

CalWORKs Overview

California Department of Social Services

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Handout for

Assembly Budget Subcommittee # 1

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CalWORKs: Background

Caseload Highlights

- ❖ **560,000 Families**
- ❖ **Over One Million Children**
- ❖ **50 Percent Poor Children Served**

What is CalWORKs?

CalWORKs is California's version of the federal Temporary Assistance for Needy Families (TANF) program. The program provides 48 months of cash grants and welfare-to-work services to low-income families with children. Children remain eligible for assistance up to age 18.

Combatting Child Poverty:

CalWORKs serves over one million children in 560,000 cases. CalWORKs provides assistance to 50 percent of children in poverty in California, more than double the comparable national average of 20 percent served by TANF.

Key Features:

- ✓ 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
- ✓ Time Limits
- ✓ Holistic Appraisal of Basic Needs and Barriers
- ✓ Immediate Needs Intervention
- ✓ Cash Bonuses for Teen Academic Success
- ✓ Earnings Disregard
- ✓ Child Care/Supportive Services
- ✓ Substance Abuse, Mental Health and Domestic Violence Services
- ✓ Homelessness Assistance
- ✓ Exemptions from Time Clock and Participation
- ✓ Federal Work Participation Mandates and Penalties

CalWORKs: Background (continued)

Total Funding in CalWORKs Program (SFY 2013-14):	\$5.3 Billion
TANF Block Grant	\$2.6 Billion
Maintenance of Effort (includes county funds)	\$2.0 Billion
Other Funds (Non-MOE General Fund, Title XX)	\$0.6 Billion

Caseload Components

CalWORKs Caseload Breakdown			
	Case Type	RADEP Cases	Percent
	Aided Adult (WTW Participant)	151,350	27.0%
	Aided Adult (All Other Exempt)	56,456	10.1%
	Aided Adult (Young Child Exempt)	34,025	6.1%
	Sanctioned	41,703	7.4%
	<i>Welfare-to-Work Subtotal</i>	283,534	50.6%
	Other Child Only	202,926	36.2%
	Safety Net	73,993	13.2%
	CalWORKs Total	560,453	100.0%

DATA: FFY 2013 RADEP Sample and WDTIP Extract

CalWORKs: Program Changes

There have been substantial changes to the CalWORKs program over the past several years (major changes listed below).

Continuing Early Engagement Investments

- 2014-15**
- Online CalWORKs Appraisal Tool
 - Expanded Subsidized Employment
 - Family Stabilization

 - Parent/Child Engagement Demonstration Pilot (PCEP)
 - The PCEP is based on the Child-Parent Center center-based intervention model that provides comprehensive educational support and family support to economically disadvantaged children and their parents. The guiding principle is that providing a school-based, stable learning environment during preschool, in which parents are active and consistent participants in their child's education, results in scholastic success.
 - Services are targeted for CalWORKs' hardest-to-serve, at-risk families, including, but not limited to, sanctioned families and their preschool-aged children. The pilot will provide services to 1,000 parents and 1,600 children in annual cohorts.
 - The county selection process will consider the extent to which the county has demonstrated success in their CalWORKs Early Engagement efforts and how PCEP will be incorporated into their WTW program.
 - Benefits to the child include: healthy and safe children; improved school readiness; better performance in reading and math; consistently lower cumulative rates of grade retention; and less interaction with the juvenile justice system.

