

CalWORKs

California Families on the Road to Self-Sufficiency

ANNUAL SUMMARY JANUARY 2016



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

The first version of the CalWORKs Annual Summary was published May 2015 and is available at <http://www.cdss.ca.gov/cdssweb/entres/pdf/CalWORKsAnnualSummary2015.pdf>.

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

Welfare and Institutions Code 11334.6(a)

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

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

The CalWORKs Annual Summary fulfills that reporting requirement.

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

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

The RADEP sample is composed of cases funded with federal TANF and state Maintenance-of-Effort (MOE) General Fund (GF) funding. Funding for a subset of CalWORKs cases (primarily safety-net cases) was shifted from TANF/MOE GF to Non-MOE GF over a period of several months in FFY 2014, and these cases were dropped from the FFY 2014 RADEP sample. Due to the timing of this shift, the FFY 2014 RADEP cannot be used to calculate caseload characteristics data. Therefore, this report displays caseload characteristics from the FFY 2013 RADEP. The RADEP data for FFY 2015 and subsequent years will again be appropriate for analysis of caseload characteristics.

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2016 CalWORKs Annual Summary - Executive Summary

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

The first of these reports, *The CalWORKs Annual Summary*, was presented in July 2015. This is the second iteration of the report, which will be presented each year to coincide with the budget calendar. The Annual Summary consists of nine chapters that highlight the components of the CalWORKs program required in the supplemental report language as well as other topics decided through an inclusive stakeholder process.

Highlights:

- The CalWORKs caseload has declined, but was responsive to the recession.
- Program reforms implemented in 2013 and 2014 are in various stages of development and expansion.
- A revised benefit and resource model infographic incorporates the Supplemental Poverty Measure for the first time, along with the National School Lunch Program and the new California Earned Income Tax Credit (Chapter 8).

Chapter Summaries:

Chapter One - Caseload Dynamics provides a comprehensive overview of the CalWORKs caseload. Chapter One includes 2013 data on the number of cases receiving CalWORKs assistance (563,785) delineated by case type (Child-Only cases are the largest segment of the CalWORKs caseload at 36.2 percent, followed by Single-Parent cases at 35.7 percent), cases in sanction status (32,295) and safety net status (73,933). Chapter one contains tables detailing the number of applications for aid (451,439) and the number of those applications approved (230,241) and denied (221,198) in the year. A longitudinal analysis of CalWORKs cases over time follows, illustrating benefits received, average time on aid (the median time on aid for Child-Only cases is 58.0 months; Single-Parent AUs' median time on aid is 25.0 months), and citizenship status of the CalWORKs client population (99 percent are either U.S. citizens or have legal non-citizen status).

Chapter Two - Benefit and Earning Levels provides information relating to maximum income levels.

- The chapter presents data describing the earnings distribution of CalWORKs cases, historical average CalWORKs grants, grant levels, and an account of participant employment activities that shows an increase of more than 10,000 CalWORKs individuals in unsubsidized employment since 2013.

Chapter Three - Fiscal Overview provides a brief financial picture of the CalWORKs program including funding sources. California receives the majority of funds for CalWORKs from an annual federal TANF block grant of \$3.7 billion, and the state contributes an additional \$2.9 billion in Maintenance-of-Effort (MOE) funding. A chart displaying the distribution of funds across various program components shows that approximately 90 percent of CalWORKs expenditures go to grants, services, child care, and mental health and substance abuse assistance programs.

Chapter Four – Program Chronology provides a brief history of CalWORKs and its predecessor programs, beginning with the 1935 federal Aid to Families with Dependent Children (AFDC) program and the programs that led up to the creation of CalWORKs in 1998 to today. Changes highlighted in the 2016 Annual Summary include statewide implementation of the Online CalWORKs Appraisal Tool (OCAT) and changes in eligibility for pregnant women.

Chapter Five – Welfare-to-Work Participation provides details of the differences between CalWORKs and TANF participation requirements.

- A quarterly analysis of the Welfare-to-Work caseload details a gradual decrease in WTW cases receiving exemptions, an increase in those cases in sanction status, and other categories remaining relatively unchanged from 2011 through 2015.
- The chapter continues with California’s work participation rate (WPR) trends through Federal Fiscal Year 2015.
- Chapter Five concludes with a description of California’s WPR compliance. The State has been in WPR noncompliance for several years and has been preliminarily assessed approximately \$899 million in federal penalties since 2007. Five Corrective Compliance Plans have been submitted to the Federal Administration for Children and Families to reduce or eliminate those penalties.

Chapter Six - Recent Program Changes and Outcomes describes the most significant recent changes in the CalWORKs program and provides updates on the impact of many of these recent program changes.

- 26,789 Online CalWORKs Appraisal Tool (OCAT) interviews were completed through November 2015, including 18,101 appraisals with recommendations for services.
- County participation in Expanded Subsidized Employment (ESE) programs increased, with 47 counties participating in ESE in Fiscal Year 2014-15 and the number of individuals entering subsidized employment growing from 1,771 in 2014 to 7,781 in 2015.
- An increasing number of CalWORKs clients will exhaust their 24 Month Time Clocks in 2016.
- 2,019 families have been permanently housed through the housing support program as of FY 2014-15.

Chapter Seven - Supportive Services provides details about the various supports CalWORKs families receive in addition to their cash aid, as well as the number and type of supportive

services provided to participants in the Welfare-to-Work program. Chapter highlights include the average monthly number of individuals receiving supportive services (approximately 21,000 were provided child care; 51,000 transportation; and 10,000 ancillary services statewide each month in the fourth quarter of FY 2014-15).

Chapter Eight - Poverty Measures and Poverty Rates describes how poverty is defined and measured, using both the Official Poverty Measure (OPM) and the Supplemental Poverty Measure (SPM) – concepts that are essential to understanding CalWORKs’ design and impact.

- The chapter details California’s poverty level using both measures (California’s OPM from 2010 through 2013 was approximately 16 percent and the state’s SPM was approximately 23 percent).
- The chapter compares the much greater share of California children in poverty served by CalWORKs compared to similar TANF programs across the nation (in 2014 CalWORKs served over 50 percent of the state’s children in poverty, compared to 19 percent for the nation).
- A revised benefit and resource model infographic details the benefits available to a “typical” CalWORKs family at various income levels and incorporates the SPM for the first time.

Chapter 9 – Research Funds and Program Oversight discusses the general purpose of CalWORKs program oversight: to review, monitor, and supervise the implementation of public policy. This chapter describes the ways in which oversight occurs in the CalWORKs program, including how research funds are used to strengthen and evaluate program performance. Chapter highlights include a table detailing the historical allocation of TANF research funds and a description of previous and ongoing research projects, including the multi-year SB 1041 Program Evaluation and various collaborative research projects with the University of California at Davis.

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, or absence of a parent, or unemployment of the principal wage earner.

Time Limits and Time Clocks

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

There are effectively three categories of “time clock” associated with the CalWORKs program:

- The TANF 60-month time limit refers to the cumulative lifetime 60-month federal cash aid time limit for adult recipients of aid;
- The CalWORKs 48-month time limit refers to the cumulative lifetime 48-month cash aid time limitation for adult CalWORKs recipients; and
- The Welfare-to-Work 24-Month Time Clock 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.

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

Parental Responsibility

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

certain conditions apply.

Benefit Levels

Grant levels and amounts vary according to family size, exempt status, and geographic location. Families in high cost-of-living areas (Region 1) receive slightly more money than families in other areas (Region 2 [see page 18]). 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), the Welfare to Work Act of 1997, established the CalWORKs Program in California. AB 1542 eliminated the Aid to Families with Dependent Children (AFDC) program and the Greater Avenues for Independence (GAIN) program and replaced them with the CalWORKs program.

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 means of living 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 in appropriate WTW activities 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 delineated by case type; the percentage of cases with individuals who are exempt from welfare-to-work participation requirements; cases in sanction, child-only, and safety-net status; tables illustrating the number of applications for aid and the number of those approved and denied; a longitudinal analysis of CalWORKs cases over time; and the benefits provided to CalWORKs recipients.

CalWORKs cases with an unaided but federally work-eligible adult (specifically, safety-net cases and cases in which the parent is a fleeing felon) are funded from state general fund (GF) that does not count toward the TANF Maintenance-of-Effort (MOE) as of Federal Fiscal Year (FFY) 2014; as a result, these cases are no longer included in the federally defined TANF program federal reporting purposes. Said another way, safety-net and fleeing felon cases have been “moved out” of the TANF program.

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

Key Terms in This Chapter

The CalWORKs caseload is characterized using the following key terms.

- **Assistance Unit (AU)** – An AU is a group of related persons living in the same home who have been determined to be eligible for CalWORKs and for whom cash aid has been authorized. An AU is sometimes referred to as a CalWORKs case. An AU or case differs from a “household” in that a household includes all persons in the same dwelling regardless of their relationship to members of the AU, or their eligibility for CalWORKs aid.
- **Definitions of Assistance Units (AU) Types:**
 - **Single-Parent** – 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 were removed from aid due to non-compliance with program requirements without good cause and compliance efforts have failed. Aid continues for the eligible children in the AU.
 - **Child-Only** or **Zero-Parent** – Cases in which only the children in the case are aided because the parents are ineligible due to immigration status or being an

- SSI recipient or a non-parental, non-needy caretaker is caring for the children.
- **Safety-Net** – Cases in which only the children in an AU are aided due to the parent(s) being discontinued for cash aid due to their reaching the 48-month lifetime assistance limit. Safety-net cases are funded with non-MOE state-only funds and not subject to federal TANF reporting rules.
- **TANF-Timed Out** – Cases in which the head of household or spouse of the head of household (parent, stepparent, or caretaker relative) has received federal TANF assistance for a total of 60 cumulative months and continues to be eligible for CalWORKs assistance.
- **Fleeing Felon** – A person who is fleeing to avoid prosecution, or custody, or confinement, after conviction for a crime or attempt to commit a crime that is a felony.

Long-Term Sanction – Cases with a parent/ caretaker who has been sanctioned due to failing or refusing to comply with Welfare-to-Work program requirements, without good cause, for 12 consecutive months or longer, without a break in aid of one month or more.

- **Time on Aid** – The total number of months a case has received assistance during a retrospective or “look-back” period. Time on aid is calculated by counting the total number of months aid has been received by the person on aid longest in the case since the start of the “look-back” period (for instance. in the last six or eight years).

Note on Data Sources

The CalWORKs Annual Summary provides data on several types of cases. Data does not always match precisely due to differences between data sources. Data from the Research and Data Enterprise Project (RADEP), a random sample of CalWORKs cases collected throughout a federal fiscal year and primarily used to fulfill federal data reporting requirements, is statistically accurate for that purpose but is subject to the usual limitations of sample data. Data from the Welfare-to-Work (WTW) 25 and 25a is reported monthly by each county and counts WTW eligible individuals. Variations in county reporting practices may result in inconsistencies across county WTW 25 and 25a data. In addition, different portions of the CalWORKs Annual Summary report caseload in terms of individuals, work-eligible individuals or families/cases.

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Table 1A. Characteristics of CalWORKs Cases: FFY 2013

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 table below are extrapolated from the sample to represent the whole CalWORKs caseload at the time the sample was drawn. Caution should be used when drawing conclusions about small subsets of populations due to the limited sample size for those populations in RADEP.

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%
Race/ Ethnicity						
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%
Language Spoken						
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%
Education						
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%

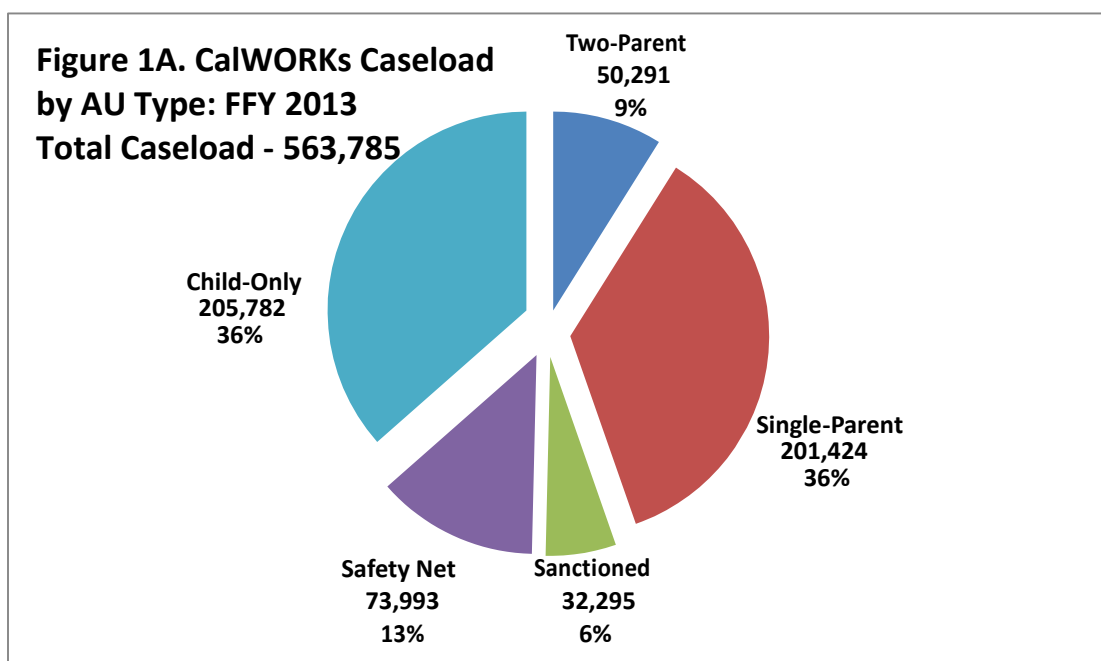
AU represents “assistance unit.” **Sanctioned** cases have no aided adult because the work-eligible adult is not complying with Welfare-to-Work program requirements and has been removed from the grant calculation (the family is aided with a child-only grant). **Safety Net** cases have no aided adult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

NOTES: Percentages may not add to 100 percent due to missing/unknown values. Safety-net cases were reported as caseload for TANF purposes in FFY 2013, but no longer are as of FFY 2014.

Table 1A. Characteristics of CalWORKs Cases (Continued)

Characteristic	Single-Parent	Two-Parent	Sanctioned	Child-Only	Safety	All Cases
Citizenship Status of Head of Household						
Citizen	91.5%	83.2%	91.7%	35.2%	90.1%	70.0%
Legal Non-Citizen	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%
Gender of Head of Household						
Female	92.6%	86.0%	84.4%	92.0%	94.0%	90.9%
Age of Children						
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	74.5%	78.3%	51.9%	45.2%	35.6%	57.8%

Data Sources: Characteristics based on FFY 2013 RADEP data, analyzed January 11, 2014. (The FFY 2014 RADEP is not used in this table because of the mid-year funding shift for safety-net cases; see p. ii for more information). Time on aid based on data from the Medi-Cal Eligibility Determination System (MEDS).



Characteristics of CalWORKs Cases

“Time on Aid” is a different calculation than the CalWORKs 48 Month Clock, as a case may receive assistance in a month that does not count toward their 48-Month Clock due to a qualifying exemption. Time on aid for Single-Parent and Two-Parent cases is calculated by counting the total number of months aid has been received by the *person* on aid longest in the case since the start of the “look-back” period. Time on aid for Safety Net/Fleeing Felon/Long-Term Sanction cases as well as Child-Only cases is determined by the *child* member on aid longest since the beginning of the “look-back” period.

“Average Months on Aid” is most useful for mathematical calculations (for example, for developing budget estimates).

“Median Months on Aid” is most useful for describing a typical case, as half of the cases would be below and half would be above this point.

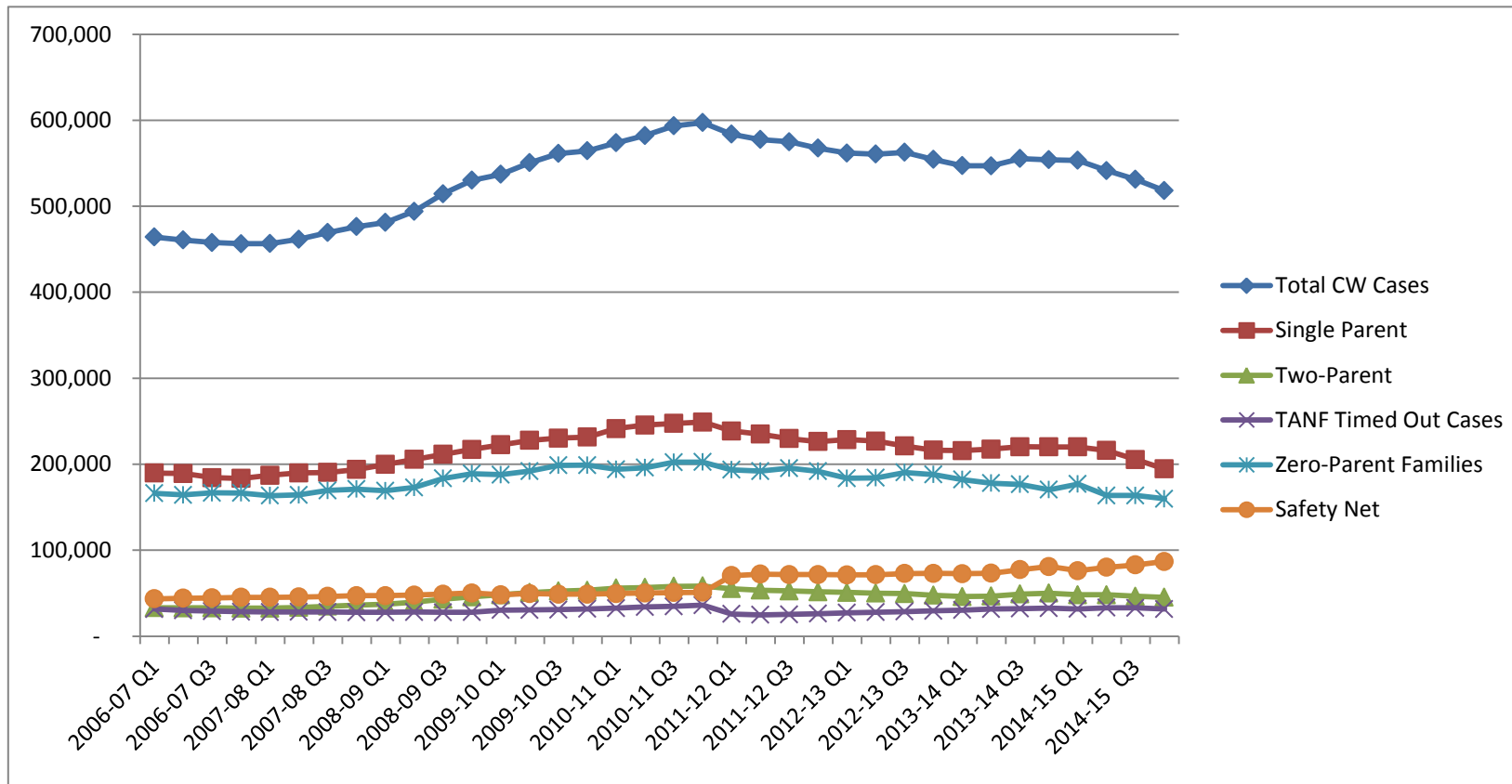
Table 1B. Time on Aid Characteristics of CalWORKs Cases

	Single-Parent	Two-Parent	Child-Only	Safety Net/FF/LTS	All Cases
Months of Aid Since 1998					
Average	41.1	30.8	78.8	100.3	62.0
Median	35.0	25.0	72.0	97.0	52.0
Months of Aid in Last 8 Years					
Average	32.3	26.6	59.5	69.2	46.7
Median	27.0	22.0	64.0	74.0	43.0
Months of Aid in Last 6 Years					
Average	29.2	24.9	49.8	55.6	39.9
Median	25.0	21.0	58.0	62.0	39.0

Data source: September 2015 MEDS Extract.

