

CaIWORKs-

California Families on the Road to Self-Sufficiency

ANNUAL SUMMARY

JANUARY 2017



CALIFORNIA DEPARTMENT OF SOCIAL SERVICES
WELFARE TO WORK DIVISION

THIS PAGE IS INTENTIONALLY BLANK.

Preface

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

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

The 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>

The second version was published in January 2016 and is available at: http://www.cdss.ca.gov/cdssweb/entres/pdf/CW_AnnualSummary2016.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.

Note on Data Sources

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

Note to reader: Some tables and charts in the summary reflect the overall CalWORKs caseload while others may reflect specific types of cases, e.g. only cases with earnings or only cases that receive federal TANF or MOE funding. Please refer to any table headings, narrative or footnotes to identify the total population identified in each table and chart.

Table of Contents

Preface	ii
A Note about Data from the Research and Development Enterprise Project (RADEP)	iii
Table of Contents	iv
List of Tables and Figures	vii
2017 CalWORKs Annual Summary - Executive Summary	x
Highlights:	x
Chapter Summaries:.....	x
Introduction and Overview	xiv
California Work Opportunity and Responsibility to Kids (CalWORKs)	xiv
Purpose and Objectives	xiv
Summary of Key Features of CalWORKs	xiv
Eligibility	xv
Time Limits and Time Clocks.....	xv
Work Requirements.....	xv
Federal Participation Mandate	xvi
Supportive Services.....	xvi
Parental Responsibility	xvi
Benefit Levels.....	xvii
Program Administration	xvii
Legal Authority	xvii
Key Features of CalWORKs	xvii
Chapter 1 – Caseload Dynamics	1
Key Terms in This Chapter	1
Tables and Figures in This Chapter	3
Characteristics of CalWORKs Cases.....	8
CalWORKs Applications, Approvals and Denials: FY 2015-16.....	12
Chapter 2 – Benefits, Earning Levels, and Employment	21
Key Terms in This Chapter	21
Tables and Figures in This Chapter	23
MAP Levels	24

CalWORKs Caseload and Grants with CalFresh Benefits25

CalWORKs Recipient Earned Income Limits26

Earnings Distribution for Work-Eligible Adult Cases with Earnings27

Chapter 3 – Fiscal Overview.....31

 Funding Sources31

 Expenditures31

 Key Terms in This Chapter31

 Tables and Figures in This Chapter32

 Fiscal Overview of the CalWORKs Program.....33

Chapter 4 – Program Chronology37

 Key Terms in This Chapter37

 A Brief History of What Led to the Present Version of CalWORKs.....39

Chapter 5 – Welfare-to-Work (WTW) Participation.....51

 Key Terms in This Chapter52

 Tables and Figures in This Chapter54

 CalWORKs WTW Activities and Hourly Requirements Table 5A. Description.....55

 During adults’ 48 Months on Aid55

 Quarterly Analysis of the Welfare-To-Work Population57

 Education and Training.....62

 Participation in Work or Work-Related Activities to Comply with the TANF Work Participation Rate Policy67

 Work Participation Rate Compliance69

 Status of Corrective Compliance Plans.....70

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

 Tables and Figures in This Chapter73

 Welfare-to-Work 24-Month Time Clock and Post-24-Month Time Clock74

 Family Stabilization (FS) Program78

 Expanded Subsidized Employment (ESE)80

 ESE Program Highlights81

 Post-Aid Earnings.....82

 Work Incentive Nutritional Supplement (WINS)84

 Online CalWORKs Appraisal Tool (OCAT)85

 The Workforce Innovation and Opportunity Act (WIOA).....88

Cal-Learn Program	89
Chapter 7 – Supportive Services	91
Key Terms in This Chapter	91
Tables and Figures in This Chapter	91
Child Care Resources for CalWORKs Participants	97
Characteristics of Stage One Child Care Cases	98
Chapter 8 – Poverty Measures and Poverty Rates	107
Key Terms in This Chapter	107
Tables and Figures in This Chapter	108
California’s Poverty Rate and National Ranking	109
Measuring Poverty with the OPM and SPM	109
CalWORKs Benefit and Resource Model 2016	114
Chapter 9 – Research Funds and Program Oversight	119
Tables and Figures in This Chapter	119
TANF Research Funds	120
TANF Research Funds: Details of Research Projects	121
Program Oversight	126
Chapter 10 – Homeless Assistance and Housing Support	127
Key Terms in This Chapter	127
Tables and Figures in This Chapter	127
CalWORKs Homeless Assistance Program	128
CalWORKs Housing Support Program (HSP)	129
Appendix A: Glossary of Terms and Acronyms	131
Appendix B: List of Data Sources Used	139

List of Tables and Figures

Chapter 1 – Caseload Dynamics	1
Figure 1A. FFY 2016 Total CalWORKs Cases Breakdown ¹ :.....	4
Table 1A. Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2015	5
Table 1B. Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2015 (continued) .	7
Table 1C. Time on Aid Characteristics of CalWORKs Cases.....	8
Figure 1B. CalWORKs Quarterly Caseload Analysis FY 2007-08 through FY 2015-16	9
Table 1D. CalWORKs Quarterly Caseload Analysis: FY 2007-08 through FY 2015-16	10
Table 1E. CalWORKs Annual Application Approvals by County: FY 2015-16.....	13
Table 1F. CalWORKs Annual Application Denials by County: FY 2015-16.....	15
Table 1G. CalWORKs Annual Application Denials by Reasons by County: FY 2015-16.....	17
Chapter 2 – Benefits, Earning Levels, and Employment	21
Table 2A. CalWORKs Maximum Aid Payment (MAP) Levels Effective October 1, 2016.....	24
Table 2B. CalWORKs Caseload and Grants with CalFresh Benefits Recent History and Projections (FY 2007-08 through FY 2016-17)	25
Table 2C. CalWORKs Recipient Earned Income Limits: FY 2016-17	26
Table 2D. Earnings Distribution for Work-Eligible Adult Cases with Earnings for FY 2015-16	27
Figure 2A. Quarterly Earnings for CalWORKs Adult Recipients: 2003-2016.....	28
Figure 2B. Proportion of Adult Recipients with Earnings: 2003-2016	29
Figure 2C. Number of CalWORKs Individuals in Employment: FFYs 2008-2015.....	30
Chapter 3 – Fiscal Overview	31
Figure 3A. CalWORKs Funds for FY 2016-17	33
Table 3A. CalWORKs Funding by Program Area & Fund Sources: FY 2016-17.....	34
Table 3B. Funding Reconciliation for CalWORKs: FY 2016-17.....	35
Chapter 5 – Welfare-to-Work (WTW) Participation	51
Table 5A. CalWORKs WTW Activities and Hourly Requirements	56
Figure 5A. Quarterly Analysis of the Welfare-to-Work Population FY 2007-08 through FY 2015-16	58
Table 5B. Quarterly Analysis of the Welfare-to-Work Population FY 2007-08 through FY 2015-16.....	59
Table 5C. CalWORKs Welfare-to-Work Education Activities	61

