

# Report to the Legislature on the Cal-Learn Program

2015



STATE OF CALIFORNIA  
Edmund G. Brown, Governor

HEALTH AND HUMAN SERVICES AGENCY  
Diana S. Dooley, Secretary

CALIFORNIA DEPARTMENT OF SOCIAL SERVICES  
Will Lightbourne, Director

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## Legislative Mandate

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Senate Bill (SB) 1041 (Committee on Budget and Fiscal Review, Chapter 47, Statutes of 2012, Section 22), added the following provision in law:

### **Welfare and Institutions Code 11334.6**

“(a) The Department shall provide to the budget committees of the Legislature, no later than February 1, 2013, and, notwithstanding Section 10231.5 of the Government Code, on February 1 annually thereafter, a report that includes all of the following information:

- (1) The number of counties implementing a Cal-Learn Program.
- (2) The number of recipients being served in each county with intensive case management services.
- (3) Outcomes for recipients, including graduation rates and repeat pregnancies.

(b) The report described in subdivision (a) shall be submitted in compliance with Section 9795 of the Government Code.”

A copy of this report can be obtained from:

### **California Department of Social Services**

Office of Legislation  
744 P Street, M.S. 8-16-32  
Sacramento, California 95814  
(916) 657-2623

An electronic copy of this report is accessible at: <http://www.cdss.ca.gov/cdssweb/PG2400.htm>

## Executive Summary

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### Introduction

This report describes the status and outcomes of the Cal-Learn program, as required by Senate Bill 1041 (Chapter 47, Statutes of 2012). Cal-Learn, established in 1993, is a mandatory statewide program for pregnant and parenting teens in families participating in the California Work Opportunity and Responsibility to Kids (CalWORKs) program.

The Cal-Learn program uses a combination of intensive case management, financial incentives, and supportive services—including child care, transportation and ancillary expenses, such as, books, school supplies, cap and gown, fees, etc.—to address the unique educational, health and other social service needs of CalWORKs pregnant and parenting teens. The Cal-Learn program provides the resources to help them graduate from high school or its equivalent, become independent, and form healthy families.

This report covers four years, from fiscal year (FY) 2010-11 to FY 2013-14, and displays a decline in the Cal-Learn caseload during that timeframe. In FY 2013-14, Cal-Learn served a monthly average of 7,756 pregnant and parenting teens, down from the 11,018 monthly average of FY 2010-11. This decline is similar to that observed in the overall U.S. birth rate among teens, and the even steeper decline in the California teen birth rate (females age 15-19), which has dropped 32.9 percent between 2008 and 2012.<sup>1</sup> Between 2011 and 2012, the rate declined eight percent.

The table below summarizes the level of participation and outcomes for the Cal-Learn program during the four years covered by this report.

### Comparison of Monthly Average Participation and Outcomes for Cal-Learn Teens

	2010-11	2011-12	2012-13	2013-14
Total Monthly Participants	11,018	10,324	9,315	7,756
Satisfactory Progress Bonuses	677	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	48

Source: STAT 45 monthly reports

\*Data collected for FY 2012-13 Repeat Pregnancies included April through December 2013 only.

<sup>1</sup>State of California, California Department of Public Health, *California Teen Births 2000-2012*, June 2014

## Results

### *Key Outcomes:*

- In FY 2013-14, satisfactory progress bonuses were provided to a monthly average of 5.2 percent of the Cal-Learn caseload, as compared to 4.2 percent in 2012-13. Program participants are eligible for up to four \$100 bonuses per school year when they turn in report cards indicating a 2.0 Grade Point Average (GPA) or higher.
- Graduation bonuses remained consistent over the four-year period, representing approximately 1.4 percent of average monthly teen participants. Program participants earn a one-time bonus of \$500 when they graduate.
- In FY 2013-14, sanctions were at the lowest point of the four years included in this report, at 1.9 percent of the average monthly caseload. Sanctions up to \$100 are the result of failing to submit report cards or maintain a minimum 1.0 GPA or equivalent.
- Repeat pregnancy data was collected beginning April 2013. During the first nine months of reported data (April to December 2013), an average of 51 Cal-Learn teens reported a new pregnancy each month. FY 2013-14 data showed a reduction in repeat pregnancies compared to FY 2012-13 with an average of 48; however, as a percentage of the Cal-Learn caseload, the two years are essentially equivalent, 0.5 percent and 0.6 percent, respectively.