Figure 1B. CalWORKs Quarterly Caseload Analysis
FY 2006-07 through FY 2014-15

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



Data Source: [CA 237 CW](#)

**Table 1C. CalWORKs Quarterly Caseload Analysis:
FY 2006-07 through FY 2014-15**

	Total CW Cases	Single-Parent	Two-Parent	TANF Timed-Out Cases	Zero-Parent Families	Safety Net
FY 06-07 Q1	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 Q1	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 Q1	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 Q1	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 Q1	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 Q1	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 Q1	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 Q1	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
FY 14-15 Q1	553,354	220,183	48,142	31,795	176,981	76,253
Q2	541,377	216,023	48,258	33,210	163,670	80,217
Q3	531,242	205,380	46,376	32,937	163,702	82,847
Q4	518,120	194,577	45,191	31,589	159,875	86,888
Total	536,023	209,041	46,992	32,383	166,057	81,551

Data Source: [CA 237 CW](#)

CalWORKS Applications, Approvals and Denials: FY 2014-15

There were a total of 451,439 CalWORKs applications in FY 2014-15. Tables 1D, 1E, and 1F detail by county the number of CalWORKs applications that were approved (230,241) and denied (221, 198) in the 2014-15 state fiscal year and the reasons for those denials. Single-Parent families, the most common type of CalWORKs family, comprised the greatest number of applications, approvals, and denials.

Table 1D. CalWORKs Annual Application Approvals by County: FY 2014-15

	Total CW Applications Approved	Single-Parent	Two-Parent	TANF Timed out Cases	Zero Parent Families	Safety Net
Statewide	230,241	128,167	26,586	7,347	50,795	17,346
Alameda	6,059	3,528	627	142	1,128	634
Alpine	4	3	1	-	-	-
Amador	159	88	28	5	18	20
Butte	1,537	843	236	45	237	176
Calaveras	250	158	46	7	19	20
Colusa	104	49	16	3	27	9
Contra Costa	3,825	2,237	354	172	702	360
Del Norte	323	159	78	5	37	44
El Dorado	716	436	98	13	107	62
Fresno	8,602	4,341	1,236	248	1,743	1,034
Glenn	210	117	25	2	44	22
Humboldt	656	361	116	12	87	80
Imperial	2,255	1,371	395	48	259	182
Inyo	75	47	11	2	9	6
Kern	10,216	5,580	1,302	323	2,162	849
Kings	1,443	741	202	32	274	194
Lake	529	298	70	21	92	48
Lassen	238	133	41	7	28	29
Los Angeles	70,718	41,842	5,518	2,252	19,065	2,041
Madera	1,698	745	208	36	573	136
Marin	347	202	18	7	90	30
Mariposa	131	85	23	3	9	11
Mendocino	768	470	105	21	111	61
Merced	3,391	1,633	488	118	827	325
Modoc	83	41	23	1	12	6
Mono	17	13	-	-	2	2
Monterey	3,503	1,243	262	81	1,781	136
Napa	354	217	27	4	93	13
Nevada	286	177	48	14	25	22
Orange	8,730	4,660	983	150	2,527	410
Placer	1,149	670	176	29	169	105
Plumas	95	47	16	1	18	13
Riverside	14,693	8,652	1,949	361	2,515	1,216
Sacramento	11,452	5,916	1,771	452	1,603	1,710
San Benito	306	156	34	8	79	29
San Bernardino	22,014	12,129	3,061	962	3,574	2,288
San Diego	12,477	7,180	1,841	411	1,968	1,077
San Francisco	1,778	1,075	110	96	313	184
San Joaquin	6,710	3,619	993	177	1,198	723
San Luis Obispo	1,005	576	110	28	218	73
San Mateo	547	301	43	21	146	36
Santa Barbara	2,364	999	186	72	932	175
Santa Clara	4,126	2,253	488	98	1,011	276

**Table 1D. CalWORKs Annual Application Approvals by County: FY 2014-15
(continued)**

	Total CW Applications Approved	Single-Parent	Two-Parent	TANF Timed out Cases	Zero Parent Families	Safety Net
Santa Cruz	745	387	53	34	235	36
Shasta	1,452	784	233	45	237	153
Sierra	24	16	1	-	3	4
Siskiyou	375	185	71	10	53	56
Solano	2,158	1,263	241	56	332	266
Sonoma	1,392	864	105	58	291	74
Stanislaus	4,885	2,570	776	201	883	455
Sutter	805	403	136	25	152	89
Tehama	578	286	88	24	117	63
Trinity	75	41	11	3	9	11
Tulare	6,815	3,248	897	222	1,574	874
Tuolumne	360	202	62	18	47	31
Ventura	3,117	1,713	308	116	798	182
Yolo	829	462	127	24	139	77
Yuba	688	352	114	21	93	108

Source: [CA 237 CW](#), Line Items 7a & 7B.

Table 1E. CalWORKs Annual Application Denials by County: FY 2014-15

	Total CW Applications Denied	Single-Parent	Two-Parent	TANF Timed out Cases	Zero Parent Families	Safety Net
Statewide	221,198	142,680	30,904	1,785	42,427	3,402
Alameda	5,054	3,154	486	33	1,217	164
Alpine	3	3	-	-	-	-
Amador	222	164	53	1	3	1
Butte	1,573	1,142	329	14	69	19
Calaveras	251	205	38	-	5	3
Colusa	133	88	28	-	14	3
Contra Costa	4,561	2,196	465	27	1,791	82
Del Norte	295	207	55	5	21	7
El Dorado	733	570	92	4	63	4
Fresno	4,968	2,496	570	40	1,698	164
Glenn	163	93	49	2	19	-
Humboldt	1,608	1,222	244	12	103	27
Imperial	1,757	1,292	387	8	45	25
Inyo	92	60	27	1	3	1
Kern	13,205	11,383	1,176	72	468	106
Kings	2,016	1,762	196	7	28	23
Lake	496	330	121	2	34	9
Lassen	252	178	54	2	14	4
Los Angeles	47,502	27,470	7,149	692	11,480	711
Madera	1,685	1,058	368	6	227	26
Marin	586	503	46	3	31	3
Mariposa	124	94	15	4	7	4
Mendocino	462	392	48	-	18	4
Merced	2,211	1,579	377	23	206	26
Modoc	59	47	7	-	2	3
Mono	34	26	8	-	-	-
Monterey	5,725	3,905	966	13	830	11
Napa	347	290	29	2	22	4
Nevada	537	422	105	1	6	3
Orange	6,195	2,949	659	42	2,462	83
Placer	1,304	763	310	1	222	8
Plumas	116	83	21	-	10	2
Riverside	22,466	17,198	3,385	118	1,574	191
Sacramento	9,881	4,104	1,150	91	4,125	411
San Benito	344	289	35	-	17	3
San Bernardino	27,596	20,829	5,027	147	1,299	294
San Diego	15,404	8,709	1,142	99	5,218	236
San Francisco	1,602	1,056	121	18	369	38
San Joaquin	7,305	5,797	1,070	42	333	63
San Luis Obispo	938	384	73	2	454	25
San Mateo	2,544	1,431	195	22	873	23
Santa Barbara	2,439	1,094	263	16	1,007	59
Santa Clara	3,230	1,511	337	23	1,296	63

**Table 1E. CalWORKs Annual Application Denials by County: FY 2014-15
(continued)**

	Total CW Applications Denied	Single-Parent	Two-Parent	TANF Timed out Cases	Zero Parent Families	Safety Net
Santa Cruz	770	351	78	4	321	16
Shasta	1,785	1,269	392	15	84	25
Sierra	7	7	-	-	-	-
Siskiyou	484	345	109	4	25	1
Solano	1,839	1,225	138	17	400	59
Sonoma	977	712	78	6	174	7
Stanislaus	6,659	4,468	1,405	42	671	73
Sutter	961	700	186	2	64	9
Tehama	729	531	149	4	33	12
Trinity	93	65	22	-	4	2
Tulare	3,399	1,585	403	47	1,205	159
Tuolumne	220	144	56	3	14	3
Ventura	3,320	1,710	285	30	1,242	53
Yolo	1,080	418	140	11	482	29
Yuba	857	622	187	5	25	18

Source: [CA 255 CW](#), Line Item 1.

Table 1F. CalWORKs Annual Application Denials by Reasons by County: FY 2014-15

Table 1F illustrates the reasons for application for aid denials in the 2014-15 state fiscal year. Of the 221,198 applications denied in the year, the most common reason (41 percent) was for failure to comply with procedural requirements (91,060); the next most common reason (32 percent) was denial for lacking either a child eligible for CalWORKs or a child deprived of support or care (71,628).

	Total Denials	Failure to Comply	No Eligible Child/No Deprivation	Financial	Other
Statewide	221,198	91,060	71,628	49,153	9,357
Alameda	5,054	1,552	1,419	1,640	443
Alpine	3	3	-	-	-
Amador	222	154	31	34	3
Butte	1,573	1,107	226	199	41
Calaveras	251	149	50	47	5
Colusa	133	79	14	38	2
Contra Costa	4,561	1,927	1,691	738	205
Del Norte	295	156	65	67	7
El Dorado	733	446	172	94	21
Fresno	4,968	1,664	2,153	1,025	126
Glenn	163	106	20	35	2
Humboldt	1,608	933	441	198	36
Imperial	1,757	1,063	211	418	65
Inyo	92	42	12	33	5
Kern	13,205	7,287	3,405	2,226	287
Kings	2,016	712	790	442	72
Lake	496	394	32	67	3
Lassen	252	99	73	74	6
Los Angeles	47,502	16,234	17,257	11,231	2,780
Madera	1,685	976	304	366	39
Marin	586	239	206	133	8
Mariposa	124	51	52	19	2
Mendocino	462	242	84	127	9
Merced	2,211	1,356	263	546	46
Modoc	59	28	7	23	1
Mono	34	19	8	7	-
Monterey	5,725	2,244	1,766	1,590	125
Napa	347	273	8	64	2
Nevada	537	227	162	129	19
Orange	6,195	1,517	2,338	1,867	473
Placer	1,304	437	696	64	107
Plumas	116	85	10	19	2
Riverside	22,466	11,444	5,649	4,963	410
Sacramento	9,881	3,628	3,360	2,126	767
San Benito	344	265	7	66	6
San Bernardino	27,596	12,296	8,497	6,194	609
San Diego	15,404	4,530	7,007	2,952	915

	Total Denials	Failure to Comply	No Eligible Child/No Deprivation	Financial	Other
San Francisco	1,602	494	516	374	218
San Joaquin	7,305	2,856	2,582	1,589	278
San Luis Obispo	938	332	403	159	44
San Mateo	2,544	948	738	740	118
Santa Barbara	2,439	899	889	557	94
Santa Clara	3,230	1,112	1,094	772	252
Santa Cruz	770	291	339	117	23
Shasta	1,785	1,109	301	330	45
Sierra	7	2	2	3	-
Siskiyou	484	229	143	97	15
Solano	1,839	608	671	468	92
Sonoma	977	348	431	158	40
Stanislaus	6,659	3,522	1,626	1,322	189
Sutter	961	635	94	199	33
Tehama	729	572	47	97	13
Trinity	93	70	8	14	1
Tulare	3,399	814	1,358	1,152	75
Tuolumne	220	122	26	66	6
Ventura	3,320	1,075	1,396	746	103
Yolo	1,080	540	299	189	52
Yuba	857	518	179	143	17

Source: [CA 255 CW](#), Line Items 2-10.

NOTES

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

No Eligible Child refers to the CalWORKs requirement that the family include a minor child who resides with a custodial parent or other adult caretaker relative of the child.

No Deprivation refers to the CalWORKs requirement that a child live in a home where at least one parent is absent, deceased, or not working, or is considered disabled.

Financial refers to CalWORKs requirements that applicants must have earned income below the stated earned income limits for the family size. Applicant limits for unearned income are generally \$1 less than the Minimum Basic Standard of Adequate Care (MBSAC). Applicants with property valued at more than \$2,250 or \$3,250 (if over 60 or disabled) are ineligible.

Other includes cases not approved for reasons not previously listed, including but limited to nonresident status; the application was cancelled or withdrawn; and the client moved and/or cannot be located.

Chapter 2 – Benefits, Earnings Levels, and Employment

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, historical average CalWORKs grants, grant levels, income level limits for recipients, and an account of participant employment activities.

Key Terms in This Chapter

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

CalFresh – CalFresh is California’s version of the federal Supplemental Nutritional Assistance Program (SNAP). The CalFresh program helps to improve the health and well-being of qualified California households and individuals by providing monthly 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 (ineligible due to immigration status, SSI recipient, or non-needy caretaker relative) – Child-only cases are 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, whether the adults in the household are able to work (exempt or non-exempt), and the geographical location of the family residence (Region 1 or Region 2).

MAP Exempt – The MAP for families with adults who are unable to work because of a temporary or permanent incapacity and cases where no adult is receiving aid (e.g., child-only cases) is higher than for those with adults who are able to work. This higher

MAP amount is called the MAP exempt level.

Non-Exempt MAP – The MAP for families with adults who are able to work is lower than for those with adults who are unable to work. This lower MAP amount is called the Non-Exempt MAP.

Maximum CalFresh Allotment (MCA) – The MCA is the maximum food aid benefit level a family may receive from CalFresh. The MCA varies according to family size 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 to determine an applicant family's eligibility for CalWORKs. If a family's income falls below the MBSAC (after an initial \$90 earned income disregard) for the region in which they reside, they may be eligible for CalWORKs assistance.

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

Region 1 counties (higher cost of living): Alameda, Contra Costa, Los Angeles, Marin, Monterey, Napa, Orange, San Diego, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Solano, Sonoma, and Ventura.

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

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

Sanction – Sanctioning is the process by which parent(s) are removed from CalWORKs support because at least one failed to comply with welfare to work program requirements without good cause, and county staff compliance efforts failed. (Eligible children continue to receive funding.)

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Table 2A. CalWORKs Maximum Aid Payment (MAP) Levels
 Effective April 1, 2015

The Maximum Aid Payment (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, whether the adults in the household are able to work (exempt or non-exempt), and the geographical location of the family residence (Region 1 or Region 2).

Region 1¹

Assistance Unit Size	Maximum Aid Payment Exempt	Maximum Aid Payment Non-Exempt
1	\$387	\$350
2	\$636	\$569
3	\$788	\$704
4	\$936	\$840
5	\$1,065	\$954
6	\$1,197	\$1,072
7	\$1,315	\$1,178
8	\$1,434	\$1,283
9	\$1,549	\$1,387
10 or more	\$1,665	\$1,490

Region 2¹

Assistance Unit Size	Maximum Aid Payment Exempt	Maximum Aid Payment Non-Exempt
1	\$369	\$331
2	\$607	\$541
3	\$751	\$670
4	\$891	\$799
5	\$1,017	\$909
6	\$1,141	\$1,021
7	\$1,254	\$1,120
8	\$1,366	\$1,222
9	\$1,477	\$1,321
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> (<http://www.cdss.ca.gov/research/PG278.htm>).

¹California 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 Enacted 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 disregard to \$225 disregard to an initial disregard of \$112 disregard), 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	Resources	FFY 2008	FFY 2012
Single-Parent Aided Adult Cases - With and Without Income (AU of 3)			
Aided Adult No income Family of 3 AU of 3	Maximum Aid Payment ¹	\$723	\$638
	CalFresh Benefit ²	\$348	\$474
	Income	\$0	\$0
	Total	\$1,071	\$1,112
Aided Adult With income Family of 3 AU of 3	Avg. Grant	\$467	\$473
	Avg. CalFresh Benefit	\$272	\$394
	Avg. Countable Income ³	\$897	\$721
	Avg. "Spendable" Income	\$1,636	\$1,589
Cases with No Aided Adult (AU of 2)			
Sanctioned 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
Child-Only 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
Safety-Net 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.

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

²CalFresh Benefit for a single-parent AU of 3 with no income calculated using the 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.

³Countable 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)

Table 2C displays the average monthly CalWORKs caseload and grant, as well as the MAP and maximum CalFresh allotment for Fiscal Years 2007-08 through 2015-16.

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	\$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 ³	535,532	\$492	\$704	\$497
2015-16 ⁴	505,504	\$512	\$704	\$511

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

¹ California's grant levels are divided into two regions based roughly on cost of living. This chart reflects 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.

² 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.

³ The CalWORKs MAP for an AU of three increased to \$704 April 1, 2015.

⁴ Represents projections from the 2015-16 Appropriation. Prior years reflect actual data based on the CA 800 Expenditure Report.

Table 2D. CalWORKs Recipient Earned Income Limits: FY 2015-16

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 would become ineligible for CalWORKs. These limits apply only to earned income. The limits for unearned income would vary based on the types of unearned income received by the family.

The 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 and less \$90 for earned income must be below the MBSAC levels in order to qualify for CalWORKs.

Assistance Unit Size	Region 1 ¹		Region 2 ¹	
	Applicant Family	Recipient Family	Applicant Family	Recipient Family
	FY 2015-16 MBSAC ²	Maximum Earned Income Limit Non-Exempt	FY 2015-16 MBSAC ²	Maximum Earned Income Limit Non-Exempt
1	\$619	\$925	\$587	\$887
2	\$1,014	\$1,363	\$964	\$1,307
3	\$1,257	\$1,633	\$1,194	\$1,565
4	\$1,492	\$1,905	\$1,419	\$1,823
5	\$1,703	\$2,133	\$1,621	\$2,043
6	\$1,915	\$2,369	\$1,822	\$2,267
7	\$2,105	\$2,581	\$1,997	\$2,465
8	\$2,291	\$2,791	\$2,181	\$2,669
9	\$2,485	\$2,999	\$2,356	\$2,867
10	\$2,698	\$3,205	\$2,566	\$3,061

¹California is divided into two regions based roughly on cost of living, Region 1 (higher cost of living) and Region 2 (lower cost of living).