New Early Engagement Investments

- 2013-14**
- Online CalWORKs Appraisal Tool
 - Expanded Subsidized Employment
 - Family Stabilization
 - Implementation of Work Incentive Nutritional Supplement Program
 - Implementation of Semi-Annual Reporting
 - Five Percent Increase to Maximum Aid Payment
 - Increase to Vehicle Asset Limit
 - Program Evaluation

CalWORKs: Program Changes (continued)

CalWORKs Refocusing

- 2012-13**
- Expanded WTW 24-Month Time Clock Activities
 - End of Short-term WTW Exemptions for Young Children
 - New Young Child Exemption
 - Single Allocation Reappropriation
 - Restoration of Earned Income Disregard to \$225
 - Restoration of the Cal-Learn Program

Historical Changes

- 2011-12**
- Reduction of Time on Aid Limit from 60 to 48 Months for Adults
 - Reduction of Eight Percent to Cash Aid (maximum monthly grant from \$694 to \$638)¹
 - Continued Single Allocation Reduction
 - Continued expanded WTW Exemptions
 - Lowered Earned Income Disregard (from \$225 and 50 percent to \$112 and 50 percent)
 - Suspended Cal-Learn One Year (case management for pregnant and parenting teens—bonuses continued during suspension)
- 2010-11**
- Continued Single Allocation Reduction
 - Continued expanded WTW Exemptions
- 2009-10**
- Reduction of Four Percent to Cash Aid (maximum monthly grant from \$723 to \$694)¹
 - Eliminated Cost of Living Adjustments
 - Reduction to the CalWORKs Single Allocation (\$375 million)
 - Expanded WTW Exemptions (corresponding with allocation reduction)

¹Assistance Unit of 3 in high cost counties

CalWORKs Caseload and Grants with CalFresh Benefits
Recent History and Projections
(FY 2007-08 through FY 2014-15)

Fiscal Year	Average Monthly CalWORKs Cases	Average CalWORKs Grants	MAP for AU of 3 Region 1 ¹	CalFresh MCA for HH of 3 ²
2007-08	465,951	\$ 537.70	\$ 723	\$ 426
2008-09	504,994	\$ 540.61	\$ 723	\$ 463
2009-10	553,347	\$ 514.49	\$ 694	\$ 526
2010-11	586,659	\$ 517.36	\$ 694	\$ 526
2011-12	575,988	\$ 466.31	\$ 638	\$ 526
2012-13	559,920	\$ 464.75	\$ 638	\$ 526
2013-14 ³	545,647	\$ 469.24	\$ 670	\$ 526
2014-15 ³	529,367	\$ 480.28	\$ 670	\$ 497

¹ California's grant levels are divided into two regions. This chart reflects the California Work Opportunity and Responsibility to Kids (CalWORKs) Maximum Aid Payment (MAP) for an Assistance Unit (AU) of 3 in Region 1 Counties: Alameda, Contra Costa, Los Angeles, Marin, Monterey, Napa, Orange, San Diego, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Solano, Sonoma and Ventura.

² CalFresh benefit amounts are based on a Federal Fiscal Year (October-September) versus the State Fiscal Year (June-July). 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.

³ Cells below the bolded line represent projections from the 2013 November Estimates. The CalWORKs MAP for an AU of 3 will increase from \$638 to \$670 beginning March 1, 2014.

Refocusing of CalWORKs

- In the 2012 Budget, new flexibility was provided within the CalWORKs 48-month time limit through the establishment of a prospective 24-month period during which clients receive a wide array of services and supports in order to enter and remain in the workforce.¹
- In the 2013 Budget, an enhanced Early Engagement process for clients entering the CalWORKs program was adopted to maximize the benefit of the Welfare-to-Work (WTW) 24-Month Time Clock. These changes will improve outcomes for families by more rapidly and effectively identifying client needs and providing the needed flexibility and service options that best move families towards self-sufficiency.
- All policy development included collaborative stakeholder meetings and an extensive review and input process.

The topics below are discussed in more detail in the following pages:

CalWORKs: WTW 24-Month Time Clock

- Eliminates core/non-core hourly requirements.
- WTW 24-Month Time Clock extensions.
- Automation status.

CalWORKs: New Early Engagement Investments

Online CalWORKs Appraisal Tool

- Holistic profile of the individual to evaluate basic needs and other barriers.

Family Stabilization

- Intensive case management and services to address immediate crisis situations.