## Methodology

The data in this report primarily comes from the Cal-Learn Program Teen Parent Monthly Status Report (STAT 45) that is completed by county welfare departments to provide information on pregnant and parenting teens to the California Department of Social Services (CDSS). Revision of the STAT 45 report was completed in order to collect data on Repeat Pregnancies beginning in April 2013, as required by statute. The STAT 45 report provides county, state, and federal entities with information needed for budgeting, staffing, program planning, and other purposes.

## **Background**

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### **Purpose**

This report describes the level of participation in the Cal-Learn program and selected program outcomes. The Cal-Learn program was suspended during FY 2011-12, prompting the data summary contained in this report. The report identifies the level of participation and outcomes for Cal-Learn program participants in the year prior to the suspension (FY 2010-11), during the suspension (FY 2011-12), the restoration period (FY 2012-13) and the year following restoration (FY 2013-14). This report was prepared using data provided to the CDSS by all 58 counties on monthly STAT 45 Data Reports.

### **State Law**

The Cal-Learn program was authorized by SB 35 (Chapter 69, Statutes of 1993) and SB 1078 (Chapter 1252, Statutes of 1993). Assembly Bill (AB) 2772 (Chapter 902, Statutes of 1998) changed the status of the Cal-Learn program from a five-year federal demonstration project to a permanent program.

Cal-Learn program agencies must meet the case management activity standards and scope of the Adolescent Family Life Program (AFLP). The AFLP is a program within the California Department of Public Health that addresses the social, health, educational, and economic consequences of adolescent pregnancy by providing comprehensive case management services to pregnant and parenting teens and their children. Those standards include case management activities such as arrangement and management of supportive services, development and review of the report card schedule, exemption and deferral recommendations, and recommendations for bonuses and sanctions.

SB 72 (Chapter 8, Statutes of 2011) suspended the Cal-Learn program from July 1, 2011, through June 30, 2012. During this time, case management services were restricted to what individual counties were able to provide through their Welfare to Work (WTW) programs. Pregnant and parenting teens in the program were required to participate in WTW, but because they were under the age of 20 and did not possess high school diplomas, their only requirement in WTW was to attend school.

In accordance with SB 1041, the Cal-Learn suspension ended July 1, 2012. Counties were given until March 31, 2013, to restore their Cal-Learn programs.

SB 1041 also required the CDSS to report the following information to the Legislature annually:

- The number of counties operating a Cal-Learn program.
- The number of recipients being served in each county with intensive case management services.
- Outcomes for recipients including graduation rates.
- The number of repeat pregnancies.

## **Report Organization**

The following sections of this report detail the data collected by the CDSS regarding the Cal-Learn program:

- County Restoration of Cal-Learn: this section provides the dates that counties restored their Cal-Learn program following the FY 2011-12 suspension. All 58 county Cal-Learn programs were restored by April 1, 2013. (page 8)
- Teen Parents Served by CalWORKs: this section displays the average monthly number of pregnant and parenting teens served under Cal-Learn in the four years covered by this report. This section also provides information on Exemptions, Good Cause, and Deferrals. (page 9)
- Outcomes of the Cal-Learn Program: this section presents data collected on satisfactory progress bonuses and graduation bonuses through the monthly STAT 45 report. Sanctions also are listed for the four-year time period along with data on Repeat Pregnancies beginning April 2013. (pages 10-11)
- Pregnant and Parenting Teens Chart: illustrates data collected from all 58 counties on the average monthly participants, satisfactory progress bonuses, graduation bonuses, and sanctions over a four year period. (pages 12-14)

## County Restoration of Cal-Learn

This section presents the restoration dates of each county's Cal-Learn program. The CDSS surveyed the 58 counties in May 2013 to determine the month of restoration of the Cal-Learn program. The table below contains the responses from the counties.