Table 5D. Number of Community College Degrees, Certificates, and Awards CalWORKs Recipients Received: 2009-2016.....	62
Table 5E. Average Monthly Percent of Exemptions Granted to WTW Adults: FFYs 2007-2015	63
Table 5F. Welfare-to-Work (WTW) 24-Month Time Clock Exemptions/Good Cause.....	65
Table 5G. Participation in Work or Work-Related Activities (TANF cases only): FFYs 2008-2015	68
Table 5H. Summary of WPR Assessed Penalties and Compliance Status	69
Table 5I. California's TANF Work Participation Rate (WPR) History: FFYs 1997-2016.....	71
Chapter 6 – Recent Program Changes and Outcomes.....	73
Figure 6A. WTW 24-Month Time Clock Update (SB 1041): FY 2016-17.....	76
Table 6A. CalWORKs Family Stabilization Status Report: FY 2015-16.....	79
Figure 6B. Subsidized Employment Caseload: 2013-2016	80
Table 6B. Welfare-To-Work Annual Earnings by County: One Year After Exit, FFY 2014.....	82
Table 6C. WINS Issuances: FFYs 2015-2016	84
Table 6D. OCAT Appraisals by Month: FY 2015-16.....	85
Table 6E. OCAT Tool Structure and Recommendations.....	86
Table 6F. Cal-Learn Average Monthly Participation and Outcomes: FY 2012-13 through FY 2015-16.....	89
Chapter 7 – Supportive Services	91
Table 7A. Average Number of Individuals Receiving Supportive Services July – September 2015 All (Other) Families	93
Table 7B. Average Number of Individuals Receiving Supportive Services July – September 2015 Two-Parent Families.....	95
Table 7C. Age, Provider Setting, and Time in Care for Stage One Children: FY 2015-16....	98
Table 7D. CalWORKs Stage One Child Care: FY 2006-07 through FY 2014-15	99
Figure 7A. Children in CalWORKs Stages One, Two, and Three Child Care Programs: 2006-2015	101
Table 7E. Behavioral Health Services Referrals and Participation July – September 2015 All (Other) Families.....	103
Table 7F. Behavioral Health Services Referrals and Participation July – September 2015 Two-Parent Families.....	105
Chapter 8 – Poverty Measures and Poverty Rates	107
Table 8A. Official Poverty Rate and California’s Ranking: 2011-2015.....	109
Table 8B. Comparison of the Official and Supplemental Poverty Measures	110

Table 8C. Comparison of the OPM and SPM in California and the U.S.: 2010-2012 to 2013-15 111

Figure 8A. Children in TANF as a Percentage of Children in Poverty: California and the U.S., 2002 - 2015 112

Table 8D. Child Poverty Rates and Share of Poor Children in TANF, California and the U.S.: 2002 to 2015 113

Table 8E. Monthly Benefit Values for a CalWORKs Family of Three in Region One: One Aided Adult and Two Aided Children 116

Figure 8B. Monthly Resources Available to a Family of Three (One Adult and Two Children) 117

Figure 8C. CalWORKs Benefit and Resource Model 2016: Cases with No Earnings and with Median Earnings 118

Chapter 9 – Research Funds and Program Oversight.....119

Table 9A. Allocation of TANF Research Funds Research Project Names and Budgets by Year, FY 2009-10 through FY 2018-19..... 120

Chapter 10 – Homeless Assistance and Housing Support127

Table 10A. Application Approvals and Shelter Expenditures: FY 2015-16 128

2017 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, and a second edition was presented in January of 2016. This is the third iteration of the report, which will be presented each year to coincide with the budget calendar. The Annual Summary consists of ten chapters that highlight the components of the CalWORKs program required in the supplemental report language as well as other topics decided through an inclusive stakeholder process.

Highlights:

- The CalWORKs caseload continues to decline.
- 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, along with the National School Lunch Program, the California Earned Income Tax Credit and the utility assistance programs (Chapter 8).
- This third CalWORKs Annual Summary includes a new chapter detailing Homeless Assistance and an update for the Housing Support Program.

Chapter Summaries:

Chapter One - Caseload Dynamics provides a comprehensive overview of the CalWORKs caseload. The chapter begins with the Characteristics of TANF/MOE funded CalWORKs cases, a new look at the CalWORKs caseload that reflects the “move-out” of the Safety-Net, Fleeing Felon, and Long-Term Sanction population from the TANF/MOE funding stream. This characteristics analysis presents the important attributes of this TANF/MOE funded CalWORKs cases population, including average AU (Assistance Unit) size (2.6 individuals, adults and children, in all TANF/MOE funded cases), benefit amounts (monthly benefit of \$512 for the average AU), number of children (average of 2 children per case), percentage with monthly earnings (21%), average and median time on aid, and many others.

