,965</b>	<b>\$2,065,396</b>	<b>\$22,844,945</b>

<sup>1</sup> Does not include UC Davis projects listed separately below.

<sup>2</sup> The RAND annual budget figures are those of the contract amendment which will be executed in May 2015. The FY 2013-14 budget allocation was shifted to FY 2014-15 in the amendment to reflect the actual project start date.

<sup>3</sup> Estimated.

<sup>4</sup> Projected budgets from FY 2015-16 and forward may be subject to change.

## **TANF Research Funds: Details of Research Projects**

### **Women's Health Survey**

Time Period: FY 2007-08 through FY 2009-10

Total Cost: \$312,600

The CDSS provided questions for Department of Health Care Services (DHCS) Women's Health Survey. After the survey was conducted, the results were provided to CDSS.

Current Status: Completed.

### **Food Stamps Non-Citizens**

Time Period: FY 2007-08

Total Cost: \$42,289

This contract examined the factors affecting non-citizens' SNAP participation rates.

Current Status: Completed.

### **Veterans' Trauma**

Time Period: FY 2007-08

Total Cost: \$202,476

This contract studied the effect of veterans' trauma on participation in CalWORKs programs.

Current Status: Completed.

### **UC Berkeley Library**

Time Period: FY 2007-08 through FY 2009-10

Total Cost: \$130,204

This contract was an agreement in which the UC Berkeley Library provided literature reviews and article retrieval for CDSS research requests.

Current Status: Completed.

**UC Davis Research Projects:****University of California, Davis (UC Davis)**

This multi-purpose research contract supports short- and long-term projects to inform CDSS programming. Over the period FY 2009-10 through FY 2013-14, more than 90 percent of expenditures from this funding were directed to the Spanish Language Learning Disabilities (LD) Screening Tool Project, which is described below; another UCD project, the UC Davis Confidentiality 2009 Report, is also listed. Funding for the multi-purpose contract is also used for discrete ad hoc data analysis projects, literature reviews, and consulting services to support program needs; deliverables include a draft Request for Proposals (RFP) for the Senate Bill (SB) 1041 Evaluation Study and a report to guide the RFP for the Child Care Characteristics Study.

Time Period: FY 2007-08 through FY 2017-18

Total Allocation: \$5,591,601

Information about three major UC Davis research projects is provided below.

Current Status: Renewal of the contract will begin FY 2015-16.

**UC Davis: Spanish Language LD Screening Tool Project**

Time Period: FY 2009-10 through FY 2013-14

Total Cost: \$3,469,521

A collaborative effort between CDSS and the University of California, Davis, Center for Public Policy Research (CPPR), this project involves the development of a short, valid measure ("screen") for Spanish-speaking adult applicants for Welfare to Work (WTW) to determine those at risk for learning disabilities. Low-income adults, whose primary language is Spanish, were invited to participate through various Community-Based Organizations and agencies. Participants were administered two standardized achievement measures and the screening tools. Certified professionals (e.g., clinical psychologists, educational psychologists) provided diagnoses (i.e., does or does not have a learning disability) which were used along with statistical methods to assess the accuracy of the pilot screening measures. Recommendations regarding the screens were provided based on these findings.

Current Status: The project was completed June 30, 2014.

**UC Davis: CalWORKs Annual Summary**

Time Period: FY 2014-15

Total Cost: \$49,196

Technical assistance in compiling program information and data for a new CalWORKs summary. The document will be posted to the CDSS website and provides information to policymakers, researchers, and the public.

Current Status: Completed.

### **Exemplar Human Services**

Time Period: FY 2008-09

Total Cost: \$125,000

Funds were used to hire Exemplar as a consultant to create a work plan and data collection reports that would monitor Welfare to Work (WTW) performance measures and meet federal and state WTW requirements.

Current Status: Completed.

### **University of California, Berkeley (UCB) California Child Welfare Indicators Project (CCWIP)**

Time Period: Ongoing beginning in FY 2008-09

Total TANF Cost 2008-09 through FY 2017-18: \$426,228

The Center for Social Services Research (CSSR) at UC Berkeley receives and processes quarterly Child Welfare Services/Case Management System data on foster youth in California 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.