²For applicant families, add \$24 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: FFY 2013

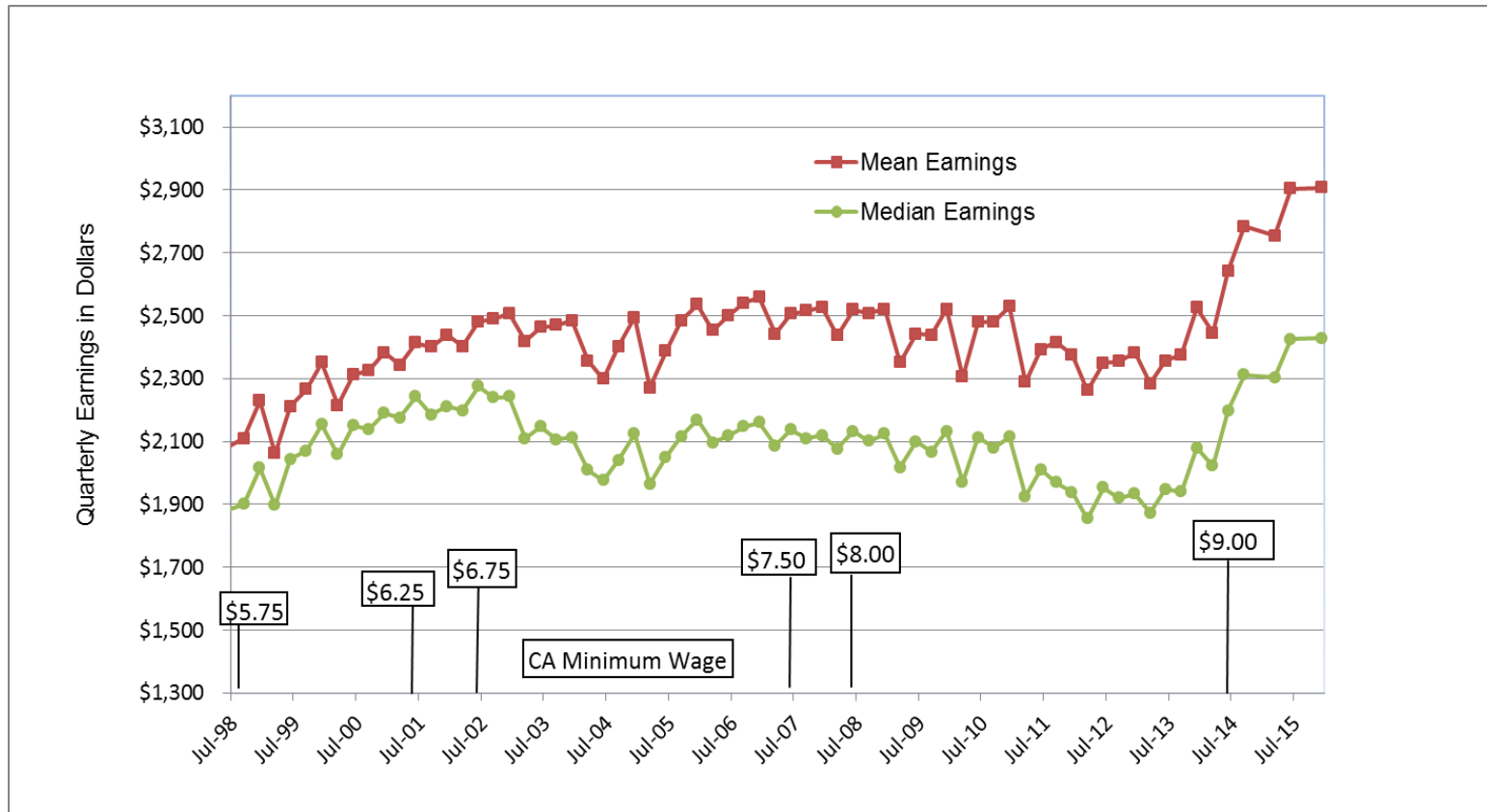
RADEP provides a look at the distribution of CalWORKs cases by amount of earned income. This table shows the number of children and adults in cases with earnings grouped by \$100 increments, and the proportion of those cases in relation to the whole. The second column displays only CalWORKs cases that 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					
	Number of Children	% of Total	Number of Adults	% of Total	Number of Cases	% of Total	Number of Children	% of Total	Number of Adults	% of Total	Number of Cases	% of Total
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%
TOTAL	724,463	100%	278,871	100%	367,313	100%	1,139,144	100%	286,463	100%	563,706	100%

Data Source: FFY 2013 RADEP

Figure 2A. Quarterly Earnings for CalWORKs Adult Recipients: 1998-2015

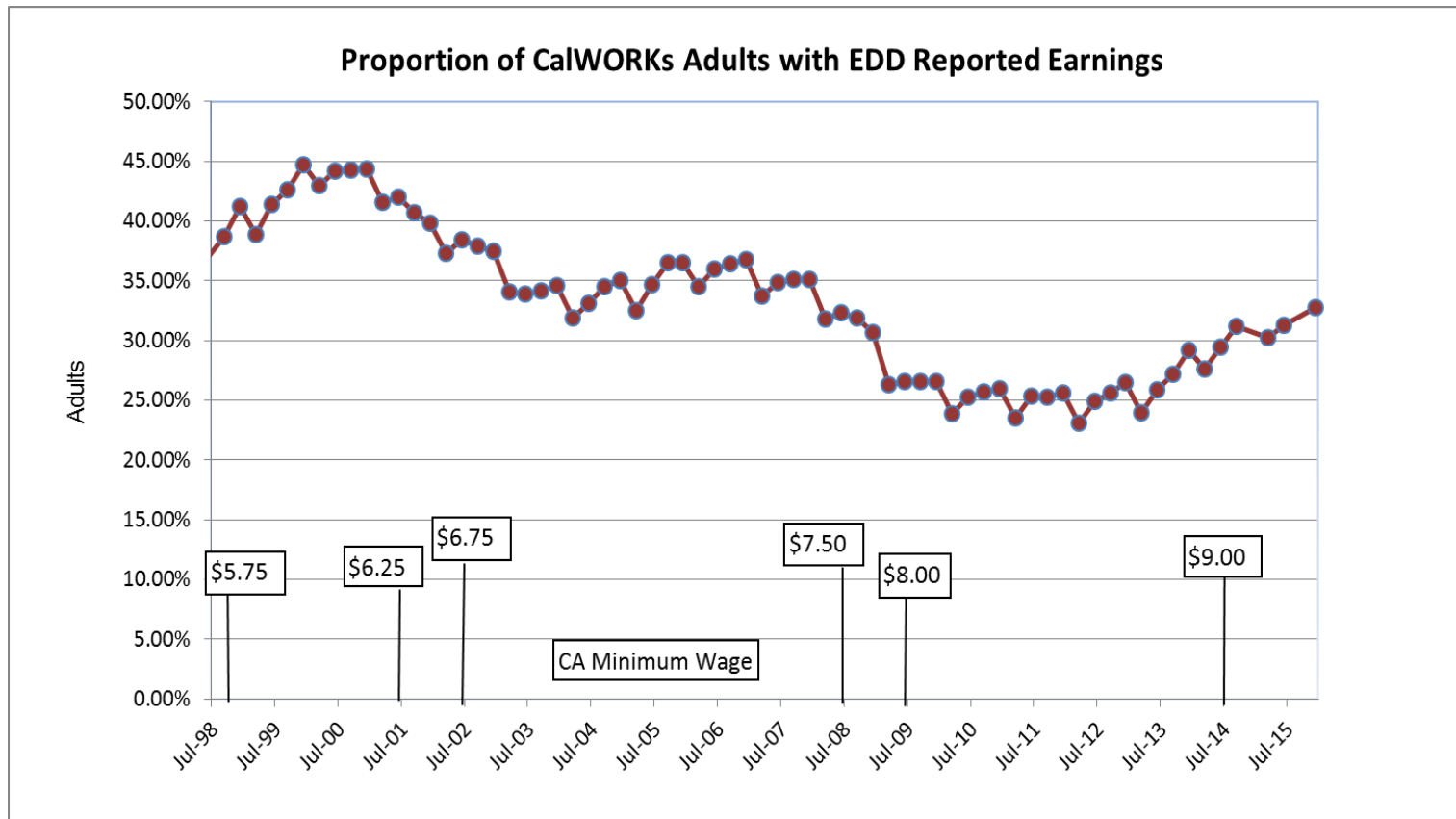
The following charts display the latest data available for CalWORKs recipients with earnings and provide an historical look at the quarterly earnings of CalWORKs adult recipients as reported by the Employment Development Department (EDD). The chart on this page shows the trend in the median and mean value of earnings of CalWORKs adults from 1998 through June 2015. 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 though the most recent quarter shows little change based on preliminary data.



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: 1998-2015

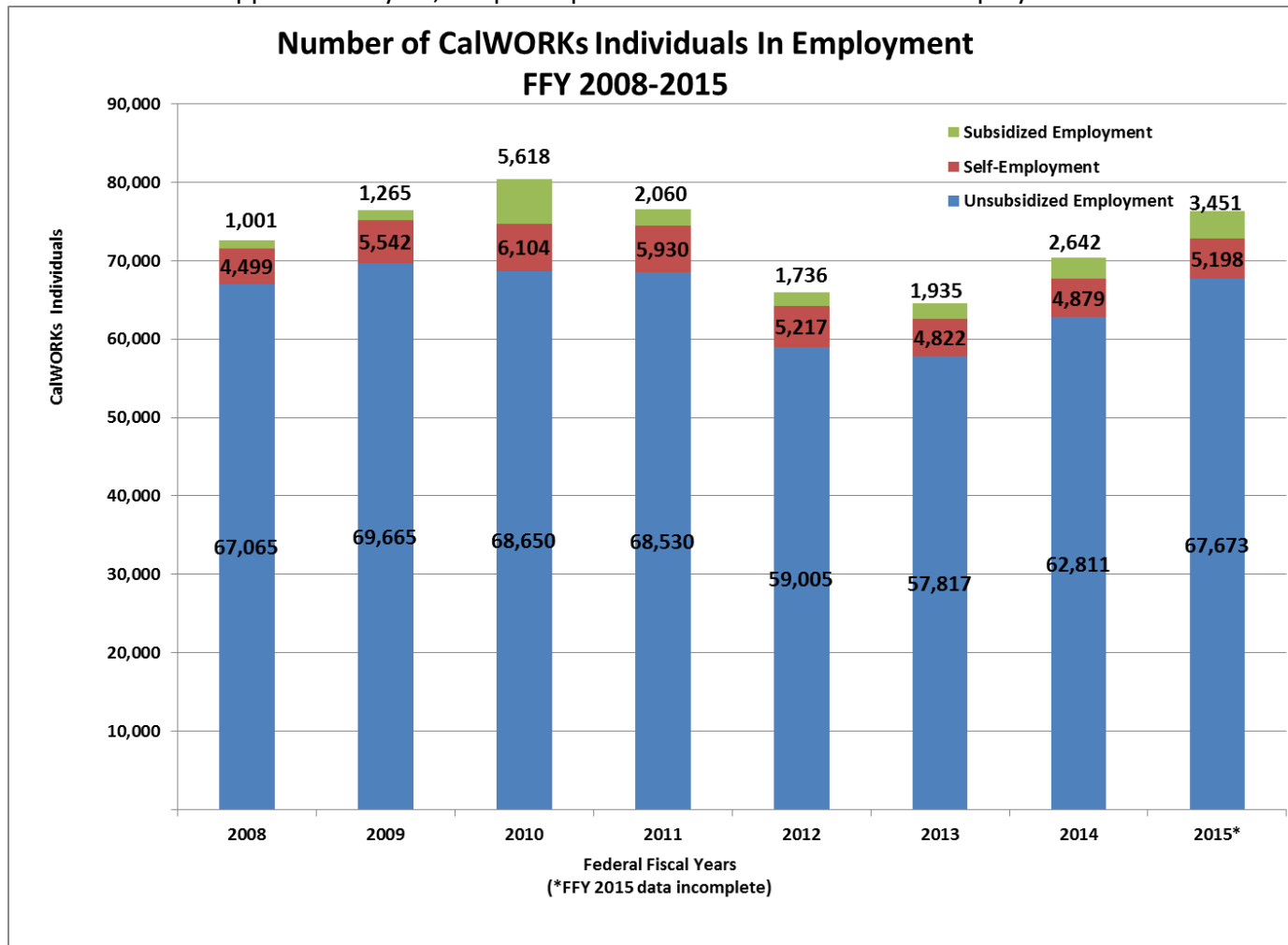
This chart illustrates changes in the percentage of CalWORKs adults with earnings between July 1998 and June 2015. The percentage of CalWORKs adult recipients with earnings has risen from 24 percent in the first quarter of 2013 to above 31 percent in the second quarter of 2015, a level last reached in 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>.

Figure 2C. Number of CalWORKs Individuals in Employment: FFYs 2008-2015

The figure below provides the trend in the number of CalWORKs individuals in employment activities from FFY 2008 to FFY 2015 and displays the increases achieved in each of the employment categories (Subsidized, Unsubsidized, and Self-Employment) since FFY 2013. Of note is the approximately 10,000 participant increase in Unsubsidized Employment from FFY 2013 to FFY 2015.



Source: [WTW 25](#) and [WTW 25A](#); displays average monthly data based on federal fiscal years.

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 TANF block grant of \$3.7 billion. 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 2015-16, approximately 90 percent of CalWORKs expenditures went to grants, services, child care, and mental health and substance abuse assistance programs. CalWORKs administrative and services funding is provided in an annual Single Allocation to California counties, which administer the program at the local level. TANF/MOE funds not allocated to CalWORKs are used to fund programs such as Tribal TANF, an assistance program for Native Americans residing on tribal lands; 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.

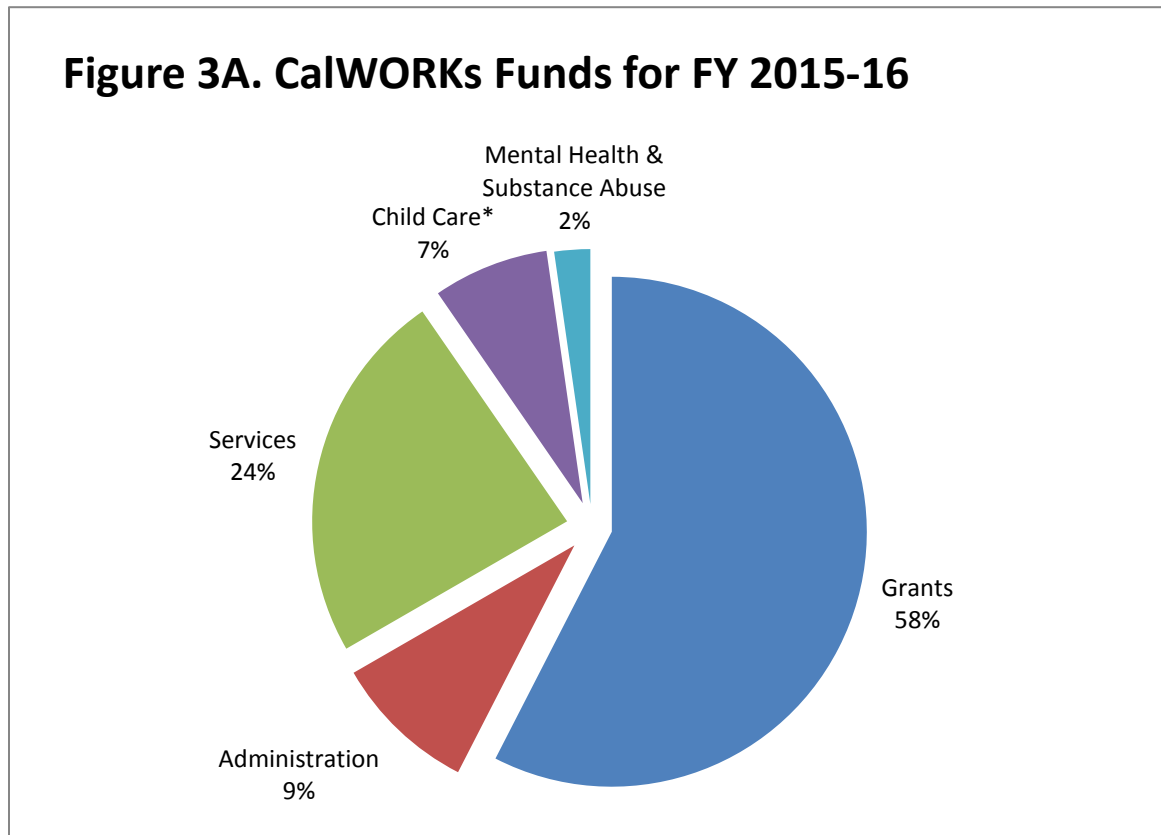
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Fiscal Overview of the CalWORKs Program

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).



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

Table 3A. CalWORKs Funding by Program Area & Fund Sources: FY 2015-16

Funding by Program Area for FY 2015-16 Appropriation (in millions)			Fund Sources for FY 2015-16 Appropriation (in millions)	
Grants	\$ 3,215	58%	TANF in CalWORKs ¹	\$ 2,601
Administration	\$ 510	9%	Maintenance of Effort (MOE)	\$ 2,212
Services	\$ 1,325	24%	Other Funds (Non-MOE GF, Title XX)	\$ 774
Child Care	\$ 410	7%		
Mental Health & Sub. Abuse	\$ 127	2%		
Total Funds	\$ 5,587	100%	Total Funds	\$ 5,587

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

¹ 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 2015-16

	FY 2015-16 Appropriation (in Millions)					Total
	TANF	MOE		Non-MOE	Title XX	
		GF	County	GF/County		
CalWORKs¹	\$2,601	\$485	\$1,727	\$614	\$160	\$5,587
Cash Assistance Grants						\$3,215
Administration						\$510
Services						\$1,325
Mental Health & Substance Abuse						\$127
Child Care						\$410
CDSS Programs (Not CalWORKs)	\$411	\$212	\$17			\$640
Tribal TANF	\$83	\$78	\$0			\$161
WINS	\$0	\$30	\$0			\$30
Other CDSS Programs ²	\$328	\$104	\$17			\$449
Other State Agencies (Not CDSS)	\$539	\$599	\$0			\$1,138
Community College	\$0	\$35	\$0			\$35
CDE Child Care Programs	\$0	\$552	\$0			\$552
Child Support Pass-Through Payment	\$0	\$12	\$0			\$12
Student Aid Commission	\$521	\$0	\$0			\$521
TANF Pass-Through for State Agencies	\$18	\$0	\$0			\$18
Total Spent in All Programs	\$3,551	\$1,296	\$1,744	\$614	\$160	\$7,365

COUNTY FUND SOURCES	
CalWORKs MOE and Non-MOE Expenditures	FY 2015-16
2.5 Percent of CalWORKs Grants	\$76
CalWORKs MOE Subaccount	\$1,121
Realignment Family Support Subaccount	\$742
Child Poverty & Family Suppl. Subaccount	\$287
Total	\$2,226

GF EXPENDITURES ³	
	FY 2015-16
GF in CalWORKs	\$601
Total GF in All Programs	\$1,411

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)

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

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

³For 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) – AFDC was established by the Social Security Act of 1935 as a grant program to enable states to provide cash welfare payments for needy children who had been deprived of parental support or care because their father or mother was absent from the home, incapacitated, deceased, or unemployed.