Chapter One concludes with a longitudinal depiction of the quarterly CalWORKs caseload from FY 2007-08 through FY 2015-16, as well as data reporting CalWORKs annual applications and denials (by county) in FY 2015-16.

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

Chapter Three - Fiscal Overview provides a brief financial picture of the CalWORKs program including funding sources and major expenditure categories. California receives the majority of funds for CalWORKs from an annual federal TANF block grant of \$3.7 billion, and the state contributes an additional \$2.9 billion in Maintenance-of-Effort (MOE) funding. Chapter Three includes a figure displaying the distribution of funds across various program components which 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 2017 Annual Summary include an increase in the Maximum Aid Payment (MAP), repeal of the Maximum Family Grant (MFG), and a provision to assist grieving parents or caretakers in the event of the loss of a child.

Chapter Five – Welfare-to-Work Participation provides details of California’s Welfare-to-Work program and population. The chapter includes a description of the differences between CalWORKs and TANF participation requirements and a quarterly analysis of the Welfare-to-Work caseload from 2006 through 2015. The chapter continues with California’s work participation rate (WPR) trends through Federal Fiscal Year 2015, and concludes with an account of California’s WPR compliance. The State has been in WPR noncompliance for several years and has been preliminarily assessed federal penalties each year since 2007. Seven Corrective Compliance Plans have been submitted to the Federal Administration for Children and Families to reduce or eliminate those penalties. Chapter Five details these compliance efforts.

Chapter Six - Recent Program Changes and Outcomes describes the most significant recent changes in the CalWORKs program and provides updates on the impact of many of these recent program changes. The 2017 Annual Summary updates information about the 24-Month Time Clock, the Family Stabilization (FS), and Expanded Subsidized Employment (ESE) programs, the Online CalWORKs Appraisal Tool (OCAT), the Cal-Learn program and the Workforce Innovation and Opportunity Act (WIOA).

Chapter Seven - Supportive Services provides details about the support 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 Child Care resources available to CalWORKS recipients, and the number and type of other supportive services provided to participants in the welfare-to-work program.

Chapter Eight - Poverty Measures and Poverty Rates One of the main goals of CalWORKs is to reduce child poverty. Chapter Eight 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 in 2015 was approximately 14 percent and the state's SPM was approximately 21 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 2015 CalWORKS served 56 percent of the state's children in poverty, compared to approximately 16 percent for the nation); and
- A revised benefit and resource model infographic details the benefits available to a "typical" CalWORKs family at various income levels and incorporates the SPM.

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

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

THIS PAGE IS INTENTIONALLY BLANK.

Introduction and Overview

California Work Opportunity and Responsibility to Kids (CalWORKs)

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

Purpose and Objectives

The CalWORKs program is California's version of the federal Temporary Assistance for Needy Families (TANF) program. CalWORKs provides temporary cash assistance to meet basic family 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 welfare-to-work (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 24]). A family in which all adults are disabled or otherwise exempt from work requirements is eligible for the higher exempt grant amount. A non-exempt family of three with no other income living in Region 1 currently receives a monthly grant of \$714 while the same family living in Region 2 receives \$680. If that family were exempt, it would receive \$799 in Region 1 and \$762 in Region 2.

Program Administration

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

Legal Authority

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.

THIS PAGE IS INTENTIONALLY BLANK.

Chapter 1 – Caseload Dynamics

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

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) starting from Federal Fiscal Year (FFY) 2014; as a result, these cases are no longer included in the federally defined TANF program for federal reporting purposes. Or rather, 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 with 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 6C.

Key Terms in This Chapter

The CalWORKs caseload is characterized using the following key terms.

- **Assistance Unit (AU)** –An AU is a group of related persons living in the same home who have been determined to be eligible for CalWORKs and for whom cash aid has been authorized. An AU is sometimes referred to as a CalWORKs case. An AU or case differs from a “household” in that a household includes all persons in the same dwelling regardless of their relationship to members of the AU, or their eligibility for CalWORKs aid.
- Definitions of Assistance Units (AU) Types:
 - **Single-Parent or 1-Parent** – Includes one or more children, and one aided adult who is a natural or adoptive parent, a stepparent, or another caretaker relative.
 - **Two-Parent or 2-Parent** – Includes at least one child and two natural or adoptive aided adult parents.
 - **WTW Participants** – Includes Single-Parent and Two-Parent households with an aided adult who is NOT exempt from work activities and NOT sanctioned.
 - **WTW Exempts** – Includes Single-Parent and Two-Parent households where the aided adult(s) are exempt from work activities.