Current Status: The CDSS will continue to provide data to CSSR for the foreseeable future. CCWIP website: [http://cssr.berkeley.edu/ucb\\_childwelfare/](http://cssr.berkeley.edu/ucb_childwelfare/).

### **Employment Development Department (EDD)**

Time Period: FY 2008-09 through FY 2017-18

Total Cost through FY 2017-18: \$210,382

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.

**CalWORKs Technical Academy**

Time Period: FY 2009-10

Total Cost: \$320,000

Funds were used to pay for a regional forum to present new strategies to help TANF participants obtain jobs.

Current Status: Completed.

**SB 1041 Statewide Evaluation**

Time Period: FY 2013-14 through FY 2017-18

Total Cost: \$9,638,368

Senate Bill (SB) 1041 requires CDSS to contract with an independent, research-based institution for an evaluation of the SB 1041 changes and 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. The FY 2013-14 budget funds were shifted to FY 2014-15 to reflect the actual project start date. The current executed contract is for \$9,000,000. An amendment to add \$650,000 to expand the Child Supplement Survey from 500 to 1,000 children is being processed. Six counties will participate: Sacramento, Fresno, Riverside, Los Angeles, Alameda, and Stanislaus.

The five major components of the RAND evaluation are:

1. Process Study – how the SB 1041 changes were implemented;
2. Recipient Status Study – a point-in-time “snapshot” of the activities and services clients receive;
3. Impact Study for CalWORKs Recipients – the number of families participating, completion of WTW activities, treatment of barriers, employment status and earnings, and child well-being;
4. Impact Study for County Welfare Departments – county staff levels and distribution, resources, supportive services payments, and provision and timing of WTW activities to clients; and
5. Tracking Study – an analysis of clients over time, while on and after leaving aid.

Current Status: As of April 2015, the project is in its first year.

**Department of Health Care Services (DHCS)**

Time Period: FY 2014-15 through FY 2017-18

Total Cost FY 2014-15 through FY 2017-18: \$22,080

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 2015-16 through 2017-18

Total Cost: \$2,000,000

The California Department of Social Services (CDSS) Child Care Programs Bureau will award a contract on a competitive basis to study the characteristics of families, children, and providers of subsidized child care in California. The study will be 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: Pending completion of project design and execution of contract.

## Program Oversight

The CDSS believes that timely oversight and ongoing monitoring will help to assure that families receive the maximum benefit of the new flexibility built into the program, and that technical assistance is being provided to counties to achieve the ultimate goal of the program: increasing successful outcomes for CalWORKs families.

### Current efforts include:

#### *New reporting*

- **Contracted Evaluation with RAND Corporation**

- SB 1041 Evaluation of Reforms;
- An independent evaluation of the impact of SB 1041, including changes to the client time clock and work requirements conducted by the RAND Corporation, in partnership with the American Institutes for Research;
- Annual progress reports will be provided (target dates are Fall of 2015 and 2016);
- Covers the full range of adult and child impacts of CalWORKs reforms; and
- Year One Report: [http://www.rand.org/pubs/research\\_reports/RR919.html](http://www.rand.org/pubs/research_reports/RR919.html).

#### *County Monitoring*

- **SB 1041 Field Monitoring Visits**

- One-day county visits that include data collection, county worker interviews, case file reviews, and local welfare advocate input; and
- 40 visits completed to date.
  - 27 reports online: <http://www.cdss.ca.gov/cdssweb/PG95.htm>.

- **County Peer Review**

- Sharing of promising and best practices between and among counties;
- Peer review teams visit counties to conduct informational interviews and focus groups, review policies and procedures, and review client case files;
- Eight peer review visits were completed to date; and
- Summary reports: <http://www.cdss.ca.gov/calworks/PG2108.htm>.