Restoration Month	Counties		
July 2012	Alpine Glenn Mono Santa Clara Sonoma	Amador Humboldt San Benito Santa Cruz Sutter	El Dorado Modoc Santa Barbara Sierra Tulare
August 2012	Del Norte	Mariposa	
September 2012	Imperial	Inyo	Los Angeles
	Nevada		
October 2012	Merced	Placer	Plumas
	Tehama	Yuba	
November 2012	Butte	Stanislaus	
December 2012	Napa	San Francisco	Ventura
January 2013	Calaveras	Kings	Mendocino
	Monterey	Sacramento	San Bernardino
	Siskiyou	Trinity	
February 2013	Contra Costa	Fresno	Madera
	San Mateo	Yolo	
March 2013	Lassen	Marin	Riverside
	Shasta	Solano	
April 2013	Alameda	Colusa	Kern
	Lake	Orange	San Diego
	San Joaquin	San Luis Obispo	Tuolumne

Source: CDSS survey, May 2013.

## **Teen Parents Served by CalWORKs**

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### **Teen Parents Served Under Cal-Learn Prior to the Suspension (FY 2010-11)**

Prior to the suspension, on average, counties reported 11,018 pregnant and parenting teens served each month with intensive case management during FY 2010-11.

### **Teen Parents Served During the Suspension (FY 2011-12)**

During the FY 2011-12 suspension, an average of 10,324 pregnant and parenting teens were served each month. The STAT 45 was modified to reflect the changed rules which governed the pregnant and parenting teens under the WTW Teen Parent program. While bonuses continued and the pregnant or parenting teens had no participation requirement besides attending school, there were differences in how the teens were served.

Under the Cal-Learn program, aid is available upon the verification of pregnancy, regardless of trimester. Part of the Cal-Learn suspension included the discontinuance of the statutory authority to serve pregnant teens upon the verification of pregnancy. Instead, eligibility of pregnant teens was restricted to those in the third trimester of pregnancy.

### **Teen Parents Served During the Cal-Learn Restoration (FY 2012-13)**

During the program's restoration in FY 2012-13, on average, 9,315 teens were served each month. Just over half of the counties had restored the Cal-Learn program by the end of calendar year 2012. All county Cal-Learn programs were restored by April 1, 2013.

### **Teen Parents Served Following the Cal-Learn Restoration (FY 2013-14)**

Following the Cal-Learn restoration in FY 2013-14, on average, 7,756 teens were served each month. This is a 25 percent reduction in Cal-Learn participants compared to FY 2011-12 and a 17 percent reduction as compared to FY 2012-13.

## **EXEMPTIONS/GOOD CAUSE/DEFERRALS**

Cal-Learn pregnant and parenting teens are not required to participate if exempted or deferred. Exemptions from the program include injury or illness, being expelled from school, and supportive services being unavailable for three months or more. Deferrals are granted if the county is unable to provide supportive services, there is a lack of case management, or if the pregnant and parenting teen has special needs or postpartum recovery. Special needs deferrals occur when the pregnant or parenting teens are severely restricted by factors beyond their control, such as car accidents or fires.

During the year of suspension, the WTW Teen Parent program did not allow deferrals but offered good cause. On average, approximately 119 pregnant and parenting teens were given good cause/exemptions each month during FY 2011-12. During the program restoration of FY 2012-13, an average of 52 teens were exempt from the program each month, and following restoration in FY 2013-14, an average of 38 teens were exempt from the program each month.