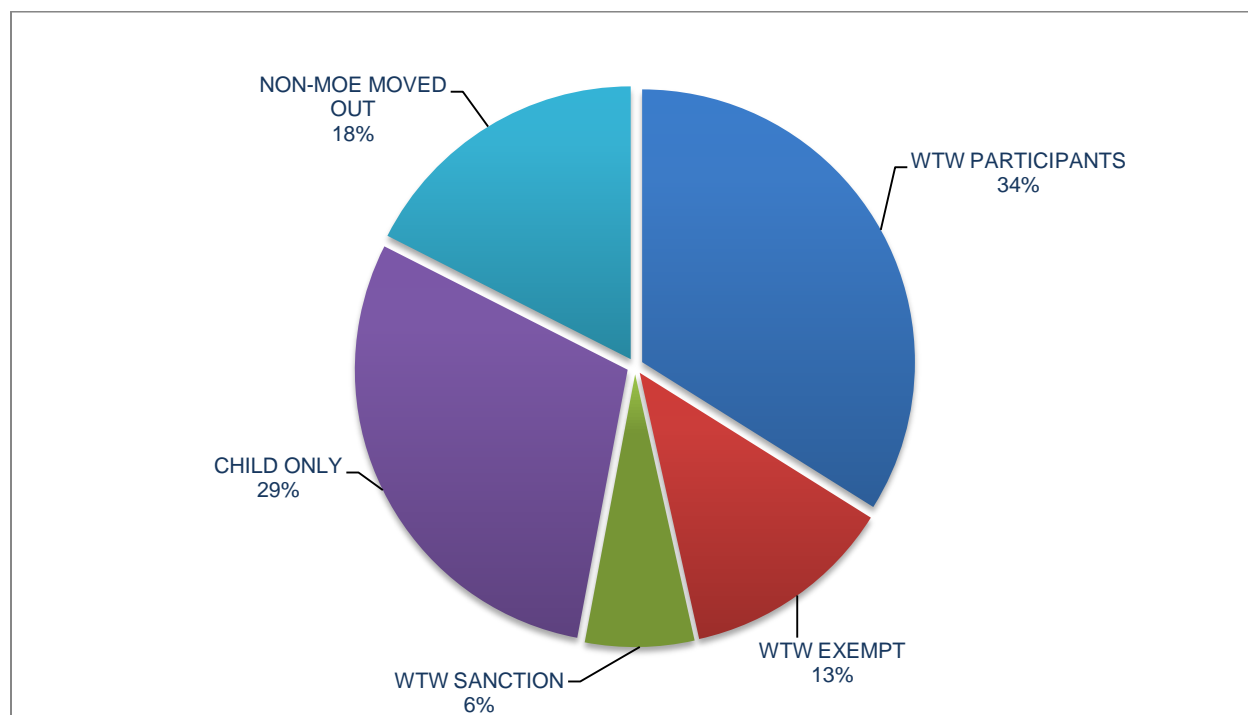
- **WTW Sanction** – Adults were removed from aid due to non-compliance with program requirements without good cause or compliance efforts have failed. Aid continues for the eligible children in the AU.
 - **Child-Only or Zero-Parent** – Cases in which only the children in the case are aided because 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 because the parent(s) are discontinued for cash aid due to their reaching the 48-month lifetime assistance limit. *Safety-net cases are funded with non-MOE state-only funds and not subject to federal TANF reporting rules.*
 - **TANF-Timed Out** – Cases in which the head of household or spouse of the head of household (parent, stepparent, or caretaker relative) has reached federal TANF assistance time limit of 60 months, but still has time left on CalWORKs assistance.
 - **Fleeing Felon** – Cases in which only children in an AU are aided because parent(s) are fleeing to avoid prosecution.
- **Long-Term Sanction** – Cases with a parent or caretaker who has been sanctioned due to failing or refusing to comply with welfare-to-work program requirements, without good cause, for 12 consecutive months or longer.
 - **Non-MOE Moved Out** – All cases that are funded with non-MOE General Fund dollars (Safety Net, Fleeing Felon, and Long-Term Sanctioned) and, as such, are “moved out” of the Work Participation Rate calculation.
 - **Time on Aid** – Time on aid for WTW Cases is calculated by the aided adult on aid longest (as an adult) since the beginning of the look-back period. Time on aid for CalWORKs Non-MOE cases (Safety Net, Fleeing Felon and Long-Term Sanction) as well as the Child-Only cases is determined by the child member on aid longest since the beginning of the look-back period.

Tables and Figures in This Chapter

Figure 1A. FFY 2016 Total CalWORKs Cases Breakdown¹.....	4
Table 1A. Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2015.....	5
Table 1B. Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2015 (continued) .	7
Table 1C. Time on Aid Characteristics of CalWORKs Cases.....	8
Figure 1B. CalWORKs Quarterly Caseload Analysis FY 2007-08 through FY 2015-16	9
Table 1D. CalWORKs Quarterly Caseload Analysis: FY 2007-08 through FY 2015-16	10
Table 1E. CalWORKs Annual Application Approvals by County: FY 2015-16.....	13
Table 1F. CalWORKs Annual Application Denials by County: FY 2015-16.....	15
Table 1G. CalWORKs Annual Application Denials by Reasons by County: FY 2015-16.....	17

Figure 1A.
FFY 2016 Total CalWORKs Cases Breakdown¹:

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



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

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

Data Sources: MEDS Quarter 3 2016 and WDTIP October 2016

Table 1A.
Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2015

The Safety Net, Fleeing Felon and Long-Term Sanctioned CalWORKs cases are now funded by Non-MOE GF and detailed characteristics information are no longer collected for these cases in the RADEP system. The Long-Term Sanctioned cases were shifted to Non-MOE GF in March 2015 and are partially reflected in the data below. "Child-Only" cases reflect cases without an aided adult (excluding Safety Net, Fleeing Felon and Sanctioned cases).

Characteristic	Types of Cases					
	WTW Participants	WTW Exempt	WTW Sanction	Child-Only	All TANF/MOE	
% of Cases	41.1	15.3	7.8	35.8	100.0	
Average AU Size	2.9	3.1	2.2	2.1	2.6	
Average Benefit	\$538	\$574	\$450	\$469	\$512	
Average # of Children in AU	1.8	1.9	2.2	2.1	2.0	
Average Age of Oldest Child	7.3	6.3	9.2	11.1	8.7	
Average Age of Youngest Child	4.8	3.2	5.5	7.5	5.6	
% with Children Under 1 Year	9.3	35.6	7.7	5.8	12.8	
% with Children Under 6 Years	65.6	75.4	58.1	40.4	57.7	
Average Age of Head of Household	30.3	30.7	31.9	40.2	34.1	
Earnings	% with Monthly Earnings	34.5	20.3	11.4	10.0	20.9
	Average Monthly Earnings of Cases w/ Earnings	\$1,032	\$1,024	\$712	\$980	\$1,005
Gender/Race/Ethnicity	% Female	88.5	90.3	90.0	92.0	90.2
	% Hispanic	49.4	45.2	53.8	75.9	58.5
	% White (Non-Hispanic)	22.8	31.5	20.3	11.9	20.3
	% Black (Non-Hispanic)	21.0	17.4	18.3	9.7	16.0
	% Asian (Non-Hispanic)	4.4	3.3	4.8	1.6	3.2
	% Other	2.4	2.6	2.8	1.0	2.0