- **Eligibility Case File Reviews**

- One-day county visits that include a review of major eligibility factors:

citizenship and residency, income and resource limitations, family composition and grant levels. A Summary of Findings will be forwarded to the county upon completion of the review;

- The eight largest counties will be reviewed in 2015, beginning early spring; and
- More detailed information: <http://www.dss.cahwnet.gov/lettersnotices/PG980.htm>.



## Glossary of Terms and Acronyms

**24MTC (24-Month Time Clock):** 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 fewer hours of participation required and 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 (federal Administration for Children & Families):** A division of the Department of Health & Human Services that promotes the economic and social well-being of families, children, individuals, and communities.

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

**ARRA (American Recovery and Reinvestment Act of 2009):** Commonly referred to as the federal Stimulus or The Recovery Act, it was an economic stimulus package enacted in February 2009.

**AU (Assistance Unit):** The individual or individuals who are receiving public assistance within a single case.

**CalFresh:** A nutritional program funded by the United States Department of Agriculture and administered through the California Department of Social Services. (The federal name for CalFresh is Supplemental Nutrition Assistance Program, or SNAP.) Instead of receiving paper coupons or “food stamps,” CalFresh recipients are provided with an EBT (Electronic Benefit

Transfer) card that looks and functions like a debit card. Healthy food can be purchased at any supermarket or grocery store and at some farmers' markets. When families receive CalFresh, their children are also eligible to receive free school breakfasts and lunches.

**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).

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

**CFAP (California Food Assistance Program):** A state-funded CalFresh program for legal permanent non-citizens residing in the U.S., and determined ineligible for federal food stamp benefits solely due to their immigration status.

**CTC (Child Tax Credit):** A federal tax credit designed to help families offset the cost of raising children. Under current law, the credit is worth up to \$1,000 per child under age 17 at the end of a tax year, and it is subtracted from the amount of income tax owed by a family. If the credit exceeds the amount of taxes the family owes, a percentage of the remaining credit is given back to the family in a refund check. (A family must have at least \$3,000 in earned income to claim any portion of the credit.)

**EID (Earned Income Disregard):** The amount of income allowed above an AU's CalWORKs grant, allowed in order to reward aid recipients for working. The maximum has varied with changes in the law, but in October of 2013 it was set to the first \$225 in earned income and 50 percent of remaining income for all CalWORKs cases.

**EITC (federal Earned Income Tax Credit):** A tax break (in the form of a refund) 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.

**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; 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: <http://www.cdss.ca.gov/calworks/PG3412.htm>.)

**Exemption:** An exemption excuses a CalWORKs participant from WTW 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 WTW 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 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.

**FS (Family Stabilization):** The FS program provides intensive case management and services that may be in addition to those provided by the county's WTW program to clients who are experiencing an identified situation or crisis. The program assists clients transition to WTW 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; October 1 through the following September 30.

**GF (General Fund):** For accounting and budgeting purposes, the predominant fund for financing state government programs, used to account for revenues that are not specifically designated to be accounted for by any other fund. The primary sources of revenue for the General Fund are personal income taxes, sales and use taxes, and corporation taxes. The major uses of the General Fund are education (K-12 and higher education), health and human service programs, and correctional programs.

**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 2007-2008 and continuing into 2009-2010; 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).

**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 largest grant a CW family (or case) can receive, which depends on the number of persons in the family (or case). Families that do not have any

earned or unearned income are considered exempt and will receive a higher cash payment.

**MCA (Maximum Cal-Fresh Allotment):** Depends on the size of the AU (or household size).

**Maximum Earned Income Limit (Federal):** The amount, determined by the federal government, beyond which a person or family cannot receive the Earned Income Tax Credit (EITC).

**Maximum Earned Income Limit (for CalWORKs):** If a family's earnings are above the Maximum Earned Income limit, the family becomes ineligible for CalWORKs. 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 or Medi-Cal eligibility data system is a statewide database containing client eligibility information for processing Medi-Cal, CalFresh, and CalWORKs administrative records.