## Outcomes of the Cal-Learn Program

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### **STATISFACTORY PROGRESS/GRADUATION BONUSES**

This section presents the outcomes for pregnant and parenting teens in the Cal-Learn program from data collected by the CDSS through the STAT 45 monthly report. Graduation rates among Cal-Learn participants are expressed by the number of graduation bonuses issued to students.

Cal-Learn pregnant and parenting teens can earn two types of bonuses. One is a \$100 satisfactory progress bonus for earning a 2.0 GPA or higher, while the second one is a \$500 bonus for earning a high school diploma or equivalent. The satisfactory progress bonus is added to the family's grant, whereas the bonus for graduation is paid directly to the pregnant and parenting teen. Bonuses may be earned only once per quarter. If a Cal-Learn pregnant and parenting teen receives his or her high school diploma in the same quarter that he or she qualifies for a \$100 satisfactory progress bonus, that teen only receives the \$500 graduation bonus. A Cal-Learn pregnant and parenting teen would not receive the \$500 graduation bonus if he or she did not submit verification of graduation or if he or she fails the California High School Exit Examination and does not receive a diploma. Additionally, the Cal-Learn pregnant and parenting teen must be in the program for more than 90 days in order to earn the graduation bonus.

#### **Prior to the Suspension (FY 2010-11)**

On average, Cal-Learn pregnant and parenting teens earned 677 satisfactory progress bonuses and 158 graduation bonuses each month during FY 2010-11.

#### **During the Suspension (FY 2011-12)**

During the suspension period, WTW pregnant and parenting teens averaged 471 satisfactory progress bonuses and 144 graduation bonuses each month during FY 2011-12. Additionally, during the FY 2011-12 suspension, the STAT 45 was modified to reflect the changed rules. Information on the number of bonuses paid to pregnant and parenting teens continued to be collected during the suspension.

#### **During the Cal-Learn Restoration (FY 2012-13)**

During the Cal-Learn restoration in FY 2012-13, Cal-Learn and WTW pregnant and parenting teens earned an average of 393 satisfactory progress bonuses and 129 graduation bonuses each month.

#### **Following the Cal-Learn Restoration (FY 2013-14)**

Following the Cal-Learn restoration in FY 2013-14, on average, Cal-Learn pregnant and parenting teens earned 405 satisfactory progress bonuses and 106 graduation bonuses each month.

## **SANCTIONS**

Sanctions for Cal-Learn pregnant and parenting teens are the result of failing to maintain a minimum of a 1.0 GPA (or equivalent). The \$100 sanction was applied over two months as \$50 penalties to the family's grant, but is counted only once on the STAT 45 report.

In FY 2013-14, the monthly average of 149 pregnant and parenting teens sanctioned represents the lowest rate of sanctions in the four years covered by this report, at 1.9 percent of the monthly caseload. In the three previous years, the sanction rate was 3.1 percent in FY 2010-11, 2.2 percent in FY 2011-12, and 3.3 percent in FY 2012-13

There was a monthly average of 343 pregnant and parenting teens in sanction status in FY 2010-11, the year prior to the suspension. During the Cal-Learn FY 2011-12 suspension period, an average of 226 pregnant and parenting teens were in sanction status each month. During the FY 2012-13 restoration period, the monthly average was 307. These sanctions would be either the \$100 Cal-Learn sanction or a WTW sanction, depending on whether the sanction occurred during the year Cal-Learn was suspended.

During the year FY 2011-12 suspension, pregnant and parenting teens were moved into the WTW Teen Parent program and subject to WTW program sanction rules which are ongoing monthly financial sanctions for noncompliance, rather than the one-time financial penalty under Cal-learn rules that can occur when school report cards are issued. For both Cal-Learn and the WTW Teen Parent program, sanctions for lack of satisfactory progress are lifted when the recipient provides proof of satisfactory progress.