**Table 1A. Characteristics of TANF/MOE Funded CalWORKs Cases:
FFY 2015 (continued)**

Characteristic	Types of Cases					
	WTW Participants	WTW Exempt	WTW Sanction	Child-Only	All TANF/MOE	
Languages Spoken	% English	88.7	88.1	87.7	38.3	70.5
	% Spanish	8.0	6.4	11.6	60.2	26.8
	% Other	3.3	5.5	0.7	1.5	2.8
Education	% of Head of Household Completed High School or Equivalent	58.7	51.6	40.7	11.9	38.9
	% Unknown	0.8	0.9	13.7	53.7	21.0
Citizenship Status of Head of Household	% Citizen	89.8	90.0	85.3	32.2	68.8
	% Other/Unknown	0.6	0.7	7.2	65.0	24.3
	% Legal Non-Citizen	9.6	9.3	7.5	2.8	6.9

Data Source: RADEP FFY 2015 and WDTIP

Notes:

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

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

**Table 1B. Characteristics of TANF/MOE Funded CalWORKs Cases:
FFY 2015 (continued)**

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

Characteristics		Aided Adult (1-Parent)	Aided Adult (2-Parent)
% of WTW Cases		81.1	18.9
Average Benefit		\$518	\$602
Average AU Size		2.6	3.7
Earnings	% with Monthly Earnings	24.2	40.6
	Average Monthly Earnings of Cases w/ Earnings	\$963	\$1,173

Data Source: RADEP FFY 2015 and WDTIP

Characteristics of CalWORKs Cases

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

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

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

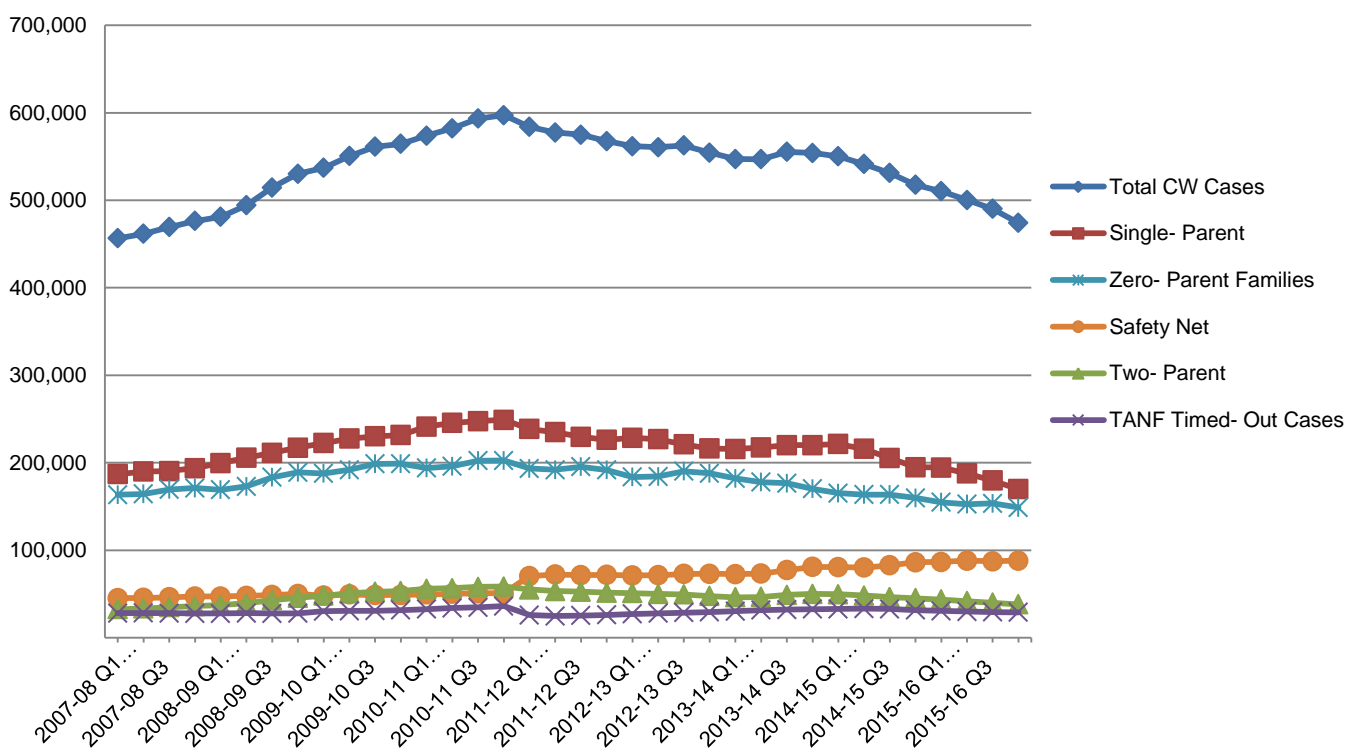
Table 1C.
Time on Aid Characteristics of CalWORKs Cases

		WTW (Participants)	WTW (Exempt)	WTW (Sanction)	Child Only	Non-MOE Moved Out	All Cases
Months on Aid Since 1998	Average	28.7	43.4	11.3	79.4	84.5	64.7
	Median	22	34	10	74	81	56
Months on Aid in Last 8 Years	Average	25.0	37.5	11.2	61.7	64.2	51.1
	Median	19	31	10	67	69	50
Months on Aid in Last 6 Years	Average	25.0	33.9	11.1	49.9	52.4	42.7
	Median	19	30	10	58	58	45

Data Source: MEDS September 2016

Figure 1B.
CalWORKs Quarterly Caseload Analysis
FY 2007-08 through FY 2015-16

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](#), EBT issuance system

Note:
EBT issuance system data is the source for Los Angeles County caseload from October 2015 to June 2016