Earned Income Disregard (EID) – The EID is the amount of earnings subtracted from income for determining a CalWORKs cash grant. The maximum has varied with changes in the law. In October of 2013 it was set to the first \$225 in earned income and 50 percent of remaining earned income for all CalWORKs cases.

Earned Income Tax Credit (EITC) – The EITC is 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.

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

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

Semi-Annual Reporting (SAR) – SAR requires households receiving assistance to report

income on a semi-annual basis.

Temporary Assistance for Needy Families Program (TANF) – TANF is a federal program that replaced AFDC and now funds CalWORKs. 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

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

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

2004

Work Participation – *W&IC section 11325.21*

The 18/24 month time limit was eliminated and counties were required to universally engage all non-exempt adults in work activities (WTW program) within 90 days of applying for CalWORKs. Unless exempt from work requirements, adults were required to participate in at least 20 hours per week of core activities (employment, work experience, on-the-job training, work-study, self-employment, community service, up to twelve months of vocational training, job search and job readiness assistance) and 12 hours per week of core or non-core activities (predominantly educational activities).

Employment Services Augmentation – *W&IC section 11325.22*

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

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

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

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

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

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

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

WTW 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 Maximum Aid Payment Reduction – *W&IC sections 11450, 11452, and 11453*

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

CalWORKs 48-Month Time Limit – *W&IC 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 Maximum Aid Payment Increase – *W&IC section 11450.025*

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

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

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

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.

OCAT Statewide Training and Implementation - *W&IC section 11325.2(b)*

In 2013 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. Statewide training and implementation for OCAT was completed in 2015 and OCAT went live in all counties by October 2015.

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

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

Chapter 5 – Welfare-to-Work (WTW) 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. As a condition of receiving CalWORKs assistance, adults 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 quantify 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 Work Eligible Individuals (WEIs) meeting federal participation requirements by the total number of WEIs 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 in

those years. Federal regulations allow for a number of penalty mitigation options, and California is in the process of exercising those options. One of the options afforded to states to mitigate a federal fiscal penalty for WPR non-compliance is the submittal of a Corrective Compliance Plan (CCP). California has submitted five CCPs. The three CCPs for WPR non-compliance penalties in FFYs 2008 through 2010 were federally approved and are contingent on the State's WPR compliance in FFY 2015. The remaining two CCPs, for penalties in FFY 2011 and 2012, have been submitted and are pending approval. The CCPs for the 2011 and 2012 penalties, if approved, are subject to WPR compliance in FFY 2016. This chapter ends with details concerning CalWORKs welfare-to-work participation rates over selected time periods.

Key Terms in This Chapter

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 more activity options. These activities include work, education, and training and mental health, substance abuse, and/or domestic abuse services. The WTW 24MTC 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.

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

Corrective Compliance Plan (CCP) - A CCP is one of the approaches provided for states to reduce or eliminate a federal fiscal penalty for WPR noncompliance. As stipulated in 45 CFR §262.6, a CCP must include:

- A complete analysis of why the State did not meet requirements;
- A detailed description of how the State will correct or discontinue the violation;
- The time period in which the violation will be corrected or discontinued;
- The milestones, including interim processes and outcome goals, the State will achieve to assure compliance; and
- A certification by the Governor that the State is committed to correcting or discontinuing the violation in accordance with the plan.

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

Exempt Case – This refers to cases with an individual who is exempt from participation in welfare-to-work, due to meeting a qualifying criterion.

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

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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 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
Hourly Participation Requirements <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
WTW Activities	<ul style="list-style-type: none"> • Employment activities¹ • Work experience • Community service • On-the-job training (OJT) 	<ul style="list-style-type: none"> • Employment activities • Vocational education (12 month lifetime limit) • Job search • Job readiness activities • Work experience • Community service • Job skills training • Adult basic education • Secondary school • Barrier removal activities 	<ul style="list-style-type: none"> • Employment activities • Work experience • Community service • OJT
Core Activities			
Non-Core Activities	<i>"Blendable" Activities²</i> <ul style="list-style-type: none"> • Job skills training • Adult basic education • Satisfactory attendance in a Secondary school • Barrier removal activities³ 		<ul style="list-style-type: none"> • Job skills training • Adult basic education • Satisfactory attendance in a secondary school
Time-Limited Core Activities⁴	<ul style="list-style-type: none"> • Vocational education (12 month lifetime limit) 	NA	<ul style="list-style-type: none"> • Barrier removal activities • Job search • Job readiness assistance • Vocational education (12 month lifetime limit)
Employment Services			
• Child care	✓	✓	✓
• Supportive services	✓	✓	✓

¹ Employment activities include unsubsidized and subsidized employment, work study, supported work and transitional employment, and grant-based on-the-job training.

² These non-core activities were "blendable" activities that could be counted toward the core hourly requirement.

³ Barrier removal activities include mental health, substance abuse, and domestic violence services intended to remove barriers to welfare-to-work participation.

⁴ Job search, job readiness, and barrier removal activities are limited to four consecutive weeks, not to exceed six weeks in a 12-month period.

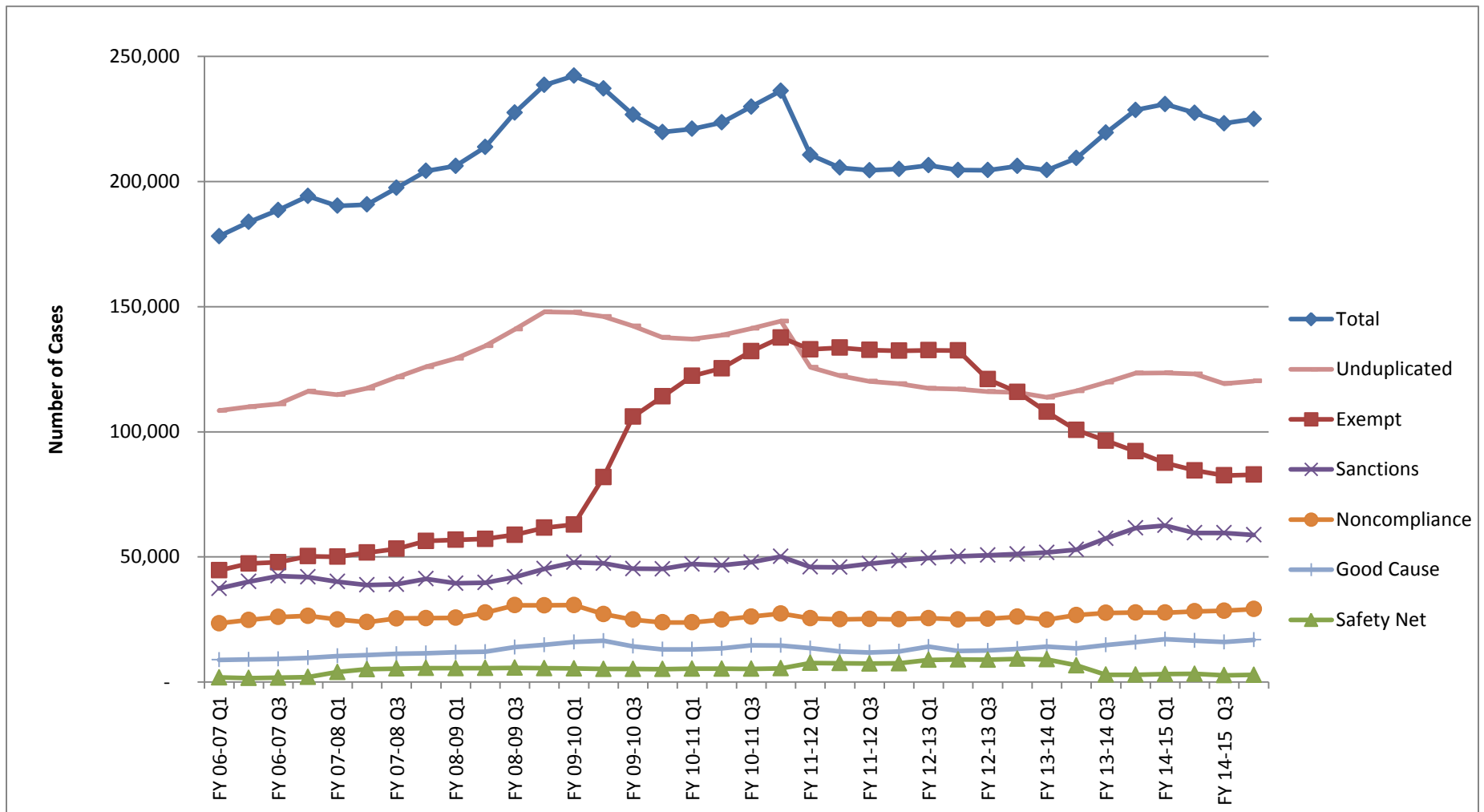
Quarterly Analysis of the Welfare-to-Work Population

The Welfare-to-Work 25 and 25A (25 & 25A) reports provide data about the welfare-to-work population 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 25 & 25A 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 – This is a case with an individual who is exempt from participation in welfare-to-work, due to meeting a qualifying criterion;
- Sanctioned Cases – This is a case with an individual who has been removed from aid due to non-compliance with welfare-to-work participation requirements;
- Non-Compliant (Non-Compl.) – 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;
- 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 – This is a case 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. Quarterly Analysis of the Welfare-to-Work Population

FY 2006-07 through FY 2014-15



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

Table 5B. Quarterly Analysis of the Welfare-to-Work Population

FY 2006-07 through FY 2014-15

	Total	Exempt	Safety Net	Sanctions	Non Compliance	Good Cause	Unduplicated
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
FY 14-15	230,930	87,546	3,154	62,563	27,683	17,110	123,575
Q2	227,448	84,534	3,275	59,607	28,203	16,534	123,105
Q3	223,245	82,526	2,691	59,580	28,456	15,948	119,261
Q4	225,005	82,848	2,835	58,781	29,130	16,822	120,272
Total	226,657	84,364	2,989	60,133	28,368	16,604	121,553

Data Source: [WTW 25](#) and [WTW 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
Adult Basic Education	Instruction in reading, writing, arithmetic, high school proficiency, or general educational development certificate instruction, and English-as-a-second- language.
Job Skills Training Directly Related to Employment	Training or education for job skills required by an employer to provide an individual with the ability to obtain employment or to advance or adapt to the changing demands of the workplace.
Vocational Education and Training	College and community college education, adult education, regional occupational centers, and regional occupational programs.
Satisfactory Progress in Secondary School/Certificate Program	Achieving satisfactory progress in secondary school or in a course of study leading to a certificate of general educational development.
Education Directly Related to Employment	Any education or training which is directly related to employment of the participant.
Work Experience	Training under the close supervision of the activity provider, that helps provide basic job skills, enhance existing job skills, or provide a needed community service that leads to employment.
Community Service	Training that is temporary and transitional, performed in the public or private nonprofit sector under the close supervision of the activity provider, and provides basic job skills that can lead to employment while meeting a community need.
On-The-Job Training	Training that is given to a paid participant while the participant is engaged in productive work. The employer is subsidized to offset training costs. This activity may also include paid classroom instruction as required by the participant’s employer.
Grant-Based On-The-Job Training	This activity includes a funding mechanism in which the recipient's cash grant, or a portion thereof, or the grant savings resulting from employment, is diverted to the employer as a wage subsidy to offset the wages to the participant, so long as the total amount diverted does not exceed the family's maximum aid payment.

Education and Training

The WTW 24MTC provides expanded opportunities for engagement of CalWORKs recipients in education and training leading to academic degrees and certificates. Data from the California Community Colleges (CCC) shows:

- A 24 percent increase in the number of degrees and certificates awarded to CalWORKs recipients in the 2014-15 academic year compared with the 2011-12 academic year, the last full academic year prior to SB 1041 implementation.
- 19 percent more Associate degrees earned by CalWORKs recipients in the 2014-15 academic year compared with the 2011-12 academic year, the final full academic year prior to SB 1041 implementation.
- 19 percent of degrees and certificates awarded to CalWORKs recipients in the 2013-14 academic year were in technological fields (biological and physical sciences, mathematics, technology and computer applications, and automotive technology).

**Table 5D. Number of Community College Degrees, Certificates, and Awards
CalWORKs Recipients Received: 2009-2015**

Type of Degree/Certificate	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Associate of Arts Degree	7,197	9,244	10,814	11,661	12,431	11,953
Associate of Science Degree	3,440	4,572	5,127	6,152	6,848	7,010
Certificate 60+ units	268	196	253	189	185	198
Certificate 30-<60 units	2,706	3,514	3,814	5,578	5,508	5,591
Certificate 18-<30 units	2,314	2,979	3,155	3,583	4,076	3,560
Certificate 6-<18 units	1,962	2,450	2,107	2,153	2,502	2,500
Certificate <6 units	340	344	301	608	261	358
Non-credit awards	560	285	546	949	1,403	1,148
Total	18,787	23,584	26,119	30,873	33,214	32,318

Source: California Community Colleges Chancellor's Office (August 2015)

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

Table 5E. Average Monthly Percent of Exemptions to WTW Adults: FFYs 2007-2014

Some people are unable to participate in welfare-to-work (WTW) activities. They may receive an exemption from required participation in WTW and remain on cash aid. This table displays the average monthly percent of exemptions, by type, granted to Welfare-to-Work adults from Federal Fiscal Year (FFY) 2007 to FFY 2013.

	FFY 2007	FFY 2008	FFY 2009	FFY 2010	FFY 2011	FFY 2012	FFY 2013	FFY 2014
Percent of WTW Adults with an Exemption	25.8%	27.3%	26.1%	46.9%	58.7%	64.7%	58.2%	42.4%

Reason for Exemption	FFY 2007	FFY 2008	FFY 2009	FFY 2010	FFY 2011	FFY 2012	FFY 2013	FFY 2014
Provide Care for Young Children¹	N/A	N/A	9.7%	38.6%	38.8%	38.5%	31.7%	8.1%
Child 0-23 Months of Age²	N/A	N/A	N/A	N/A	N/A	N/A	4.9%	25.6%
1st and 2nd Exemption for Child³	33.7%	33.0%	26.1%	13.0%	12.9%	13.5%	14.7%	17.3%
Disabled	28.8%	26.4%	29.6%	16.7%	15.8%	15.6%	17.3%	21.6%
Caring for Ill or Incapacitated⁴	9.7%	9.2%	14.3%	20.7%	22.3%	21.7%	20.2%	17.7%
Cal-Learn, Under 16 Years Old, or Child Attending School	10.8%	11.1%	10.3%	5.6%	5.3%	5.4%	4.8%	4.5%
Pregnant and Cannot Work	14.0%	17.8%	6.5%	1.7%	1.7%	1.6%	1.9%	2.4%
60 Years of Age or Older	2.3%	2.0%	3.0%	2.2%	1.4%	0.9%	1.6%	1.3%
Non-Parent Caretaker Providing Care	0.3%	0.3%	0.5%	1.5%	1.8%	2.7%	2.5%	1.1%
Indian Country or Full Time VISTA Volunteer	0.3%	0.2%	0.2%	0.1%	0.1%	0.1%	0.3%	0.3%
Total⁵	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Data Source: Percent of WTW Adults with an Exemption based on the WTW 25/25A. See the [WTW 25](#) and [WTW 25A](#) for total adults with exemptions. Reasons for Exemption based on the November 2015 Welfare Data

¹Tracking Implementation Project extract.

²Short-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

² 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.

³ New young child exemption created by SB 1041 for a parent or caretaker relative who has primary responsibility for providing care to one child from birth through 23 months of age.

⁴ These exemptions are available to the parent or other caretaker relative of a child under six months of age and under three months of age, respectively.

⁴ 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.

⁵ The total includes duplicate adults, as an adult may receive more than one type of exemption.

Table 5F. 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 has 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 ¹
Child Attending School	Client is 16, 17, or 18 years of age and is attending a school in grade twelve or below, or vocational, or technical school on a full-time basis.	Yes	N/A ¹
Cal-Learn Non-Head of Household	Client is receiving aid in their parent’s assistance unit, and is eligible for, participating in, or exempt from the Cal-Learn program.	Yes	Yes
Cal-Learn Head of Household	Client is receiving aid in his or her own assistance unit, and is eligible for, participating, or exempt from the Cal-Learn program.	Yes	Yes
60 Years of Age or Older	Client who reaches age 60 or older.	Yes	Yes
Client Disability	Client has medical verification of a physical and/or mental disability expected to last at least 30 days and it significantly impairs the individual’s ability to be employed or participate in WTW activities. ²	Yes	Yes
Needy Non-Parent Caretaker Relative	Client is a Non-Parent caretaker relative who has primary responsibility for caring for a child who is either a dependent, ward of the court, receiving Kin-GAP benefits or at risk for placement in foster care. These caretaking responsibilities must impair his/her ability to be employed or to participate in WTW activities.	Yes	Yes
Caring for Ill or Incapacitated Member of Household	Client is caring for an ill or incapacitated person residing in the home, has medical verification that the illness or incapacity is expected to last at least 30 days, and caretaking responsibility impairs the clients ability to be regularly employed or to participate in WTW activities.	Yes	Yes
Pregnant and Cannot Work or Participate in WTW Activities	Client is a woman who is pregnant with medical verification that the pregnancy impairs her ability to be regularly employed or participate in WTW activities, or the county determines that participation will not readily lead to employment or that a training activity is not appropriate.	Yes	No

¹ The CalWORKs 48-Month Time Limit does not apply to this population.

² This may include pregnancy if the “Client Disability” criteria are found to apply.