## **REPEAT PREGNANCIES**

As required by statute, the CDSS began requesting counties to report repeat pregnancies among Cal-Learn pregnant and parenting teens in April 2013. Data collected from April to December 2013 show a monthly average of 51 repeat pregnancies, or 0.5 percent of the average monthly Cal-Learn caseload of parenting teens. In FY 2013-14, the first full fiscal year of reported repeat pregnancy data by counties, an average of 48 Cal-Learn teens reported a new pregnancy each month, or 0.6 percent of the average monthly Cal-Learn caseload of parenting teens. This is a slight year-over-year increase.

## Pregnant and Parenting Teens Served and Outcomes Under Cal-Learn by County

Fiscal Year	Average Monthly Participants <sup>1</sup>				Satisfactory Progress Bonuses				Graduation Bonuses				Sanctions			
	2010-11	2011-12	2012-13	2013-14	2010-11 <sup>2</sup>	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>Statewide</b>	11,018	10,324	9,315	7,756	677	471	393	405	158	144	129	106	343	226	307	149
Alameda	166	176	184	161	5	7	10	6	3	2	3	4	2	1	4	2
Alpine	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Amador	1	0	2	3	0	0	0	0	0	0	0	0	0	0	0	0
Butte	88	89	78	65	4	7	8	6	2	4	3	1	5	2	3	1
Calaveras	1	2	3	1	0	0	0	0	0	0	0	0	0	0	0	0
Colusa	3	3	2	1	0	0	0	0	0	0	0	0	0	0	0	0
Contra Costa	199	158	139	72	10	9	6	3	3	2	2	1	5	1	0	3
Del Norte	15	13	15	14	2	1	2	1	1	1	1	1	2	0	0	1
El Dorado	9	3	5	6	0	0	0	0	0	0	0	0	0	0	0	0
Fresno	760	879	807	553	77	68	61	58	11	11	13	8	37	42	35	0
Glenn	8	4	7	9	0	0	1	1	0	0	0	0	0	1	0	1
Humboldt	34	27	29	24	4	1	1	1	1	0	1	0	1	0	1	1
Imperial	89	103	93	78	7	5	5	4	1	3	1	0	5	5	6	3
Inyo	0	2	2	3	0	0	0	0	0	0	0	0	0	0	0	0
Kern	453	566	512	454	30	32	25	33	7	9	8	7	19	28	50	30
Kings	87	88	48	42	6	6	1	3	2	2	0	1	1	2	1	2
Lake	19	18	19	12	3	2	0	0	1	0	1	0	2	1	1	1
Lassen	3	2	2	3	0	0	0	0	0	0	0	0	0	0	0	0
Los Angeles	3,227	2,221	2,138	1,984	129	77	75	90	33	32	25	22	58	6	0	10
Madera	68	76	59	47	7	3	2	3	1	1	0	1	3	0	1	1
Marin	19	8	9	5	0	0	0	0	1	0	0	0	0	0	0	0
Mariposa	5	3	2	3	0	0	0	0	0	0	0	0	0	0	0	0