Table 1D.
CalWORKs Quarterly Caseload Analysis:
FY 2007-08 through FY 2015-16

Fiscal Year		Types of Cases					Safety Net
		Total CalWORKs Cases	Single-Parent	Two-Parent	TANF Timed-Out Cases	Zero-Parent Families	
FY 07-08	Quarter 1	456,561	187,057	32,701	28,144	163,378	45,282
	Quarter 2	461,639	189,974	33,422	28,359	164,342	45,541
	Quarter 3	469,307	190,434	34,929	28,150	169,467	46,327
	Quarter 4	476,296	193,897	36,278	27,837	171,072	47,212
	Monthly Avg.	465,951	190,341	34,332	28,123	167,065	46,091
FY 08-09	Quarter 1	481,078	199,691	37,348	27,803	169,096	47,139
	Quarter 2	494,146	205,708	39,464	28,097	173,033	47,844
	Quarter 3	514,523	211,433	42,974	27,821	183,457	48,838
	Quarter 4	530,230	217,276	45,735	27,936	189,105	50,178
	Monthly Avg.	504,994	208,527	41,380	27,914	178,673	48,500
FY 09-10	Quarter 1	537,063	222,600	48,163	30,421	187,768	48,110
	Quarter 2	550,639	227,689	50,816	30,626	191,929	49,579
	Quarter 3	561,243	230,280	52,548	30,823	198,748	48,844
	Quarter 4	564,443	231,583	53,411	31,673	198,862	48,913
	Monthly Avg.	553,347	228,038	51,234	30,886	194,327	48,861
FY 10-11	Quarter 1	573,710	241,413	56,028	32,701	194,050	49,519
	Quarter 2	582,262	245,470	56,587	33,939	196,014	50,252
	Quarter 3	593,424	247,487	58,060	34,727	202,393	50,758
	Quarter 4	597,226	249,014	58,443	36,138	202,551	51,079
	Monthly Avg.	586,856	245,846	57,280	34,376	198,752	50,402
FY 11-12	Quarter 1	583,769	238,622	55,226	25,879	193,472	70,570
	Quarter 2	577,446	234,889	53,473	24,893	191,973	72,218
	Quarter 3	574,910	229,740	52,677	25,367	195,419	71,707
	Quarter 4	567,516	226,252	51,597	26,143	191,747	71,777
	Monthly Avg.	575,910	232,376	53,243	25,570	193,153	71,568
FY 12-13	Quarter 1	561,772	228,533	51,033	27,186	183,741	71,279
	Quarter 2	560,642	226,824	50,083	27,986	184,229	71,519
	Quarter 3	562,656	221,132	49,531	28,642	190,407	72,944
	Quarter 4	554,414	216,238	47,673	29,451	187,924	73,128
	Monthly Avg.	559,871	223,182	49,580	28,316	186,575	72,218

Table 1D.
CalWORKs Quarterly Caseload Analysis:
FY 2007-08 through FY 2015-16
(continued)

Fiscal Year		Types of Cases					
		Total CalWORKs Cases	Single-Parent	Two-Parent	TANF Timed-Out Cases	Zero-Parent Families	Safety Net
FY 13-14	Quarter 1	547,125	215,844	46,208	30,301	182,037	72,735
	Quarter 2	546,948	217,414	46,605	31,636	177,983	73,311
	Quarter 3	555,316	220,224	49,037	32,101	176,544	77,410
	Quarter 4	554,076	220,055	50,041	32,658	170,279	81,045
	Monthly Avg.	550,867	218,384	47,973	31,674	176,711	76,125
FY 14-15	Quarter 1	550,169	221,446	49,725	32,909	165,367	80,723
	Quarter 2	541,354	216,023	48,254	33,212	163,674	80,192
	Quarter 3	531,157	205,319	46,370	32,926	163,693	82,850
	Quarter 4	517,600	194,887	45,121	31,629	159,736	86,227
	Monthly Avg.	535,070	209,419	47,367	32,669	163,117	82,498
FY 15-16 ¹	Quarter 1	510,388	194,509	43,761	30,727	154,780	86,611
	Quarter 2	500,303	187,756	41,855	29,992	152,609	88,091
	Quarter 3	490,275	179,684	40,106	29,417	153,651	87,418
	Quarter 4	474,140	169,825	38,157	29,134	148,816	88,207
	Monthly Avg.	493,777	182,943	40,970	29,818	152,464	87,582

Data Sources: [CA 237 CW](#), EBT issuance system

Note:

¹EBT issuance system data is the source for Los Angeles County caseload from October 2015 to June 2016.

CalWORKS Applications, Approvals and Denials: FY 2015-16

There were a total of 476,581 CalWORKs applications in FY 2015-16. Tables 1E, 1F, and 1G detail by county the number of CalWORKs applications that were approved (222,612) and denied (253,969) in the 2015-16 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 1E.
CalWORKs Annual Application Approvals by County: FY 2015-16

	TYPES OF CASES					
	TOTAL CW APPLICATIONS APPROVED	SINGLE-PARENT	TWO-PARENT	TANF TIMED-OUT CASES	ZERO-PARENT FAMILIES	SAFETY NET
Statewide	222,612	123,570	24,994	8,187	47,400	18,461
Alameda	5,589	3,278	497	181	1,032	601
Alpine	-	-	-	-	-	-
Amador	164	86	23	9	17	29
Butte	1,515	852	239	50	230	144
Calaveras	231	137	29	9	32	24
Colusa	84	44	10	4	20	6
Contra Costa	3,833	2,235	331	155	749	363
Del Norte	341	183	65	16	38	39
El Dorado	624	378	101	12	81	52
Fresno	8,433	4,211	1,138	300	1,716	1,068
Glenn	203	105	32	6	48	12
Humboldt	565	334	90	18	82	41
Imperial	1,868	1,134	326	54	195	159
Inyo	95	53	13	3	7	19
Kern	9,930	5,425	1,322	422	1,985	776
Kings	1,537	815	212	51	259	200
Lake	521	302	87	18	87	27
Lassen	223	127	35	9	29	23
Los Angeles	70,113	41,003	5,717	2,582	16,956	3,855
Madera	1,508	634	167	31	547	129
Marin	337	199	23	10	85	20
Mariposa	93	53	18	2	12	8
Mendocino	677	416	72	27	96	66
Merced	3,080	1,562	396	120	716	286
Modoc	97	41	20	2	19	15
Mono	28	15	7	-	5	1
Monterey	3,299	1,129	192	62	1,773	143
Napa	309	201	24	8	65	11