Table 5F. Welfare-to-Work (WTW) 24-Month Time Clock Exemptions/Good Cause (continued)

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

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

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

Required hours of participation are a minimum average of 20, 30, or 35 hours per week in the month, depending on the number of Work-Eligible Individuals and the age(s) of the aided child(ren) in the home. **“Participating”** cases are meeting the-average hourly participation requirements. Cases with some participation, but less than the required average number of hours per week are characterized as **“Partially Participating.”** Cases with no participation are the **“Not participating”** population, which includes adults with a WTW sanction, exemption from WTW, or good cause for non-participation. For the purposes of calculating the federal work participation rate, only those cases fully meeting participation requirements are counted. 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 2015 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 (or in FFY 2012, for the not participating group) and then began a general decline. From FFY 2008 to FFY 2015 the percentage of CalWORKs cases fully meeting the federally required participation level increased (by 10 percentage points), 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, declined (by nearly seven percentage points).

In absolute terms, the total number of CalWORKs cases with individuals required to participate in federally required welfare-to-work activities decreased from FFY 2008 to FFY 2015 by about 15,000, from 279,288 to 263,662. 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 23,000, from 70,334 in FFY 2008 to 93,183 in FFY 2015. The number of those cases partially participating declined by over 11,300, from 47,298 in FFY 2008 to 35,932 in FFY 2015, and the number of those cases not participating decreased by more than 27,000 during the period from 161,656 to 134,547.

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

**Table 5G. Participation in Work or Work-Related Activities:
FFYs 2008-2015**

Participation Level	FFY 2008	FFY 2009	FFY 2010	FFY 2011	FFY 2012	FFY 2013*	FFY 2014*	FFY 2015*
Participating	70,334	86,487	89,155	102,514	99,026	89,083	93,877	93,183
Partially Participating	47,298	58,944	52,675	61,658	53,797	54,018	43,706	35,932
Not Participating	161,656	179,813	192,345	205,734	205,791	200,132	178,794	134,547
Total Required to Participate	279,288	325,244	334,175	369,906	358,614	343,233	316,377	263,662

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

NOTE: The share of cases participating does not match Table 5I, California's TANF Work Participation Rate, due to rounding. Figures shown do not include WINS cases displayed in Table 6B.

*Preliminary data for FFY 2013, FFY 2014, and FFY 2015, pending final determination by ACF.

Work Participation Rate Compliance

- A state participating in the federal TANF program must meet a WPR equal to 50 percent of all Work-Eligible Individuals. There is a separate 90 percent WPR requirement for Work Eligible Individuals in 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 non-compliance, the penalty increases by up to two percent to a maximum of 21 percent;
- The State’s cumulative total potential penalty amount for FFYs 2008 through 2012 is \$899 million.

**Table 5H. Summary of WPR Requirements and TANF Penalties:
FFYs 2008-2012**

All Families WPR					
FFY:	2008	2009	2010	2011	2012
Required Rate: All Families	50%	50%	50%	50%	50%
Caseload Reduction Credit¹	21%	21%	21%	21%	0%
Adjusted WPR target	29%	29%	29%	29%	50%
California Actual WPR	25.1%	26.8%	26.2%	27.8%	27.2%
Potential Penalty Amount (in millions)	\$47.7	\$113.6	\$179.7	\$246.1	\$312.0

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

Corrective Compliance Plan

California has submitted five separate CCPs to the federal Administration for Children and Families (ACF).

- The first three CCPs, signed by the Governor and submitted to and accepted by ACF in 2014, respond to WPR penalties assessed for WPR noncompliance in Federal Fiscal Years (FFYs) 2008 through 2010. These CCPs stipulate FFY 2015 as the target compliance year to mitigate penalties for FFYs 2008 through 2010.
- The fourth and fifth CCPs, signed by the Governor and submitted in 2015 but not yet accepted by ACF, respond to penalties assessed for noncompliance in FFYs 2011 and 2012. These CCPs stipulate FFY 2016 as the target compliance year to mitigate FFY 2011 and 2012 penalties.
- If the state achieves WPR compliance in the compliance year, penalties associated with that CCP are cleared. Significant progress may result in penalty reduction.
- The preliminary FFY 2015 WPR is 54.7 percent, which is above the 50 percent threshold for compliance.

Table 5I displays California's 54.7 percent preliminary WPR for FFY 2015 and also provides a historical look at California's WPR from FFY 1997 through FFY 2015 (WPRs for 2013 through 2015 are preliminary).

Table 5I. California's TANF Work Participation Rate (WPR) History: FFYs 1997-2015

FFYs 1997 - 2006 (Pre-Deficit Reduction Act)

All Families WPR										
FFY	1997	1998	1999	2000 ¹	2001 ¹	2002 ¹	2003 ¹	2004 ¹	2005 ¹	2006 ¹
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%

Two-Parent WPR										
FFY	1997	1998	1999	2000 ¹	2001 ¹	2002 ¹	2003 ¹	2004 ¹	2005 ¹	2006 ¹
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%							

FFYs 2007-2016 (Post-Deficit Reduction Act)

All Families WPR										
FFY	2007	2008	2009	2010	2011	2012	2013 ³	2014 ³	2015 ³	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% ²	21.0% ²	21.0% ²	0.0%	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%	50.0%	
California's WPR	22.3%	25.1%	26.8%	26.2%	27.8%	27.2%	25.1%	29.8%	54.7%	

Two-Parent WPR										
FFY	2007	2008	2009	2010	2011	2012	2013 ³	2014 ³	2015 ³	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% ²	90.0% ²	90.0% ²	0.0%	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%	90.0%	
California's WPR	31.7%	26.5%	28.6%	35.6%	33.9%	30.8%	30.9%	25.5%	60.7%	

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

¹ 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.

² 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.

³ Preliminary WPRs as of December 2015, pending final determination by ACF-

Chapter 6 – Recent Program Changes and Outcomes

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

Many of the recent program changes can be understood as evolving from Senate Bill (SB)1041 (Chapter 47, Statutes of 2012) and Assembly Bill (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 flexibility with respect to allowable activities for a cumulative 24 months of welfare-to-work participation.

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

Overview

Senate Bill 1041 (Chapter 47, Statutes of 2012) established the Welfare-to-Work 24-Month Time Clock (WTW 24MTC), and implementation was scheduled for January 1, 2013. The first cohort of CalWORKs recipients could have reached the end of the WTW 24MTC in January 2015.

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 remaining the workforce. After the WTW 24MTC expires, clients are expected to meet federal work participation requirements.

Other key elements:

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

Current data indicates that the vast majority of CalWORKs recipients subject to the WTW 24MTC have months remaining on their clocks. However, it appears that the number of CalWORKs recipients who will have months tick and/or exhaust their WTW 24MTC will increase in the next 12 months.

Status

Based on WTW 24MTC data from the January 2016 Welfare Data Tracking Implementation Project (WDTIP) extract, as of December 2015:

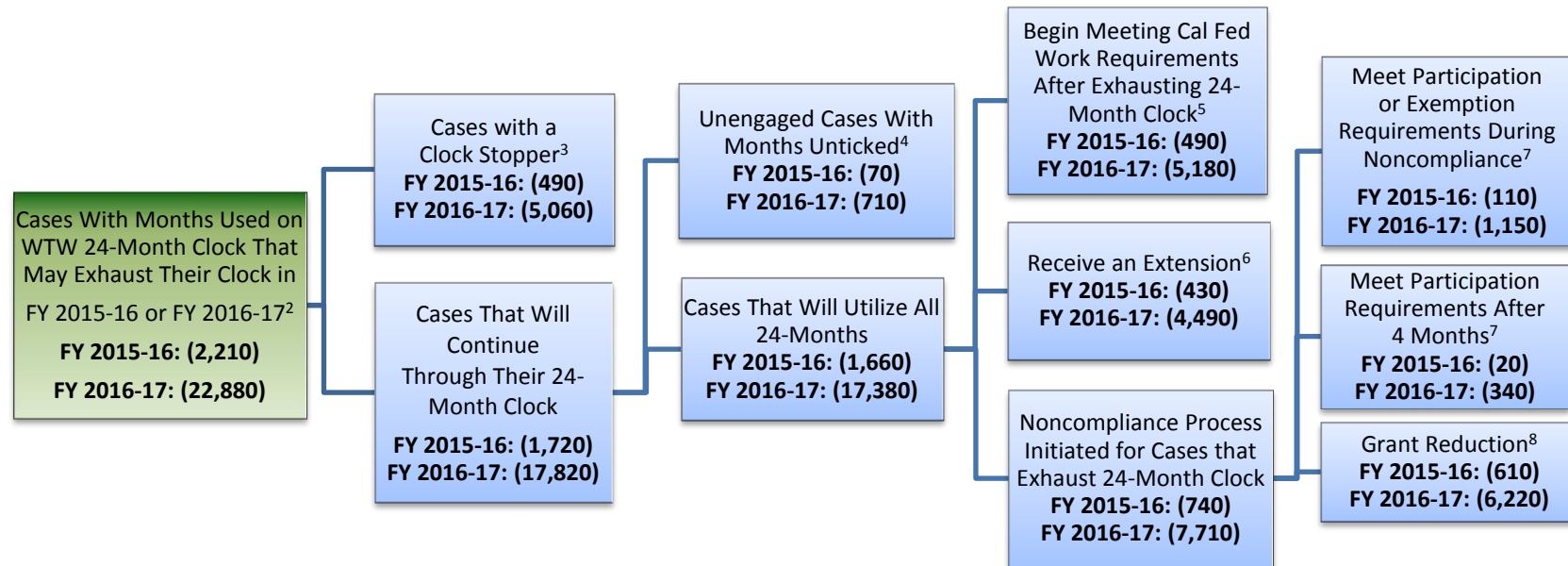
- Recipients with fewer than 25 months ticked on the WTW 24MTC **245,617**
 - Exempt recipients with less than 25 months ticked on the WTW 24MTC..... 95,010
 - Sanctioned recipients with less than 25 months ticked on the WTW 24MTC 620
 - Recipients with fewer than 25 months ticked on the WTW 24MTC (excluding sanctioned and exempt)..... **149,987**
- Recipients who have exhausted WTW 24MTC..... **1,559**

- Total number of WTW 24MTC Extensions and total number of adults removed from the assistance unit for failing to meet CalWORKs federal requirements (post WTW 24MTC participation requirements) are unavailable at this time.

Figure 6A. WTW 24-Month Time Clock Update (SB 1041): FY 2015-16

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)¹



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
50	70	110	160	240	340	480	650	850	1,100	1,420	1,790	610

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 Months Used on WTW 24-Month Clock That May Exhaust Their Clock in FY 2015-16 or FY 2016-17” is based on July 2015 WDTIP data, as of September 2015, and reflects the number of cases that would exhaust their 24 months within the applicable FY if they use their clock continuously.
3. Based on July 2015 WDTIP data, 9.9 percent of cases with months used on their WTW clock are meeting participation requirements and would have their clock stopped. Based on July 2015 WDTIP, 12.3 percent are exempt and would have their clock stopped.
4. Based on FFY 2014 RADEP data and April 2013 through March 2015 WDTIP/MEDS/EDD data, 4 percent of cases with months used on their WTW clock that do not currently have a clock stopper are expected to receive good cause for lack of engagement and have months removed from their WTW 24-Month Clock. Cases are expected to have six months unticked. These cases are reflected in “Cases That Will Continue Through Their 24-Month Clock” once they utilize their WTW 24-Month Clock, including the unticked months.
5. Based on FFY 2014 RADEP work participation rate data, 29.8 percent of cases that exhaust their WTW clock are expected to be meeting federal participation requirements. 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.

6. 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.
7. Assumes 15 percent of the cases that enter noncompliance will begin meeting the participation requirements, or receive an exemption, to maintain their grant after the noncompliance process. Assumes that 10 percent of the remaining cases will meet the participation requirements and have their grant restored after four months of a grant reduction.
8. 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 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 fiscal year and does not account for adjustments based on county procedures for recipients near the end of their WTW 24Month Clock. If common practice within counties involves removing a substantial number of months from recipients' clocks following a detailed case review, this estimate will be overstated.

Family Stabilization (FS) Program

Family Stabilization Program Overview

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

Budget Information

- \$6 million was spent of the \$10.8 million allocated for FY 2013-14.
- \$22.7 million was spent of the \$29.7 million allocated for FY 2014-15.
- \$30.2 million is proposed for the FS program in FY 2015-16.

Implementation

- Counties submitted FS plans to the CDSS outlining what their FS program will include. Counties were given flexibility to determine the services that are provided and individual program components in order to best meet the needs of each county and the recipients the county serves.
- All county FS plans are posted on the CDSS website at:
<http://www.cdss.ca.gov/cdssweb/PG94.htm>.

Program Data¹

- All 58 counties had fully implemented their FS programs as of June 2015
- 2,107 FS cases were open in June 2015
- 2,934 individuals received domestic abuse services, mental health services, substance abuse services, and/or other services in June 2015
- 781 cases received homeless support/services in June 2015

Outcomes and Promising Practices

- A county survey taken in August 2015 found that:
 - In 34 counties, caseworkers meet with FS recipients weekly;
 - In 37 counties, caseworkers spend at least three or more hours a month with FS recipients;
 - In 44 counties, the average length of time in FS is between three and six months; and
 - In 45 counties, in general recipients are able to remedy their crisis through FS services.

¹ Cases and individuals captured based on monthly totals from July 2014 and June 2015. Totals are not an unduplicated count.

Table 6A. CalWORKs Family Stabilization Status Report: FY 2014-15

CalWORKs Family Stabilization (FS) Status Report ¹ Fiscal Year 2014-15 (July 2014 vs. June 2015 comparison)		
July 2014	June 2015	Participation
598	2,107	Open FS cases.
314	1,319	FS cases active in FS only.
57	168	FS cases that transitioned to a WTW plan.
227	620	FS cases that participated concurrently in WTW activities.
165	722	FS cases that received good cause.
		Services
431	1,994	Total adults who received services.
143	940	Total children who received services.
95	476	Domestic Abuse
236	1,127	Mental Health
39	238	Substance Abuse
344	1,400	Other ²
		Housing Support/Services
268	781	Total Homeless services provided.
982	4,022	Total FS services provided.

¹ Data retrieved from the FSP 14

² Examples of additional types of Other FS services provided by individual counties.

* The numbers in the chart above have been updated to reflect the most current data.

Anger Management	Collaboration with child welfare	Disability or skill assessments/testing	Clothing allowances for children
Family Crisis Counseling	Financial Planning	Financial Training Classes	Legal Services
Life skills workshops	Literacy	Mentoring	Nutrition education
Next Skills Training	Parenting Classes	Expanded supportive services	Vocational assistance

Expanded Subsidized Employment (ESE)

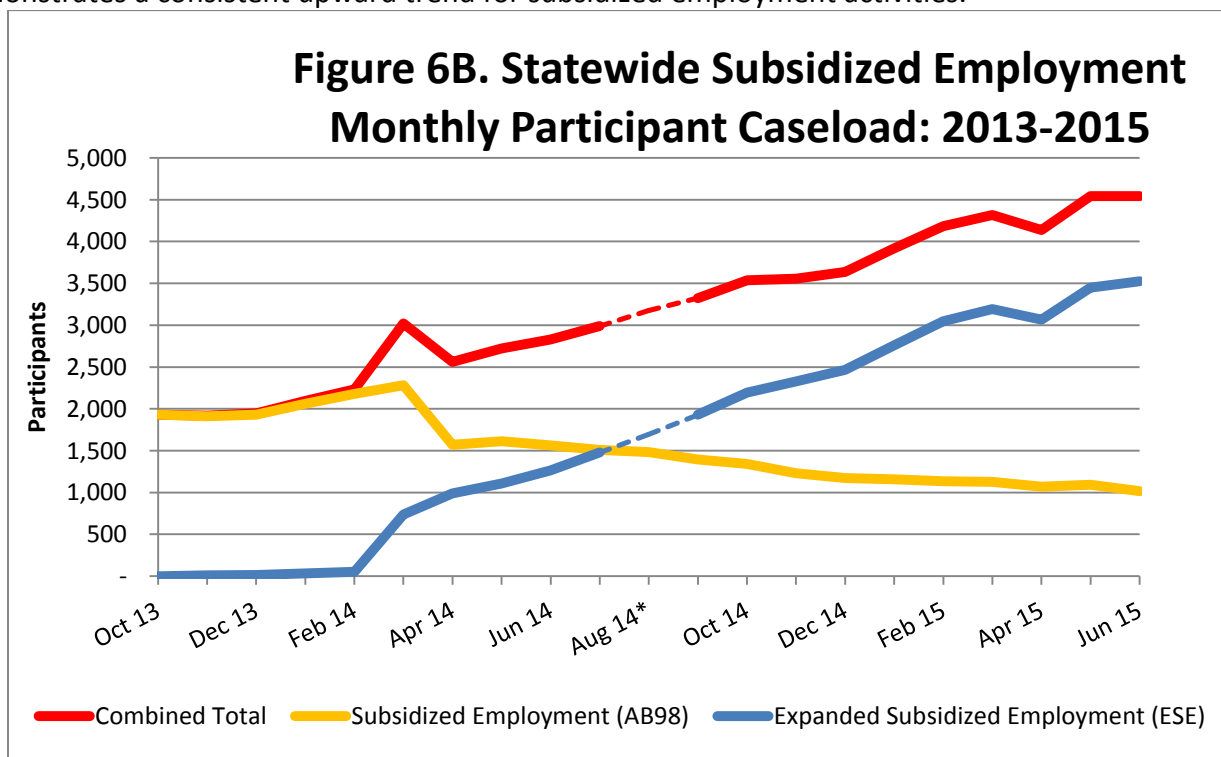
Program Overview

Assembly Bill (AB) 74 (Chapter 21, Statutes of 2013) implemented the Expanded Subsidized Employment (ESE) program, effective July 1, 2013. The ESE program is in addition to the AB 98 Subsidized Employment Program.

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

Figure 6B. Subsidized Employment Caseload: 2013-2015

The following figure illustrates participants in both ESE and AB 98 subsidized employment programs. The combined total is the summation of both programs' participants and demonstrates a consistent upward trend for subsidized employment activities.



*July – September 2014 data includes estimations to account for ESE data not reported from Los Angeles County for that period.

ESE Program Highlights

1. As of August 2015, **47 counties** are participating. All counties are eligible to receive funding to expand current or develop new subsidized employment programs.
 - The majority of the ESE placements earn between **\$9.00** and **\$13.00** per hour.
 - The participants typically work an average of **30 hours** a week.

2. Yearly total of CalWORKs recipients that entered subsidized employment represented by an unduplicated count in the month they were first reported in the ESE program. This number is higher than Figure 6B on the previous page since participants enter and exit the program at various times.
 - Fiscal Year 2013-14**1,771 new participants.**
 - Fiscal Year 2014-15**7,798 new participants.**

3. Counties reported CalWORKs recipients are finding unsubsidized employment after their subsidy ended.
 - In Fiscal Year 2013-2014 counties reported 714 recipients found unsubsidized employment after their ESE subsidy ended.
 - This number increased to over 1,000 recipients in the first three quarters of Fiscal Year 2014-15.