Expanded Subsidized Employment

- Meaningful connection to the job market and valuable skill building.

CalWORKs: Accountability and Reporting

Reengagement

- Expanded “young child exemptions” expired on January 1, 2013. Clients with these exemptions are being phased into the program over two years.

SB 1041 Implementation County Field Monitoring Visits (FMV)

- CDSS is providing timely oversight and ongoing monitoring of counties via one-day Field Monitoring Visits to promote the efficient and effective implementation of SB 1041.

SB 1041 Survey Summary

- The CDSS has conducted two county surveys (October 2013 and December 2013) regarding implementation of the new CalWORKs rules enacted by SB 1041.

Program Evaluation

- Four-year evaluation of recent SB 1041 program changes.

¹Implemented by SB 1041 (Chapter 47, Statutes of 2012)

CalWORKs: WTW 24-Month Time Clock

- Beginning in January 2013, CalWORKs clients have 24 cumulative months of additional flexibility to address employment barriers within the 48 months of adult eligibility for aid.
- During this new period of flexibility, able-bodied clients may receive the full array of CalWORKs services and supports with less restrictions and requirements.
- After the WTW 24-Month Time Clock, clients' participation requirements change and they are expected to meet federal work participation requirements.
- The federal requirements are 20, 30, or 35 hours per week based on family configuration including a "core" hourly requirement.
- "Core" activities are work or work-like, such as employment or community service.

CalWORKs Services and Time on Aid

	Prior Law	Adults' 48 Months On Aid		Adult Timed Out
		For 24 Months	After 24 Months	Post 48 Months
Aid to Adult (if meeting program requirements)	✓	✓	✓	
Aid to Child	✓	✓	✓	✓
Hourly Participation Requirements <i>(total hours per week/core hours required)</i>				
• Single parent with child under 6	32/20 core	20	20 core	n/a
• Single-parent families with children ages 6 and over	32/20 core	30	30/20 core	n/a
• Two-parent families	35/20 core	35	35/30 core	n/a
Core Hourly Requirement	✓		✓	n/a
Employment Services				
• Child care	✓	✓	✓	✓
• Supportive services	✓	✓	✓	✓ ¹

¹ Post 48-month services are provided at county option.

CalWORKs: WTW 24-Month Time Clock (continued)*WTW 24-Month Time Clock Extensions*

The WTW 24-Month Time Clock may be extended for clients who need more time to complete WTW plan goals. Circumstances to be considered for an extension to the WTW 24-Month Time Clock include, but are not limited to, a client who has achieved satisfactory progress in an education or treatment program that has a known completion date, a client that has encountered unique labor market barriers temporarily preventing employment, and a client that needs additional time due to a diagnosed learning or other disability. Extensions will be provided to approximately 20 percent of this population.

WTW 24-Month Time Clock Automation Status

- C-IV consortium automated July 2013 (39 counties)
- CalWIN consortium scheduled February 2014 (18 counties)
- LEADER consortium scheduled May 2014 (Los Angeles County only)

WTW 24-Month Time Clock Data

Statewide data is reported to the Welfare Data Tracking Implementation Project (WDTIP), which is the time-keeping system for the CalWORKs program. Clients who had their WTW 24-Month Time Clock tick in the displayed months are shown below for 36 of the 39 C-IV consortium counties.¹

	January 2013	July 2013	December 2013
Total	369	10,677	18,036

¹Amador, Butte, Calaveras, Colusa, Del Norte, El Dorado, Glenn, Humboldt, Imperial, Inyo, Kern, Kings, Lake, Lassen, Madera, Marin, Mariposa, Mendocino, Merced, Modoc, Monterey, Napa, Nevada, Plumas, Riverside, San Benito, San Bernardino, San Joaquin, Shasta, Siskiyou, Stanislaus, Sutter, Tehama, Trinity, Tuolumne, and Yuba (Alpine, Mono, and Sierra not included).