Table 1E.
CalWORKs Annual Application Approvals by County: FY 2015-16
(continued)

	TYPES OF CASES					
	TOTAL CW APPLICATIONS APPROVED	SINGLE-PARENT	TWO-PARENT	TANF TIMED-OUT CASES	ZERO-PARENT FAMILIES	SAFETY NET
Nevada	273	193	38	2	28	12
Orange	7,613	4,098	813	169	2,165	368
Placer	926	538	129	22	158	79
Plumas	90	54	16	2	12	6
Riverside	13,719	7,961	1,770	430	2,408	1,150
Sacramento	12,461	6,373	2,045	493	1,739	1,811
San Benito	285	150	27	11	75	22
San Bernardino	21,178	11,775	2,754	1,034	3,366	2,249
San Diego	11,622	6,871	1,606	414	1,767	964
San Francisco	1,867	1,153	104	98	342	170
San Joaquin	6,190	3,379	856	184	1,060	711
San Luis Obispo	1,000	553	79	36	264	68
San Mateo	512	283	34	24	141	30
Santa Barbara	2,253	933	133	52	1,009	126
Santa Clara	3,686	2,048	352	117	882	287
Santa Cruz	754	399	51	28	238	38
Shasta	1,286	724	165	57	231	109
Sierra	17	13	1	-	3	-
Siskiyou	367	184	86	12	52	33
Solano	2,298	1,364	264	63	361	246
Sonoma	1,182	709	83	45	284	61
Stanislaus	4,384	2,295	684	201	813	391
Sutter	802	392	126	28	172	84
Tehama	512	270	78	23	94	47
Trinity	78	44	13	1	13	7
Tulare	6,855	3,162	890	309	1,605	889
Tuolumne	308	186	48	10	44	20
Ventura	3,113	1,684	279	100	889	161
Yolo	973	508	159	32	185	89
Yuba	711	322	125	29	119	116

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

Table 1F.
CalWORKs Annual Application Denials by County: FY 2015-16

	TYPES OF CASES					
	TOTAL CW APPLICATIONS DENIED	SINGLE-PARENT	TWO-PARENT	TANF TIMED-OUT CASES	ZERO-PARENT FAMILIES	SAFETY NET
Statewide	253,969	171,869	34,801	1,977	42,106	3,216
Alameda	5,308	3,349	439	66	1,287	167
Alpine	5	2	2	1	-	-
Amador	310	208	89	3	4	6
Butte	2,369	1,794	467	16	68	24
Calaveras	308	252	42	2	9	3
Colusa	188	146	34	2	6	-
Contra Costa	5,729	3,408	538	44	1,586	153
Del Norte	312	213	60	3	16	20
El Dorado	1,773	1,537	160	7	66	3
Fresno	7,173	4,476	1,219	55	1,218	205
Glenn	265	145	71	8	38	3
Humboldt	1,510	1,095	301	5	84	25
Imperial	2,549	1,855	589	10	63	32
Inyo	90	60	16	4	9	1
Kern	16,464	14,008	1,725	82	531	118
Kings	2,223	1,947	171	13	67	25
Lake	827	573	197	3	51	3
Lassen	242	193	37	-	11	1
Los Angeles	50,423	30,227	7,217	571	12,138	270
Madera	1,886	1,304	421	9	130	22
Marin	655	541	64	5	41	4
Mariposa	138	113	21	-	3	1
Mendocino	547	457	64	5	17	4
Merced	3,717	2,813	506	34	329	35
Modoc	88	66	17	-	2	3
Mono	45	39	6	-	-	-
Monterey	5,936	4,298	791	18	768	61
Napa	813	657	76	1	74	5

Table 1F.
CalWORKs Annual Application Denials by County: FY 2015-16
(continued)

	TYPES OF CASES					
	TOTAL CW APPLICATIONS DENIED	SINGLE-PARENT	TWO-PARENT	TANF TIMED-OUT CASES	ZERO-PARENT FAMILIES	SAFETY NET
Nevada	661	498	129	3	26	5
Orange	7,481	4,376	932	43	2,059	71
Placer	1,448	899	294	4	236	15
Plumas	198	133	42	-	19	4
Riverside	24,910	19,467	3,456	139	1,638	210
Sacramento	10,581	4,471	1,377	103	4,162	468
San Benito	437	415	10	1	10	1
San Bernardino	29,966	23,159	5,030	176	1,375	226
San Diego	18,333	11,352	1,472	156	5,080	273
San Francisco	1,583	1,100	97	22	345	19
San Joaquin	7,612	6,004	1,145	50	335	78
San Luis Obispo	1,434	864	133	12	409	16
San Mateo	2,667	1,568	229	24	820	26
Santa Barbara	2,774	1,380	287	14	1,045	48
Santa Clara	4,563	2,473	562	31	1,441	56
Santa Cruz	794	382	86	2	305	19
Shasta	2,074	1,485	430	23	83	53
Sierra	4	2	2	-	-	-
Siskiyou	473	337	114	4	16	2
Solano	2,524	1,915	208	14	337	50
Sonoma	1,107	862	81	3	154	7
Stanislaus	7,093	4,806	1,584	41	585	77
Sutter	1,161	926	191	4	27	13
Tehama	1,003	732	219	4	42	6
Trinity	110	79	26	-	5	-
Tulare	4,041	2,075	446	62	1,271	187
Tuolumne	409	285	103	1	15	5
Ventura	4,305	2,671	334	46	1,222	32
Yolo	1,140	573	146	9	384	28
Yuba	1,190	804	296	19	44	27

Data Source: [CA 255 CW](#), Line Items 2-12

Table 1G. CalWORKs Annual Application Denials by Reasons by County: FY 2015-16

Table 1G illustrates the reasons for application for aid denials in the 2015-16 state fiscal year. Of the 253,969 applications denied in the year, the most common reason (34 percent) was for failure to comply with procedural requirements (86,471); the next most common reason (24 percent) was denial for lacking either a child eligible for CalWORKs or a child deprived of support or care (61,542).