## Pregnant and Parenting Teens Served and Outcomes Under Cal-Learn by County

Fiscal Year	Average Monthly Participants <sup>1</sup>				Satisfactory Progress Bonuses				Graduation Bonuses				Sanctions			
	2010-11	2011-12	2012-13	2013-14	2010-11 <sup>2</sup>	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
Mendocino	31	33	29	21	2	3	3	3	0	1	0	1	0	1	1	1
Merced	158	161	121	111	14	13	9	8	4	5	4	3	7	3	2	6
Modoc	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Mono	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0
Monterey	90	150	108	73	7	3	4	5	2	2	1	1	3	8	10	3
Napa	7	7	7	6	1	0	0	0	0	0	0	0	0	1	0	0
Nevada	6	9	12	9	0	0	1	0	0	0	0	0	0	0	0	0
Orange	436	398	348	259	17	13	10	8	6	5	6	5	19	11	35	2
Placer	23	17	14	15	3	1	1	1	0	0	0	1	2	1	1	0
Plumas	1	2	0	2	0	0	0	0	0	0	0	0	0	0	0	0
Riverside	806	655	564	522	36	17	10	24	0	7	6	5	10	15	25	10
Sacramento	489	714	658	700	47	31	25	20	8	6	7	6	19	0	4	9
San Benito	10	9	4	3	0	0	0	0	11	0	0	0	1	0	0	0
San Bernardino	1,256	1,074	985	887	70	59	41	49	0	13	15	16	8	17	35	23
San Diego	374	449	439	317	30	13	10	10	14	3	4	2	27	1	3	4
San Francisco	65	65	62	49	36	4	6	4	1	1	1	1	5	5	7	2
San Joaquin	351	354	336	286	14	5	5	8	5	6	4	2	22	15	34	0
San Luis Obispo	28	22	22	16	3	2	1	2	1	1	0	1	1	1	1	1
San Mateo	45	42	59	15	2	0	0	1	0	0	0	0	1	0	0	0
Santa Barbara	80	81	67	51	9	5	5	2	2	2	1	1	1	0	0	0
Santa Clara	263	229	156	105	17	16	10	5	4	4	3	1	7	3	3	4
Santa Cruz	51	49	41	33	4	3	2	2	2	1	1	1	2	0	0	1
Shasta	72	69	46	40	5	2	2	3	2	1	0	1	3	1	4	4

## Pregnant and Parenting Teens Served and Outcomes Under Cal-Learn by County

Fiscal Year	Average Monthly Participants <sup>1</sup>				Satisfactory Progress Bonuses				Graduation Bonuses				Sanctions			
	2010-11	2011-12	2012-13	2013-14	2010-11 <sup>2</sup>	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
Sierra	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Siskiyou	18	12	11	7	2	1	2	0	0	0	0	0	0	0	0	0
Solano	74	62	51	35	3	0	1	1	2	1	1	1	0	0	0	0
Sonoma	67	57	47	25	6	3	1	1	2	1	2	0	3	2	1	1
Stanislaus	228	267	245	173	13	23	17	12	6	6	6	4	6	11	18	12
Sutter	37	35	30	24	4	5	3	2	1	1	0	1	1	1	1	1
Tehama	28	25	18	16	2	2	2	2	1	1	0	0	2	2	1	1
Trinity	3	3	2	1	0	0	0	0	0	0	0	0	0	0	0	0
Tulare	413	591	479	290	31	20	16	17	7	6	5	5	41	31	14	2
Tuolumne	7	7	5	7	1	1	1	1	0	0	0	0	0	0	0	0
Ventura	158	151	121	69	8	4	4	3	2	1	2	1	9	1	1	4
Yolo	46	44	41	28	3	2	2	1	1	1	1	0	2	0	0	1
Yuba	43	39	32	20	3	2	2	1	1	1	1	0	1	6	4	1

Source: Averages are based on data collected from the STAT 45 report in October/November 2014

<sup>1</sup>Totals may not add exactly due to averaging

<sup>2</sup> FY 10-11 Satisfactory Progress Bonuses total has been corrected from 648 as reported in 2014 reports.

## Conclusion

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As a strategy for reducing teen pregnancy rates and long-term welfare dependency, the Cal-Learn program provides coordinated services designed to help teens become self-sufficient adults and responsible parents.

The Cal-Learn program is an integral part of CalWORKs and central to the goal of promoting self-sufficiency among economically disadvantaged families. Achieving a high school diploma or equivalent increases the likelihood that pregnant and parenting teens will ultimately become self-sufficient adults. In providing the support and encouragement these teens need, the Cal-Learn program assists thousands of pregnant and parenting teens earn high school diplomas or equivalents each year.