CalWORKs: New Early Engagement Investments

Online CalWORKs Appraisal Tool (OCAT)

- Standardized statewide WTW appraisal tool.
- CDSS contracting with ICF International (ICF) to customize, deploy, and implement tool (\$1.4 million).
- Customized tool for the State of California will be based on the publicly available Online Work Readiness Assessment (OWRA) tool, developed by ICF for the federal Administration for Children and Families.
- Two phases of customization and testing will occur to assist in the design and implementation of OCAT statewide:
 - Track One – Early Adopter testing of OWRA
 - Track Two – Pilot testing of customized OCAT
- 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.

Key Dates

- ❖ **February 25, 2014:** Contract execution date.
- ❖ **March 2014:** Early Implementation begins with OWRA tool.
- ❖ **March 2014 - July 2014:** Stakeholder meetings to implement and customize OCAT.
- ❖ **July 2014:** Pilot testing begins.
- ❖ **September 2014:** Customization of OWRA tool completed.
- ❖ **September 2014:** OCAT available statewide.

CalWORKs: New Early Engagement Investments

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
 - Barrier removal services
- Six months of clock-stopping (if good cause).
- FS addresses situations including, but not limited to:
 - Homelessness;
 - Domestic violence; and/or
 - Mental health or substance abuse-related needs.
- Clients who are in the WTW program are eligible for FS services.
- FS services are available to all family members, including children and unaided adults.
- Increased level and intensity of case management.
- Clients will have a “Stabilization Plan”.
- No minimum hourly participation requirements.
- Beginning April 2014, counties must submit information to CDSS regarding their FS program.
- For FY 2013-14, \$10.8 million was allocated to counties for FS.
For FY 2014-15, \$26 million has been estimated in the Governor’s Budget.

Key Dates

- ❖ **November 27, 2013:** FS allocation to counties.
- ❖ **February 4, 2014:** Implementation guidelines and expenditure claiming instructions released.
- ❖ **March 2014:** Counties to submit FS plans and release of the FS Request and Determination forms.
- ❖ **April 2014:** Release of FS Data Reporting Form.

Guidance Released

<i>CFL 13/14-32 FS Allocation</i>	November 2013
<i>ACL 14-12 Implementation Guidance</i>	February 2014
<i>CFL 13/14-35 Expenditure Claiming Instructions</i>	February 2014

Guidance Pending

<i>ACL 14-XX FS Request and Determination Forms</i>	March 2014
<i>ACL 14-XX FS Data Reporting Form</i>	April 2014

CalWORKs: New Early Engagement Investments

Expanded Subsidized Employment (ESE)

- Creates job opportunities:
 - Connection to the labor force
 - Build new skills
- Counties form partnerships:
 - Employers
 - Nonprofits
 - Public agencies
- Wages are fully or partially subsidized.
- Benefits the work participation rate (WPR)
- 8,250 new jobs
 - Many industries, often entry level
 - Job experience leading to unsubsidized work and self-sufficiency
- \$39.3 million allocated in FY 13/14 to 57 counties for ESE.
- County plans received by CDSS are under review for posting to the CDSS website.

Key Dates
❖ July 1, 2013: Effective date.
❖ SFY 2013-14: Program roll-out.
❖ SFY 2014-15: Full implementation anticipated.
❖ April 1, 2015: Information on outcomes due to Legislature.

Evaluation and Reporting

- Electronic county data reporting process begins spring 2014 for fiscal year 2013-14.
 - Number of CalWORKs recipients who entered subsidized employment.
 - Number of CalWORKs recipients who find unsubsidized employment.
 - Earnings of the program participants before and after the subsidy.
 - Impact on WPR.