4. Earnings of CalWORKs recipients before and after the subsidy.¹
 - The following is based on a cohort of 923 ESE participants who entered ESE in April, May, or June of 2014 and had employer reported income in the following quarters:

Before-ESE Median Quarterly Income (January-March 2014)	\$1,114
During ESE Median Quarterly Income (July-September 2014)	\$3,408
During ESE Median Quarterly Income (October-December 2014).....	\$3,205
Post-ESE Median Quarterly Income (January-March 2015)	\$3,240

5. Impact on the state’s Work Participation Rate (WPR)
 - There is an estimated 0.31 point WPR impact per 1,000 cases enrolled in ESE.

¹Quarterly earnings may not include earnings for each month in the quarter. This is particularly true for the quarter before entering subsidized employment. Data source: Employment Development Department.

CalWORKs Housing Support Program (HSP)

Program Overview

- In 2014, Senate Bill (SB) 855 allocated \$20 million for a new Housing Support Program (HSP) for eligible CalWORKs recipients;
- For fiscal year 2015-2016, the allocation was increased to \$35 million;
- HSP assists homeless CalWORKs families in quickly obtaining permanent housing; and
- The program also provides wrap-around supports to families to foster housing retention.

Implementation

- Due to limited funding and based on a county's ability to implement quickly and maximize funding, HSP allocations were initially limited to twenty counties;
- For fiscal year 2015-2016, the program expanded to include a total of 44 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
- 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 the end of Fiscal Year 2014-2015:

- 5,567 families have been approved for HSP and are receiving services such as temporary housing, assistance with locating permanent housing along with intensive case management; and
- 2,019 families have been permanently housed.

CalWORKs Housing Support Program Webpage: <http://www.cdss.ca.gov/calworks/PG3658.html>

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.

Table 6B. WINS Issuances: FFYs 2014-2015

Total WINS Cases Includes Both CF and CFAP WINS Issuances from EBT: FFYs 2014-2015	
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
Mar-15	181,753
Apr-15	179,317
May-15	181,335
Jun-15	182,755
Jul-15	184,404
Aug-15	187,284
Sep-15	200,433

Data source: Office of Systems
 Integration (OSI)

Online CalWORKs Appraisal Tool (OCAT)

OCAT Overview

- Standardized statewide welfare-to-work appraisal tool. OCAT is based on the publicly available Online Work Readiness Assessment Tool (OWRA) utilized by the federal Administration for Children and Families.
- Provides in-depth appraisals of recipient strengths and barriers to employment and self-sufficiency.
- Online CalWORKs OCAT appraisals are projected to take an hour to an hour and a half. This timeframe depends on the amount of barriers the recipient discloses during the interview.
- Use of OCAT to conduct appraisals will lead to greater opportunities for CalWORKs recipients by identifying strengths and barriers immediately upon his or her entry into the welfare-to-work program.

Implementation

As of September 18, 2015, **7,388** appraisals had been completed with recommendations for supportive services. Most recommendations were for mental health services.

- Mental health service recommendations:..... **12,058**
- Other health recommendations:**2,739**

Source: December 2015 OCAT program data.

As of December 11, 2015, **26,789** OCAT appraisals had been completed, of which **18,101** appraisals included recommendations for supportive services.

Source: December 2015 OCAT program data.

The growth of OCAT appraisals from 11 percent of all CalWORKs appraisals in July 2015 to 64 percent in October 2015 (Table 6C) demonstrates the increased utilization of OCAT. OCAT use is expected to continue to increase.

Table 6C. OCAT Appraisals by Month: July through November, 2015

Month	Pre-July 3	July	August	September	October
New CalWORKs Appraisals That Used OCAT	848	1,316	2,977	5,208	6,494

Data Source: [WTW 25](#) and [WTW 25A](#).

Next Steps

- Regional train-the-trainer sessions completed in June of 2015; counties began training their staff in order to utilize OCAT by October 1, 2015.
- The CDSS in conjunction with the Statewide Automated Welfare System is currently evaluating long-term hosting and maintenance options for OCAT.

Table 6D. OCAT Tool Structure and Recommendations

Tool Structure and Recommendations

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

OCAT SECTION	INFORMATION COLLECTED & RECOMMENDATIONS PRODUCED
Demographics	Collects basic information on the recipient. This section’s recommendations include: <ul style="list-style-type: none"> ➤ Financial assistance/education
Employment	Collects information on the recipient’s job history, skills, and work readiness. This section’s recommendations include: <ul style="list-style-type: none"> ➤ Assessment for education and/or job search/readiness activities depending on recipient’s employment history ➤ Legal services for recipients who have legal barriers to employment, including family stabilization
Education	Collects information on the recipient’s schooling, and additional training he or she may have received. Also contains California’s learning needs screening. This section’s recommendations include: <ul style="list-style-type: none"> ➤ High school or General Education (GED) programs ➤ Evaluating for a Self-Initiated Program ➤ Learning Disability Evaluation and learning needs health related concerns
Housing	Collects information on recipient’s current housing situation and examines whether the recipient has housing difficulties. This section’s recommendations include: <ul style="list-style-type: none"> ➤ Homelessness, housing stability, and Housing Support Program assistance if applicable to the county. ➤ Family Stabilization services
Transportation	Collects information about the recipient’s current transportation methods, and whether they would present a barrier to participation. This section’s recommendations include: <ul style="list-style-type: none"> ➤ Providing supportive services for transportation needs
General Health	Briefly examines whether a recipient has concerns about his or her own health or health of a family member that would present a barrier to participation. This section’s recommendations include: <ul style="list-style-type: none"> ➤ Evaluation for potential exemptions (disability, caring for an ill or incapacitated household member, etc.)

OCAT SECTION	INFORMATION COLLECTED & RECOMMENDATIONS PRODUCED
<p>Emotional and Mental Health</p>	<p>Collects information about a recipient’s emotional and mental wellbeing. This section’s recommendations include:</p> <ul style="list-style-type: none"> ➤ Evaluation for mental health services, including Family Stabilization <p>Related job readiness activities</p>
<p>Substance Use</p>	<p>Collects information about a recipient’s substance use. This section’s recommendations include:</p> <ul style="list-style-type: none"> ➤ Evaluation for substance abuse services, including Family Stabilization <p>Related job readiness activities</p>
<p>Domestic Abuse & Safety</p>	<p>Collects information about whether a recipient is a past or present victim of domestic abuse, human trafficking, and other related safety concerns. This section’s recommendations include:</p> <ul style="list-style-type: none"> ➤ Evaluation for domestic abuse services and program waivers. ➤ Referrals to family counseling, appropriate mental health services, and Family Stabilization <p>Evaluation for trafficking/crime victims’ assistance</p>
<p>Pregnancy</p>	<p>Collects information on whether the recipient or a household member is pregnant. This section’s recommendations include:</p> <p>Evaluation for pregnancy related exemption</p>
<p>Childcare and Parenting</p>	<p>Collects information on whether additional child care support and/or services are needed by the recipient in order to participate. This section’s recommendations include:</p> <ul style="list-style-type: none"> ➤ Child care supportive services ➤ Child support order modification services <p>Evaluation for exemption based on providing care for an ill or incapacitated household member (child)</p>
<p>Relationships</p>	<p>Collects information on whether the recipient’s current or past relationships may pose a barrier to participation. This section’s recommendations include:</p> <p>Relationship counseling and/or family stabilization services</p>

The Workforce Innovation and Opportunity Act (WIOA)

Background

- WIOA replaces the Workforce Investment Act of 1998 effective July 1, 2015.
- TANF programs are mandatory partners with One-Stops (American Job Centers).
- Prioritizes service to populations with barriers to employment.
- Emphasizes career pathways with no sequence of services, primarily utilizing:
 - education,
 - credentials,
 - work-based training,
 - barrier removal, and
 - supportive services.

Draft WIOA State Plan for Stakeholder Review

- Describes core WIOA programs and partnerships with CalWORKs and Community Colleges.
- Discusses co-location of CalWORKs services in One-Stops.
- WIOA performance measures will be negotiated with U.S. Departments of Labor and Education.

Due Dates:

- January 15, 2015: Public comment due on state plan draft.
- March 3, 2016: Final state plan due to the U.S. Departments of Labor and Education.
- July 1, 2016: State plan and performance measures effective.

Cal-Learn Program

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

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

Table 6E covers four years, from fiscal year (FY) 2011-12 to FY 2014-15 and displays a decline in the Cal-Learn caseload during that timeframe. This decline corresponds with the historic decline in both teen pregnancy and teen child-bearing.

**Table 6E. Cal-Learn Average Monthly Participation and Outcomes:
 FY 2010-11 through FY 2014-15**

	2011-12	2012-13	2013-14	2014-15
Total Monthly Participants	10,308	9,272	7,729	6,400
Satisfactory Progress Bonuses	486	405	404	329
Graduation Bonuses	149	140	108	86
Sanctions	233	250	149	173
Exemptions, Deferrals, and Good Cause¹	123	64	38	38
Repeat Pregnancies/ Subsequent Births	N/A	64 ²	48 ³	28

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

¹ Good Cause data collected beginning in July 2011 through March 2013.

² Data collected for FY 2012-13 Repeat Pregnancies includes April through June 2013 only.

³ Repeat Pregnancies category and definition changed to Subsequent Births in June 2014.

Key Cal-Learn Outcomes:

- Graduation bonuses remained consistent as a percent of the caseload over the four-year period.
- Sanctions in FY 2013-14 were the lowest in four years at 1.9 percent, but saw an increase to 2.7 percent in FY 2014-15.
- Repeat pregnancies are at the lowest point in FY 2014-15, both in number and as a percent of the caseload.

Chapter 7 – Supportive Services

This chapter displays the spectrum of 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.

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**Table 7A. Average Number of Individuals Receiving Supportive Services
April – June 2015
All (Other) Families**

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

	Child Care	Transportation	Ancillary Svcs.
Statewide	20,982	49,958	10,294
Alameda	1,255	1,923	210
Alpine	1	1	1
Amador	17	16	11
Butte	160	153	35
Calaveras	15	61	9
Colusa	2	2	0
Contra Costa	267	596	155
Del Norte	35	67	58
El Dorado	25	106	15
Fresno	989	1,839	558
Glenn	14	16	11
Humboldt	72	169	36
Imperial	152	250	21
Inyo	11	1	0
Kern	725	909	291
Kings	148	270	66
Lake	26	16	15
Lassen	24	0	0
Los Angeles	5,644	15,728	3,193
Madera	35	53	25
Marin	94	118	9
Mariposa	11	26	3
Mendocino	29	53	51
Merced	137	363	159
Modoc	5	6	2
Mono	0	0	1
Monterey	195	529	120
Napa	37	41	11
Nevada	34	71	21
Orange	845	1,228	225
Placer	179	206	45
Plumas	12	1	0
Riverside	1,900	3,782	987
Sacramento	569	2,930	186
San Benito	43	28	13
San Bernardino	2,300	8,002	1,227
San Diego	1,233	3,799	713
San Francisco	466	483	90
San Joaquin	430	817	267
San Luis Obispo	130	63	72
San Mateo	136	122	19
Santa Barbara	126	154	79
Santa Clara	363	1,333	191
Santa Cruz	212	281	76
Shasta	105	134	74
Sierra	4	4	1
Siskiyou	24	27	23
Solano	178	391	88
Sonoma	116	360	131
Stanislaus	169	683	216
Sutter	66	99	28
Tehama	26	57	21
Trinity	3	12	14
Tulare	511	974	271
Tuolumne	8	33	9
Ventura	380	217	67
Yolo	151	122	23
Yuba	139	230	51

Data sources: Welfare to Work Monthly Activity Report ([WTW 25](#)) and Child Care Monthly Report ([CW 115](#)) for the months of April, May and June 2015 (averaged).

**Table 7B. Average Number of Individuals Receiving Supportive Services
April – June 2015
Two-Parent Families**

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

	Child Care	Transportation	Ancillary Svcs.
Statewide	1,542	18,330	3,550
Alameda	58	399	31
Alpine	0	0	0
Amador	0	5	2
Butte	28	62	13
Calaveras	1	35	4
Colusa	1	1	0
Contra Costa	2	109	19
Del Norte	5	18	17
El Dorado	0	38	9
Fresno	69	806	257
Glenn	2	6	5
Humboldt	13	71	12
Imperial	13	106	4
Inyo	4	3	0
Kern	20	318	103
Kings	11	105	22
Lake	3	9	8
Lassen	2	0	0
Los Angeles	308	3,963	858
Madera	4	23	12
Marin	3	15	2
Mariposa	0	12	0
Mendocino	2	19	23
Merced	15	165	70
Modoc	0	9	1
Mono	0	0	0
Monterey	9	155	35
Napa	2	6	2
Nevada	4	20	4
Orange	55	342	51
Placer	17	76	12
Plumas	0	2	0
Riverside	119	1,599	369
Sacramento	108	1,844	162
San Benito	4	10	5
San Bernardino	139	3,378	464
San Diego	211	2,067	256
San Francisco	38	76	15
San Joaquin	44	287	107
San Luis Obispo	1	11	11
San Mateo	6	58	13
Santa Barbara	11	48	29
Santa Clara	30	361	40
Santa Cruz	13	55	15
Shasta	3	62	23
Sierra	1	0	0
Siskiyou	2	22	16
Solano	15	88	31
Sonoma	8	57	24
Stanislaus	16	357	98
Sutter	8	71	20
Tehama	5	28	14
Trinity	2	8	11
Tulare	56	594	186
Tuolumne	0	16	5
Ventura	40	34	15
Yolo	2	65	17
Yuba	8	237	25

Data sources: Welfare to Work Monthly Activity Report ([WTW 25A](#)) and Child Care Monthly Report ([CW 115A](#)) for the months of April, May and June 2015 (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
 (Calendar Year 2014)**

	% of Children in Stage One
Age of Child	
0-24 Months	17%
2-5 Years	54%
6 Years and Older	29%
Child Care Setting	
License-Exempt	49%
Child Care Centers	27%
Family Child Care Homes	24%
Time in Care	
Full Time	61%
Part Time	39%

Data Source: Characteristics based on January 2014 through December 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: FY 2006-07 through FY 2014-15

The following table shows trends in Stage One Child Care participation from FY 2006-07 to FY 2014-15.

	Children in Licensed Care ¹	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 Budgeting Utiliz. Rate ²	Stage 1&2 Budgeting Utiliz. Rate ²
FY 06-07	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%
FY 07-08	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%
FY 08-09	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	23,731	34,375	46,094	1,749	9,491	57,334	32,590	19%	24%
Q4	23,375	34,821	47,807	1,513	8,132	57,452	33,001	19%	24%
Annual Mthly Avg	25,063	35,740	47,450	1,893	10,644	59,987	33,908	20%	25%
FY 09-10	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%
FY 10-11	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%
FY 11-12	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%
FY 12-13	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%
FY 13-14	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%
FY 14-15 ³	18,589	18,961	32,158	219	4,778	37,155	21,715	15%	23%
Q2	19,733	19,234	32,995	252	5,280	38,527	23,054	16%	23%
Q3	18,717	18,036	30,700	252	5,434	36,386	21,674	15%	23%
Q4	19,806	18,273	31,970	257	5,463	37,690	22,518	16%	23%
Annual Mthly Avg	19,211	18,626	31,956	245	5,239	37,440	22,240	16%	23%

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

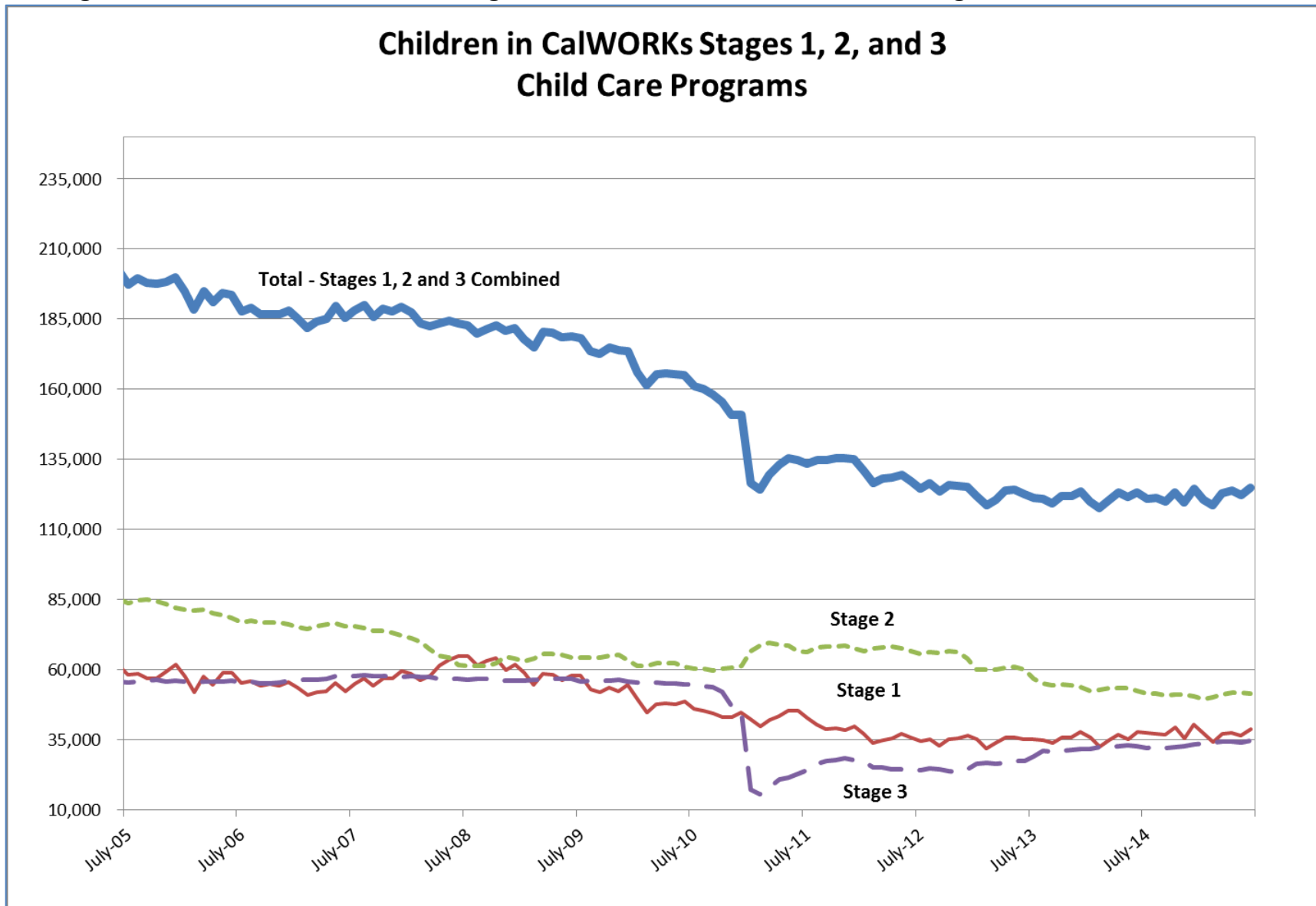
See CDSS website for links to monthly reports: <http://www.cdss.ca.gov/research/>

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

² The "Budgeting Utilization Rate" is a representation of the CalWORKs caseload and is not specific to the portion of the population with age-eligible children. This rate compares the number of CalWORKs aided families receiving Stage One or Stage Two subsidized care to the number of Unduplicated Adults on the WTW 25/25A report to provide a rough estimate of how many WTW families are using Stage One or Stage Two care.