**MOE (Maintenance of Effort):** The TANF maintenance of effort (MOE) requirement entails that a state must spend at least a specified amount of state funds for benefits and services for members of needy families each year. A broad, but not unlimited, array of benefits and services for low-income families with children can count toward satisfying a state's MOE obligation. A state must have state expenditures each fiscal year of at least 80% (or 75%, if the state meets the TANF overall and two-parent participation rate requirements) of a historic state expenditure level for "qualified state expenditures," i.e., certain allowable benefits and services for members of needy families. States not meeting the MOE requirement are assessed substantial penalties.

**Non-Compliant (Individuals):** Individuals who do not comply with WTW requirements.

**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.

**OCAT (Online CalWORKs Appraisal Tool):** A standardized online tool that provides in-depth

assessment of client strengths and barriers, including employment history, interests, and skills; educational history and learning disabilities; housing status and stability; language barriers; physical and behavioral health, including, but not limited to, mental health and substance abuse issues; child health and well-being; criminal background that may present a barrier to employment or housing stability; domestic violence; need for supportive services; other information that may affect an individual's ability to participate in work activities.

**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:** The Research and Development Enterprise Project (RADEP), which is based on a random sample of CalWORKs cases. 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:** Child support in a child-only case in which the caregiver(s) is/are "timed out," having reached the 48-month termination of cash assistance.

**Sanctioned:** The process by which parents 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 continue to receive funding.)

**SIP (Self-Initiated Program):** Applies to a CalWORKs recipient who was enrolled in school and performing satisfactorily before applying for cash aid.

**SNAP (Supplemental Nutrition Assistance Program):** A federal program that is referred to as Cal-Fresh in California.

**SSDI (Social Security Disability Insurance):** Tied to the Social Security retirement program, it

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):** A federal welfare program, formerly known as Aid to Families with Dependent Children (AFDC), which provides income support and access to Medi-Cal for low-income adults with children. In California, TANF is known as CalWORKs.

**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:** The Welfare Data Tracking Implementation Project, a statewide welfare time-on-aid tracking and reporting system that is accessible to county welfare eligibility workers through the Department of Health Care Services, Medi-Cal Eligibility Determination System. 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 limitations 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.

**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 (federal 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 takes effect on July 1, 2015, the first full program year after enactment.

**WEI (Work-Eligible Individual):** The federal designation for individuals required to participate in federal TANF work activities for the 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.

**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 of California 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.

## List of Data Sources Used in the CalWORKs Annual Summary

### Administration for Children and Families (ACF) - Office of Family Assistance

<http://www.acf.hhs.gov/programs/ofa/programs/tanf/data-reports>

The ACF is a division of the Department of Health & 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

<http://www.cdss.ca.gov/research/PG281.htm>

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 exiting, and cases transferred from other counties during the month.

### California Department of Education 801A Archived Data

<http://www.cde.ca.gov/sp/cd/ci/cdd801ainfo.asp>

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.

### CalWORKs Quarterly Report

<http://www.cdss.ca.gov/research/PG298.htm>

The “Quarterly CalWORKs Report” is developed as an information tool to monitor the progress of the CalWORKs Program and provide periodic snapshots of the data for some key program components. The first quarterly report was completed for FY 2014-15 and covers July through September 2014.

### CW 115/115A – Child Care Monthly Report CalWORKs Families

<http://www.cdss.ca.gov/research/PG288.htm> - CW 115

<http://www.cdss.ca.gov/research/PG289.htm> - CW 115A

This report contains the number of CalWORKs families and children proved/authorized/certified to receive Stage 1 Child Care during the report month. This report also includes data on the number of children transferred to Stage 2 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.

### **Medi-Cal Eligibility Data System**

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**

<http://www.census.gov/easystats/#>

The U.S. Census Bureau provides access to selected statistics collected through the American Community Survey.

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

<http://www.wdtip.ca.gov/>

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 Report**

<http://www.cdss.ca.gov/research/PG291.htm> - WTW 25

<http://www.cdss.ca.gov/research/PG292.htm> - WTW 25A

This report summarizes 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.