Guidance Released

ACL 13-81 <i>ESE Program Implementation</i>	September 2013
CFL 13/14-22 <i>Claiming for the ESE Program</i>	September 2013
CFL 13/14-23 <i>County Allocations for the ESE Program</i>	September 2013

Guidance Pending

ACL 14-17 <i>ESE Data Reporting Guidelines</i>	March 2014
ACL 14-XX <i>ESE Questions and Answers</i>	April 2014
CFL 13/14-XX <i>Basic Funding Requirement and Operational Costs</i>	April 2014

CalWORKs: Accountability and Reporting

Reengagement

- Expanded WTW exemptions for families with young children (AB X4 4) were no longer available.
- Clients who met this exemption in December 2012 are not required to participate until they are reengaged by the county.
- Counties provided the process for reengaging clients and were required to submit reengagement “sequencing plans” to CDSS describing the timing, order, and type of client group (by time on aid clock, sanction, etc.) prior to beginning reengagement.
- All county sequencing plans are posted on the CDSS website at <http://www.cdss.ca.gov/calworks/PG3284.htm>.

Key Dates

- ❖ **January 1, 2013:** End of short-term young child exemption.
- ❖ **December 28, 2013:** Counties required to submit reengagement sequencing plans.
- ❖ **January 1, 2015:** All clients must be reengaged.

As of December 2012, an approximate 58,000 clients were in the population that needed to be reengaged.

County Survey

- 54 counties have begun reengagement.
- Over 18,000 clients have been reengaged as of November 30, 2013.
- Number of counties that have completed reengagement as of December 2013: 22
- Number of additional counties that will complete reengagement by June 2014: 11
- Number of additional counties that will complete reengagement by December 2014: 25

Examples of strategies counties used for reengagement sequencing included the following:

- One group, small population to reengage.
- Based on the level of participation (e.g., volunteering, status of 2nd parent, new young child exemption, school activity).
- When child would have aged out of exemption had it continued (exact date or month) or the age of the children.
- Renewal date, redetermination date, or next scheduled appointment.
- Time left on aid (least or most amount of time on aid remaining first).
- Based on the age of the qualifying child(ren) (0-23 months and 2-6 years).
- Early reengagement volunteers.

Guidance Released

ACL 13-01 *Reengagement*

ACL 12-53 *WTW 24-Month Time Clock Informing Notice Language (CW 2205)*

December 2012

October 2012

CalWORKs: Accountability and Reporting

SB 1041 Implementation County Field Monitoring Visits (FMV)

To promote the efficient and effective implementation of SB 1041, CDSS is providing timely oversight and ongoing monitoring of counties via one-day Field Monitoring Visits.

This collaboration with counties includes technical assistance with the ultimate goal that families receive the maximum benefit of the new flexibility available through the WTW 24-Month Time Clock.

Highlights from Field Monitoring Visits to date include:

Implementation Strategies

- Stakeholder workgroups resulting in comprehensive county training program, implementation guidance, job aids, and county specific forms.
- Reengagement teams and focused planning.
- Extended office hours and staff overtime to accomplish implementation goals.

Observations

- Organized approach and specialized workers to accomplish comprehensive discussions with all clients regarding program changes.
- Innovative programs to engage clients.
- Emphasis on client choice.
- Compressed implementation timeframe and pace of instruction by CDSS.
- Delayed automation implementation due to competing priorities such as ACA and SAR implementation.
- Clients grappled with a greater array of services options.
- Employed clients opting to maintain current participation hours.
- Some clients choosing to reduce hourly participation.

Key Dates
❖ May 3, 2013: ACWDL issued announcing FMVs.
❖ July 24, 2013: ACWDL releasing tentative schedule for 2013, agenda, and process guidelines.
❖ August 5, 2013: ACIN releasing FMV Tools.
❖ July-November 2013: CDSS visited 19 largest counties.
❖ January-December 2014: CDSS plans to visit an additional 20 counties.

Guidance Released

All County Welfare Director's Letter

All County Welfare Director's Letter

ACIN I-42-13 SB 1041 Field Monitoring Visit Tools

May 2013

July 2013

August 2013

CalWORKs: Accountability and Reporting

SB 1041 Survey Summary

The CDSS has conducted two county surveys (October 2013 and December 2013) regarding implementation of the new CalWORKs rules enacted by SB 1041.