³ In comparison to the Budgeting Utilization rate, the utilization rate for Stage One and Two families with age-eligible children was 30 percent in FY 2014-15. This is not adjusted for cases that do not need care, for example, school-aged children who do not need care due to school schedule or two-parent families in which the one parent is participating while the second parent is expected to provide care.

Figure 7A. Children in CalWORKs Stages One, Two, and Three Child Care Programs: 2005-2014



Data Sources: CDSS [CW 115/115A](http://www.cdss.ca.gov/research) 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

April – June 2015
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.
Statewide	3,965	5,382	1,123	1,188	2,538	3,174
Alameda	65	143	1	91	174	229
Alpine	0	1	0	0	0	0
Amador	2	1	1	0	1	1
Butte	40	55	4	10	8	5
Calaveras	5	7	10	3	3	1
Colusa	0	0	0	0	0	0
Contra Costa	140	47	15	6	578	25
Del Norte	435	0	297	0	255	0
El Dorado	6	10	4	4	0	0
Fresno	56	85	44	70	12	15
Glenn	16	23	0	2	2	8
Humboldt	68	68	14	17	5	6
Imperial	17	90	13	7	3	1
Inyo	0	1	0	0	0	0
Kern	168	115	27	22	35	19
Kings	105	68	10	6	5	7
Lake	17	22	8	6	4	2
Lassen	0	0	0	0	0	0
Los Angeles	969	2,573	176	305	1,158	2,498
Madera	21	4	7	1	5	0
Marin	23	32	10	3	1	2
Mariposa	0	2	0	0	1	0
Mendocino	10	4	6	8	5	2
Merced	63	68	6	12	0	2
Modoc	0	0	0	0	2	0
Mono	1	1	1	1	0	0
Monterey	122	105	3	15	9	6
Napa	10	6	6	4	0	0
Nevada	0	0	2	2	1	1
Orange	337	340	5	15	40	92
Placer	23	29	13	10	2	8
Plumas	3	0	0	0	0	0
Riverside	163	156	23	15	9	9
Sacramento	15	41	1	16	2	4
San Benito	0	1	0	0	0	0

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
San Bernardino	100	64	30	20	39	38
San Diego	176	161	139	150	19	9
San Francisco	15	44	0	2	0	0
San Joaquin	33	7	4	2	1	1
San Luis Obispo	6	5	3	3	0	3
San Mateo	3	3	3	2	0	0
Santa Barbara	7	17	0	0	0	1
Santa Clara	84	233	35	120	0	43
Santa Cruz	22	30	10	11	0	4
Shasta	46	59	5	6	1	2
Sierra	0	0	0	0	0	0
Siskiyou	6	8	0	1	1	0
Solano	29	51	4	4	4	9
Sonoma	49	81	19	38	1	5
Stanislaus	116	50	98	44	78	32
Sutter	11	41	4	19	0	4
Tehama	42	27	24	7	18	12
Trinity	3	4	2	3	2	4
Tulare	197	272	13	56	46	49
Tuolumne	0	1	0	1	3	5
Ventura	50	52	11	21	3	2
Yolo	14	24	0	17	0	0
Yuba	56	48	12	10	2	5

Data source: [Quarterly CalWORKs Report April – June 2015](#).

1. Referrals and average participants are summed because an individual will only be reported once for an evaluation referral, but can participate over several months.

Table 7F. Behavioral Health Services Referrals and Participation

April – June 2015
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.
Statewide	1063	849	409	253	304	113
Alameda	9	20	0	12	23	31
Alpine	0	0	0	0	0	0
Amador	2	2	3	2	0	0
Butte	16	21	0	0	1	1
Calaveras	3	1	6	2	2	0
Colusa	0	0	0	0	0	0
Contra Costa	36	7	4	0	151	1
Del Norte	234	0	183	0	51	0
El Dorado	1	1	2	2	0	0
Fresno	17	17	16	14	0	2
Glenn	4	5	0	0	0	0
Humboldt	24	17	3	2	1	2
Imperial	9	30	13	1	1	0
Inyo	0	1	0	0	0	0
Kern	51	26	1	2	1	0
Kings	20	13	2	1	3	1
Lake	5	5	2	2	2	1
Lassen	0	0	0	0	0	0
Los Angeles	108	229	23	36	30	55
Madera	6	2	2	0	2	0
Marin	5	6	0	1	0	0
Mariposa	0	2	0	1	0	0
Mendocino	5	0	1	1	2	0
Merced	18	19	7	10	1	1
Modoc	0	0	0	0	0	0
Mono	0	0	0	0	0	0
Monterey	11	10	0	2	0	0
Napa	0	0	0	0	0	0
Nevada	0	0	0	0	0	0
Orange	117	117	0	5	0	1
Placer	2	10	2	6	1	1
Plumas	0	0	0	0	0	0
Riverside	47	39	5	3	2	1
Sacramento	1	8	0	3	0	1
San Benito	0	1	0	0	0	0
San Bernardino	34	19	8	6	0	0
San Diego	34	20	13	21	0	0
San Francisco	3	3	0	0	0	0
San Joaquin	4	2	1	0	0	0
San Luis Obispo	0	0	0	0	0	0
San Mateo	2	1	1	1	0	0
Santa Barbara	2	1	1	1	0	0
Santa Clara	28	78	12	40	0	0
Santa Cruz	3	4	2	4	0	0
Shasta	17	13	3	4	0	0
Sierra	0	0	0	0	0	0
Siskiyou	6	5	0	0	0	0
Solano	5	10	2	3	1	1
Sonoma	6	9	3	7	1	0
Stanislaus	48	12	53	22	14	3

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.
Sutter	3	10	3	11	0	0
Tehama	11	7	9	3	5	2
Trinity	1	0	0	0	0	0
Tulare	68	32	8	7	6	6
Tuolumne	2	0	2	2	1	0
Ventura	5	3	6	7	2	2
Yolo	1	0	0	4	0	0
Yuba	29	13	7	4	0	0

Data source: [Quarterly CalWORKs Report April - June 2015](#).

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.

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

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

Data about CalWORKs and poverty show that California provides assistance to many more of its poor children than does the nation as a whole: more than 50 percent in 2014, compared to just 19 percent in the entire U.S. population of children in poverty.¹

Key Terms in This Chapter

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

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

¹ U.S. Census Bureau; Administration for Children and Families (ACF).

² Gordon M. Fisher, *The Development and History of the Poverty Thresholds* (Social Security Administration, 1992). Retrieved from <https://www.ssa.gov/history/fisheronpoverty.html>.

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California’s Poverty Rate and National Ranking

According to the Official Poverty Measure (OPM), 15.8 percent of all Californians and 22.9 percent of California’s children lived in poverty in 2014 (Table 8A). The corresponding figures for the U.S. as a whole were 14.8 percent and 21.1 percent, respectively. California’s poverty rates have dropped by approximately one percentage point since 2011, partly as a result of an improving economy. The State ranks 17th in the nation for both overall and child poverty.

Table 8A. Official Poverty Rate and California’s Ranking: 2010-2014

OPM	Poverty Rate and California’s Ranking				
	2010	2011	2012	2013	2014
Overall Poverty Rate	16.3% (14th highest)	16.9% (10th highest)	15.9% (16th highest)	14.9% (18th highest)	15.8% (17th highest)
Child Poverty Rate	23.4% (18th highest)	24.3% (11th highest)	22.5% (19th highest)	20.3% (18th highest)	22.9% (17th highest)

Source: Carmen DeNavas-Walt and Bernadette D. Proctor, *Income and Poverty in the United States*, Current Population Reports P602-252 (U.S. Census Bureau, September 2015). Data are from the Current Population Survey, Annual Social and Economic Supplement. 2014 data retrieved from http://www.census.gov/hhes/www/cpstables/032015/pov/pov46_000.htm.

Measuring Poverty with the OPM and SPM

The OPM and SPM are fundamentally different ways of understanding poverty (Table 8B). The OPM assumes that food costs consume one-third of a family’s budget and defines poverty levels in relation to food prices, adjusted annually for inflation; the SPM considers the cost of basic needs for families 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, as well as 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 considers **cash income** plus any **in-kind benefits** such as nutritional assistance 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 (for example, for variation in family/individual expenses/costs, with adjustment for geographic differences in prices across the states/geographic areas).

Do housing costs matter? Housing costs are not considered in calculating the OPM, but are in the SPM.

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

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

Based on Kathleen Short, *The Supplemental Poverty Measure: 2014*, Current Population Reports P60-254 (U.S. Census Bureau, September 2015). <https://www.census.gov/content/dam/Census/library/publications/2015/demo/p60-254.pdf>

California Poverty Rates Based on the OPM and the SPM

In September 2015, the U.S. Census Bureau released two sets of poverty data: rates using the OPM and rates using the SPM. Poverty in California was much higher as measured by the SPM than by the OPM: In 2011-13, for example, California's poverty rate was 23.4 percent according to the SPM and 16.0 percent using the OPM (Table 8C). For the U.S. as a whole, poverty rates were roughly one percentage point higher using the SPM.

**Table 8C. Comparison of the OPM and SPM
 in California and the U.S.: 2010-2012 and 2011-13**

	Official Poverty Measure		Supplemental Poverty Measure	
	2010-2012	2011-2013	2010-2012	2011-2013
California	16.5%	16.0%	23.8%	23.4%
United States	15.1%	14.9%	16.0%	15.9%

Kathleen Short, *The Research Supplemental Poverty Measure: 2013*, Current Population Report P60-251 (U.S. Census Bureau, October 2014).

<http://www.census.gov/content/dam/Census/library/publications/2014/demo/p60-251.pdf>

(Questions for income and health insurance coverage in the Current Population Survey Annual Social and Economic Supplement (CPS ASEC) were changed starting in 2013, so the U.S. Census Bureau did not publish state-level three-year SPM estimates in 2015; that series will be published again next year.)

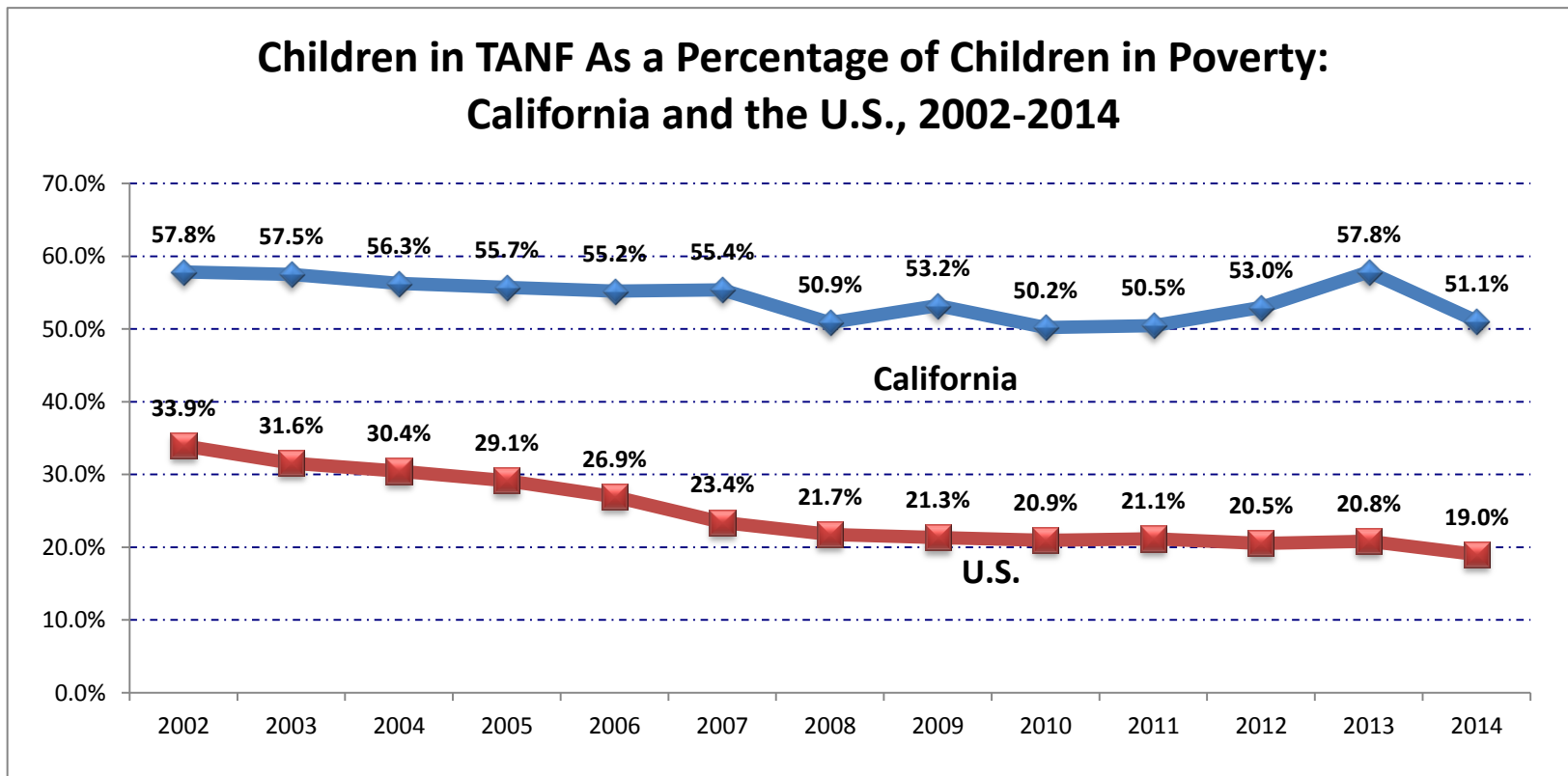
Why is the SPM Higher than the OPM in California?

Local Housing Costs: Unlike the OPM, the SPM accounts for regional variation in the cost of living. For the period 2011 to 2013, California was one of the ten states with the highest housing costs in the U.S. The SPM was higher than the OPM in all ten of those states.³ Given the relationship between housing costs and the SPM-OPM differential, it may not be surprising that the SPM is higher than the OPM in California.

³ New Jersey, Hawaii, Maryland, California, Connecticut, Massachusetts, New Hampshire, Alaska, New York, and Virginia (U.S. Census Bureau, *The Supplemental Poverty Measure: 2013; 2011-13 American Community Survey 3-year Estimates of Median Monthly Housing Costs*, Table B25105).

Figure 8A. Children in TANF as a Percentage of Children in Poverty: California and the U.S., 2002 - 2014

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 2014, while the national percent of poor children receiving TANF was only 19.0 percent, California served 51.1 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 and Administration for Children and Families (ACF). The data source for California children on TANF was updated from the CA 237 CW to ACF for this version of the annual summary so that a better comparison can be made to the U.S. overall.

**Table 8D. Child Poverty Rates and Share of Poor Children in TANF,
California and the U.S.: 2002 to 2014**

Year	California				U.S.			
	Children on TANF	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 (1,000s)	U.S. Percent Children in Poverty	U.S. Percent Poor Children in TANF
2002	1,031,347	1,783,000	18.7%	57.8%	4,118,797	12,133	16.7%	33.9%
2003	1,010,719	1,757,000	18.7%	57.5%	4,062,665	12,866	17.6%	31.6%
2004	1,014,920	1,804,000	19.0%	56.3%	3,969,376	13,041	17.8%	30.4%
2005	992,639	1,781,000	18.6%	55.7%	3,758,077	12,896	17.6%	29.1%
2006	952,014	1,724,000	18.1%	55.2%	3,455,961	12,827	17.4%	26.9%
2007	928,743	1,677,000	17.9%	55.4%	3,119,519	13,324	18.0%	23.4%
2008	965,627	1,898,000	20.2%	50.9%	3,056,690	14,068	19.0%	21.7%
2009	1,054,257	1,981,000	21.0%	53.2%	3,294,392	15,451	20.7%	21.3%
2010	1,116,594	2,225,000	23.4%	50.2%	3,432,780	16,401	22.0%	20.9%
2011	1,140,453	2,260,000	24.3%	50.5%	3,409,383	16,134	21.9%	21.1%
2012	1,093,821	2,065,000	22.5%	53.0%	3,298,369	16,073	21.8%	20.5%
2013	1,065,894	1,843,000	20.3%	57.8%	3,049,590	14,659	21.8%	20.8%
2014	1,069,584	2,093,000	22.9%	51.1%	2,949,590	15,540	21.1%	19.0%

Data Source: U.S. Census Bureau and Administration for Children and Families (ACF). The data source for California children on TANF was updated from the CA 237 CW to ACF for this version of the annual summary so that a better comparison can be made to the U.S. overall.

CalWORKs Benefit and Resource Model 2016

Background

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

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

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

The updated 2016 model adds the federal school lunch program and the new state EITC - programs that benefit many CalWORKs recipients. The model now displays the poverty threshold under both the OPM and the SPM. Medi-Cal benefits and child care are not included as resources, as those two components are reflected as expenses instead of income in the SPM framework. The new Figure 8C displays information regarding the share of CalWORKs recipients who have no earnings and the share with earnings in at least one month of 2014, along with total monthly resources for those groups (assuming median monthly earnings for all recipients with any earnings in 2014).

The Women, Infants and Children (WIC) health and nutrition program subsidy is not included because only approximately one-third of CalWORKs recipients receive this benefit.⁵ Housing subsidies are excluded because reliable data are not available.

As noted above, the model reflects benefits and resources available to aided adults and children. Cases that include ineligible adults or children due to the maximum family grant policy or citizenship status would receive less.

⁴ In December 2014, there were a total of 270,777 one- and two-parent CalWORKs cases; 59,686, or 22.0 percent, had one aided adult and two aided children. (Data source: MEDS 2014 Q4.)

⁵ California Department of Public Health; Women, Infants & Children Program; Data Analysis, Research & Evaluation Section; accessed September 10, 2015.

Data Sources

This model was developed using the following data:

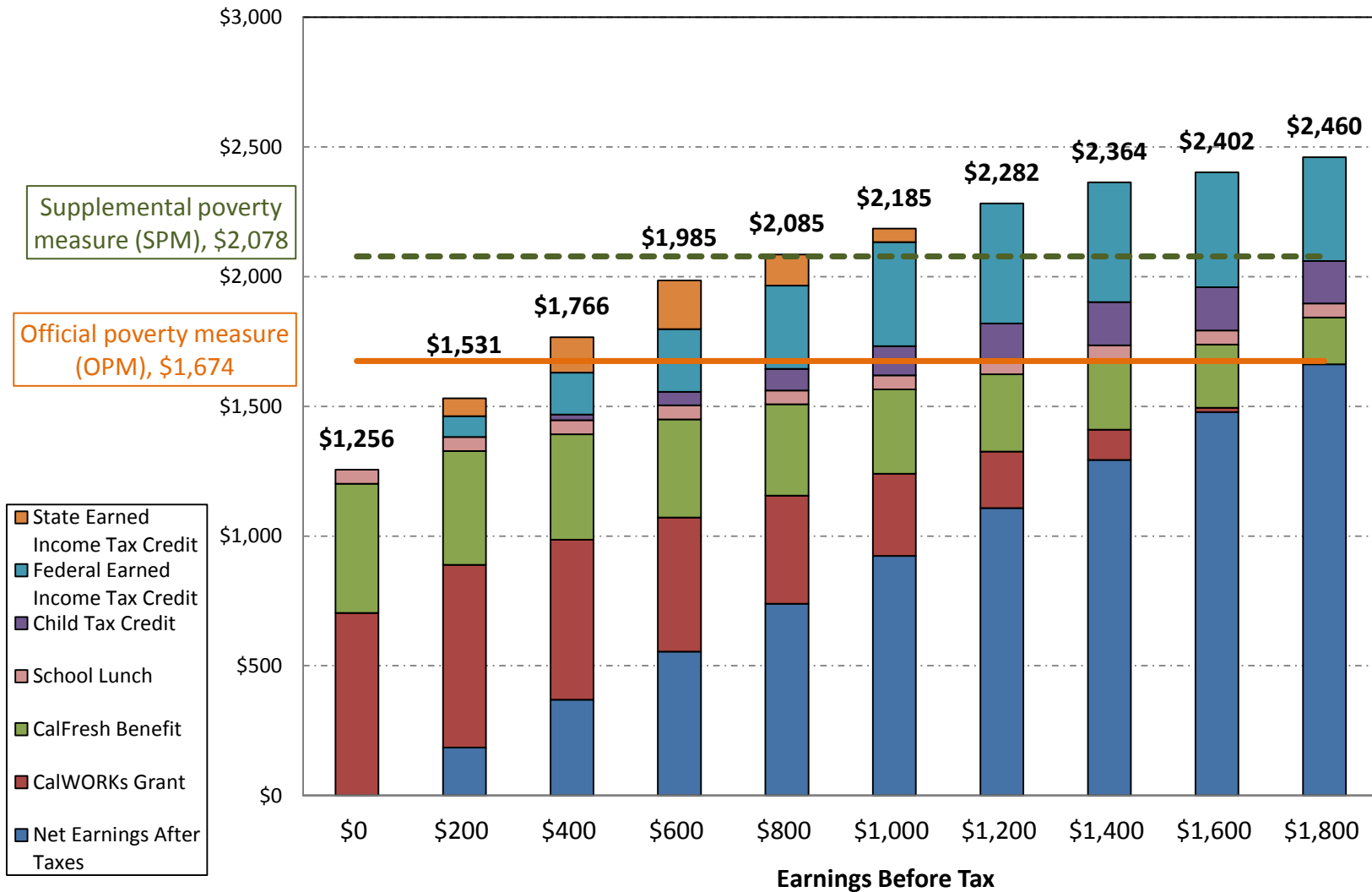
- The CalWORKs grant is based on the non-exempt maximum aid payment for a family of three in high-cost counties (Region 1) as of April 1, 2015. The CalWORKs Earned Income Disregard (EID) policy allows families to exclude the first \$225 of their income from the cash grant calculation, as well as 50 percent of all income above \$225.
- The CalFresh benefit is based on the maximum monthly allotments for Federal Fiscal Year 2016 by the U.S. Department of Agriculture's Food and Nutrition Service.
- The EITC and Child Tax Credits are displayed as monthly amounts, based on 2015 tax year information. However, most families that are eligible for the EITC and Child Tax Credits receive them as a lump-sum tax refund.
- For a family with two children, the state EITC is 85 percent of the federal EITC up to earnings of \$6,935 per year (approximately \$578 per month). The state EITC begins to phase out at that point, while the federal EITC continues to phase in to earnings of \$13,870 per year (approximately \$1,156 per month).
- The monthly National School Lunch Program benefit for one child is derived by dividing total average 2010-11 and 2011-12 school-year reimbursement rates by 12, based on data from the California Department of Education and the Public Policy Institute of California.⁶ That number is multiplied by two (the number of children in the model's family type) and then by 63 percent, the estimated share of children in CalWORKs families who are school-age (FFY 2014 RADEP data).
- Net earnings are after deductions for Social Security, Medicare and federal and state income tax.
- The OPM threshold is from U.S. Department of Health and Human Services poverty guidelines for 2015. The SPM threshold is CDSS' calculation of the average threshold for California families of three with two children, using 2014 SPM research files from the U.S. Census Bureau.

⁶ Sarah Bohn, et al., *The California Poverty Measure: A New Look at the Social Safety Net* (Public Policy Institute of California, October 2013); http://www.ppic.org/content/pubs/other/1013SBR_appendix.pdf.

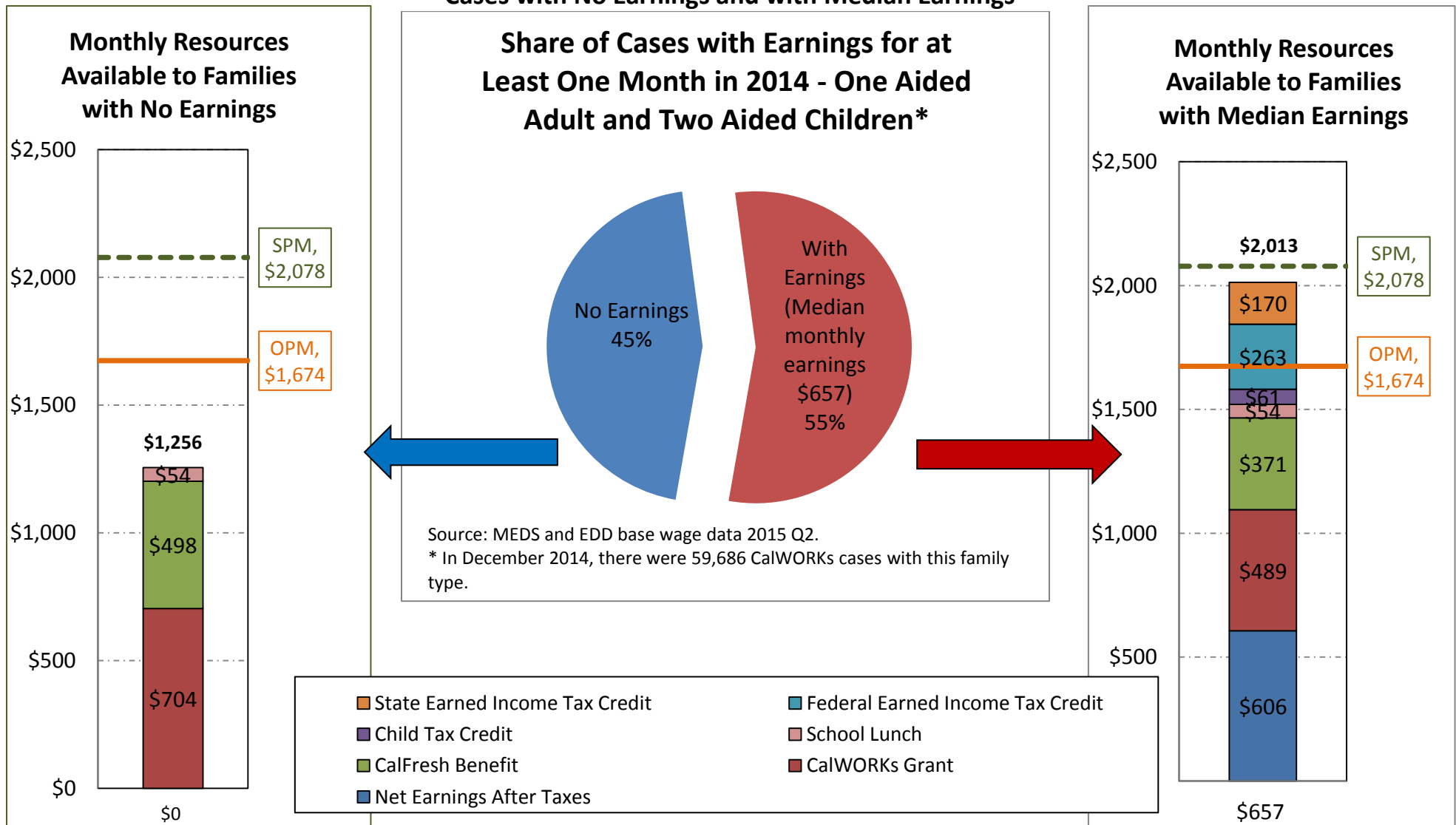
**Table 8E. Monthly Benefit Values for a CalWORKs
 Family of Three in Region One:
 One Aided Adult and Two Aided Children**

Resources and Poverty Measures	Earnings Before Tax									
	\$0	\$200	\$400	\$600	\$800	\$1,000	\$1,200	\$1,400	\$1,600	\$1,800
Net Earnings After Taxes	\$0	\$185	\$369	\$554	\$739	\$924	\$1,108	\$1,293	\$1,478	\$1,662
CalWORKs Grant	\$704	\$704	\$617	\$517	\$417	\$317	\$217	\$117	\$17	\$0
CalFresh Benefit	\$498	\$439	\$406	\$379	\$352	\$325	\$298	\$271	\$244	\$180
School Lunch	\$54	\$54	\$54	\$54	\$54	\$54	\$54	\$54	\$54	\$54
Child Tax Credit	\$0	\$0	\$23	\$53	\$83	\$113	\$143	\$167	\$167	\$164
Federal Earned Income Tax Credit	\$0	\$81	\$161	\$241	\$321	\$401	\$462	\$462	\$443	\$401
State Earned Income Tax Credit	\$0	\$69	\$137	\$188	\$120	\$52	\$0	\$0	\$0	\$0
Total Resources to the Family	\$1,256	\$1,531	\$1,766	\$1,985	\$2,085	\$2,185	\$2,282	\$2,364	\$2,402	\$2,460
Official poverty measure (OPM)	\$1,674	\$1,674	\$1,674	\$1,674	\$1,674	\$1,674	\$1,674	\$1,674	\$1,674	\$1,674
Supplemental poverty measure (SPM)	\$2,078	\$2,078	\$2,078	\$2,078	\$2,078	\$2,078	\$2,078	\$2,078	\$2,078	\$2,078

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



**Figure 8C. CalWORKs Benefit and Resource Model 2016:
 Cases with No Earnings and with Median Earnings**



Chapter 9 – Research Funds and Program Oversight

The general purpose of CalWORKs program oversight is to review, monitor, and supervise the implementation of public policy. 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: Research Project Names and Budgets by Year, FY 2009-10 through FY 2018-19	103
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TANF Research Funds

This section provides information about the use of federal TANF research funds. Table 9A. displays ten years of actual and estimated expenditures by project. Projects using funding in FY 2007-08 or later are described in more detail on the following pages.

Table 9A. Allocation of TANF Research Funds
Research Project Names and Budgets by Year, FY 2009-10 through FY 2018-19

Research Project	FY 2009-10	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15	FY 2015-16 ³	FY 2016-17 ⁴	FY 2017-18 ⁴	FY 2018-19 ⁴	Total
Women's Health Survey	\$106,000										\$106,000
UC Berkeley Library	\$46,704										\$46,704
UC Davis Research Projects ¹	\$606,056	\$1,112,515	\$667,991	\$464,491	\$629,789	\$0	\$200,000	\$200,000	\$200,000	\$200,000	\$4,280,842
Spanish Language LD Screening	\$397,898	\$473,871	\$800,040	\$984,139	\$813,573						\$3,469,521
CalWORKs Annual Summary						\$49,196					\$49,196
UCB Performance Indicators	\$41,315	\$41,315	\$41,315	\$41,315	\$41,315	\$43,488	\$44,950	\$44,950	\$44,950	\$44,950	\$429,863
EDD Data Contract	\$15,371	\$15,371	\$15,371	\$15,371	\$15,371	\$29,539	\$29,539	\$29,539	\$42,066	\$42,066	\$249,604
CalWORKs Technical Academy	\$320,000										\$320,000
SB 1041 Statewide Evaluation ²					\$995,593	\$1,999,795	\$2,997,902	\$2,496,416	\$498,662		\$8,988,368
DHCS Data Contract						\$6,600	\$5,160	\$5,160		\$7,000	\$30,920
Child Care Characteristics (pending)								\$833,333	\$1,000,000	\$166,667	\$2,000,000
Total	\$1,533,344	\$1,643,072	\$1,524,717	\$1,505,316	\$2,495,641	\$2,128,618	\$3,277,551	\$3,609,398	\$1,792,678	\$460,683	\$19,971,018

¹ Does not include UC Davis projects listed separately below.

² The RAND annual budget figures are those of the original contract executed June 30, 2015 and do not reflect reallocation of funding among years or project expansions that may occur.

³ Estimated budgets are subject to change.

TANF Research Funds: Details of Research Projects

Women's Health Survey

Time Period: FYs 2007-08 through 2009-10

Total Cost: \$312,600

The CDSS provided questions for the 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 for 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: Began FY 2007-08; anticipated to continue indefinitely

Total Allocation: \$5,291,601 through FY 2017-18

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 (clinical psychologists and educational psychologists) provided diagnoses of whether participants had a learning disability; these diagnoses were used 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

In this project, UC Davis provided technical assistance in compiling program information and data for a new CalWORKs summary. The first iteration of the document was 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 California youth in foster care and produces statewide and county-specific tables and reports regarding maltreatment allegations, caseload, and performance outcomes. These reports are used by CalWORKs staff to formulate future welfare caseload projections. The project is housed in the School of Social Welfare and provides policymakers, child welfare workers, researchers, and the public with direct access to customizable information on California's entire child welfare system. Additional funding for this project is provided by the Stuart Foundation.

Current Status: The CDSS will continue to provide data to CSSR for the foreseeable future. CCWIP website: 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: \$8,988,368

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 will be shifted to FY 2014-15 to reflect the actual project start date. Six counties are participating: Sacramento, Fresno, Riverside, Los Angeles, Alameda, and Stanislaus.

Current Status:

- The first annual report, a description of the study design, research questions, and background, was provided in 2015, and is available at the RAND Corporation website, http://www.rand.org/pubs/research_reports/RR919.html.
- The year two annual report is projected for release early in 2016. This report will include findings from interviews, surveys, recipient and staff focus groups and administrative data analysis. Findings from the California Socioeconomic Survey (CaSES) will likely not be sufficiently complete for inclusion into the year two report.

Study Design and Progress

The evaluation attempts to isolate the effects of SB 1041 on county welfare staff, operations, and CalWORKs recipients by collecting and examining data on five important components. Due to the complexity for surveying each California county, some portions of the study will concentrate on six “focal counties” that are representative of the state as a whole in terms of demographic and socio-graphic makeup, CalWORKs caseload, urban/rural mix, and other important factors. The focal counties are Sacramento, Alameda, Stanislaus, Fresno, Riverside and Los Angeles.

- A Process Study / County Welfare Operations Impact Study: how the SB 1041 changes were implemented; county staff levels and distribution, resources, supportive services payments, and provision and timing of WTW activities to clients.
 - State-Level Interviews – Completed
 - All-County Welfare Directors Survey – Completed

- Focal County Key Staff Interviews – Completed
- Focal County CalWORKs recipient focus groups – Completed

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

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

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 a Request for Proposal process and contract execution.

Program Oversight

The CDSS believes that timely oversight and ongoing monitoring will help ensure 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
 - Covers the full range of adult and child impacts of CalWORKs reforms
 - Year One Report: 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
 - 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
 - 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
- More detailed information: <http://www.dss.cahwnet.gov/lettersnotices/PG980.htm>

Appendix A: Glossary of Terms and Acronyms

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

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

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

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

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

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

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

AU (Assistance Unit): An AU is a group of 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.

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

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

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

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

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

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

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

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

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

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.)

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

EID (Earned Income Disregard): The amount of earnings that is subtracted from income for determining a CalWORKs cash grant. The maximum has varied with changes in the law. In October 2013 it was set to the first \$225 in earned income and 50 percent of remaining earned income for all CalWORKs cases.

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

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

ES (Employment Services): Assistance with obtaining employment.

ESE (Expanded Subsidized Employment): A program that creates job opportunities for CalWORKs participants; provides connections to the labor force; builds and improves skills; and involves counties forming partnerships with private employers and non-profits/public agencies and either partially or fully funding wages. (ESE plans are explained on the CDSS website at: <http://www.cdss.ca.gov/calworks/PG3412.htm>.)

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

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

activities.

FY: Fiscal year; in California, July 1 through the following June 30.

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

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

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

Great Recession: Common name for the economic downturn beginning in 2007-2008 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).

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

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

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

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

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

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

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

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

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

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

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

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

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

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

OPM (Official Poverty Measure): The OPM was developed in the 1960s based on a family's

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

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

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

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

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

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

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

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

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 CalFresh in California.

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

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

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

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

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

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

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

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

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

WDTIP: 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 MEDS. WDTIP eliminates the need for counties to manually contact other counties outside their respective consortia system and/or other states to obtain information relative to the TANF 60-month and CalWORKs 48-month time limits for time-

on-aid by providing eligibility workers an automated tool with which they can obtain up-to-date information for CalWORKs applicants and recipients.

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

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

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

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

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

Appendix B: List of Data Sources Used

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

CA 237 CW – CalWORKs Cash Grant Caseload Movement Report

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

for All Other Families is reported on the CW 115.

Medi-Cal Eligibility Data System (MEDS)

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

Research and Development Enterprise Project (RADEP)

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

Statewide Automated Welfare System (SAWS) Consortia

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

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

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

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

U.S. Census Bureau

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

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

Welfare Data Tracking Implementation Project (WDTIP)

<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.