The survey included questions on the following topics:

- Completion of comprehensive discussions for clients that had more than and less than 24 months remaining on their 48-month time limit of eligibility.
- Removing sanctions due to new participation requirements.
- Reengagement of clients who previously received a short-term young child exemption (see page 13 of this packet for survey results).

Survey Results Highlights

- Approximately 93 percent of all comprehensive discussions with clients have been completed.
 - *Counties continue to outreach to remaining clients who have not yet had a comprehensive discussion.*
- 843 sanctions were lifted due to clients meeting the new participation requirements of SB 1041.
- 54 counties have begun reengagement.
- Over 18,000 clients have been reengaged as of November 30, 2013.

CalWORKs: Accountability and Reporting

Program Evaluation

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 by January 1, 2018.

The RAND Corporation will conduct the four-year evaluation and develop three annual interim reports along with the final report to be provided to the legislature (\$9 million contract).

Counties that have agreed to participate in the evaluation include Sacramento, Fresno, Riverside, and Los Angeles. Identification of two additional counties is in process.

The five major components of the evaluation include:

1. **Process Study** – Study on how the SB 1041 changes were implemented. This study will focus on how the state and counties implemented the changes, how well clients understood the new rules, changes in county practices, and coordination among welfare programs.
2. **Recipient Status Study** – Point-in-time “snap shot” of the activities and service clients receive.
3. **Impact Study for CalWORKs Recipients** – This study will focus on 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** – This study will look at county staff levels and distribution, available state and county resources, supportive services payments, provision and timing of WTW activities to clients.
5. **Tracking Study** – A study of cohorts of clients over time, while on and after leaving aid. This study will focus on the activities and services clients engage in and receive, how fast clients are engaged, outcomes from services received, and outcomes after transitioning off of aid.

Key Dates

- ❖ **March 2014:** Projected contract execution
- ❖ **November 10 in each year of 2014, 2015, and 2016:** Interim reports from RAND due to CDSS
- ❖ **January 2013 to December 2016:** Four-year evaluation review period
- ❖ **September 2017:** Final report due to CDSS
- ❖ **January 2018:** Final report to the legislature

CalWORKs: Guidance Released 2012 – Current

The CDSS issued guidance to counties on the implementation of the WTW-24 Month Time Clock beginning October 2012 with a total of 14 letters released to date in addition to multiple letters released on other major program changes listed below.

WTW 24-Month Time Clock

14 letters total

ACL/ACIN	Subject	Date
ACL 12-53E	CW 2205 24-Month Time Clock informing notice	October 2012
ACL 12-67	WTW 24-Month Time Clock implementation instructions	December 2012
ACL 12-69	Hourly participation requirements	December 2012
ACIN I-08-13	WTW 24-Month Time Clock implementation training aid	February 2013
ACL 13-15	WTW 24-Month Time Clock Q&A 1	March 2013
ACL 13-37	WTW 24-Month Time Clock Q&A 2	March 2013
ACL 13-19	WTW 24-Month Time Clock WDTIP codes	March 2013
ACL 13-59	WTW 24-Month Time Clock Q&A 3	July 2013
ACL 13-52	New young child exemptions Q&A	July 2013
ACL 13-68	WTW 24-Month Time Clock Q&A 4	September 2013
ACL 13-72	WTW 24-Month Time Clock forms revisions	September 2013
ACL 13-76	SB 1041 implementation surveys	September 2013
ACL 14-09	Extensions to the WTW 24-Month Time Clock	February 2014
ACL 14-16	WTW-24 Month Time Clock Q&A 5	February 2014

Other CalWORKs Program Areas

24 letters total

CalWORKs and CalFresh Programs Joint Guidance

9 letters total

Other SB 1041/Early Engagement Guidance Previously Noted

11 letters total

Grand Total

58 letters total