	REASONS FOR DENIAL				
	TOTAL DENIALS	FAILURE TO COMPLY	NO ELIGIBLE CHILD/NO DEPRIVATION	FINANCIAL	OTHER
Statewide	253,969	86,471	61,542	45,487	60,469
Alameda	5,308	1,331	1,348	1,545	1,084
Alpine	5	3	-	-	2
Amador	310	142	31	31	106
Butte	2,369	1,130	267	215	757
Calaveras	308	102	47	38	121
Colusa	188	118	6	18	46
Contra Costa	5,729	1,736	1,543	747	1,703
Del Norte	312	143	46	60	63
El Dorado	1,773	536	781	98	358
Fresno	7,173	2,150	2,386	952	1,685
Glenn	265	111	18	38	98
Humboldt	1,510	871	344	163	132
Imperial	2,549	994	169	361	1,025
Inyo	90	34	7	31	18
Kern	16,464	8,080	2,273	2,206	3,905
Kings	2,223	797	606	442	378
Lake	827	405	20	58	344
Lassen	242	101	40	50	51
Los Angeles	50,423	12,615	13,394	9,997	14,417
Madera	1,886	917	318	312	339
Marin	655	187	133	139	196
Mariposa	138	56	30	12	40
Mendocino	547	222	106	124	95

**Table 1G. CalWORKs Annual Application Denials by Reasons by
County:
FY 2015-16
(continued)**

	REASONS FOR DENIAL				
	TOTAL DENIALS	FAILURE TO COMPLY	NO ELIGIBLE CHILD/NO DEPRIVATION	FINANCIAL	OTHER
Merced	3,717	1,614	237	572	1,294
Modoc	88	43	13	18	14
Mono	45	23	5	3	14
Monterey	5,936	2,164	1,461	1,375	936
Napa	813	268	8	69	468
Nevada	661	262	134	108	157
Orange	7,481	1,480	1,896	1,557	2,548
Placer	1,448	416	631	60	341
Plumas	198	91	10	17	80
Riverside	24,910	11,747	4,459	4,558	4,146
Sacramento	10,581	3,247	3,318	1,944	2,072
San Benito	437	199	15	50	173
San Bernardino	29,966	12,605	7,421	6,026	3,914
San Diego	18,333	4,278	6,931	3,032	4,092
San Francisco	1,583	451	498	345	289
San Joaquin	7,612	2,596	1,798	1,488	1,730
San Luis Obispo	1,434	294	395	141	604
San Mateo	2,667	684	602	678	703
Santa Barbara	2,774	793	816	585	580
Santa Clara	4,563	1,035	933	723	1,872
Santa Cruz	794	220	261	126	187
Shasta	2,074	1,212	291	310	261
Sierra	4	1	2	-	1
Siskiyou	473	193	104	57	119
Solano	2,524	498	559	321	1,146
Sonoma	1,107	296	403	106	302
Stanislaus	7,093	2,976	1,420	1,275	1,422
Sutter	1,161	586	48	135	392
Tehama	1,003	590	26	85	302
Trinity	110	65	8	8	29
Tulare	4,041	745	1,252	1,054	990

Table 1G.
CalWORKs Annual Application Denials by Reasons by County:
FY 2015-16
(continued)

	REASONS FOR DENIAL				
	TOTAL DENIALS	FAILURE TO COMPLY	NO ELIGIBLE CHILD/NO DEPRIVATION	FINANCIAL	OTHER
Tuolumne	409	126	19	61	203
Ventura	4,305	944	1,149	608	1,604
Yolo	1,140	346	293	189	312
Yuba	1,190	602	213	166	209

Data Source: [CA 255 CW](#), Line Items 2-12

Notes:

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

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

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

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

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

THIS PAGE IS INTENTIONALLY BLANK.

Chapter 2 – Benefits, Earning 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 benefits that can be used to buy most foods at grocery stores to supplement their nutritional needs.
- **Child-Only** – Child-only cases are cases in which only the children in an AU are aided because the parents are ineligible due to immigration status, SSI recipient, or non-needy caretaker relative.
- **Earnings** – Earnings includes wages, salary, commissions, and self-employment earnings. Earned income comes from various payment methods such as cash, paycheck or personal check, or “in-kind” (such as housing that is included with employment).
- **Family** – “Family” is used interchangeably with AU (see definition above) in CalWORKs.
- **Household** – A household includes all persons in the same dwelling regardless of their relationship to members of the AU, or their eligibility for CalWORKs aid.
- **Maximum Aid Payment (MAP)** – The MAP is the maximum grant level provided for CalWORKs families. 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 after they become eligible.
- **Minimum Basic Standards of Adequate Care (MBSAC)** – The MBSAC is the income threshold to determine an applicant family's eligibility for CalWORKs. If a family's income falls below the MBSAC (after an initial \$90 earned income disregard) for the region in which they reside, they may be eligible for CalWORKs assistance.
- **Region 1 and Region 2** – California is divided into two regions for determining grant amounts, based on cost of living:
 - **Region 1** counties (higher cost of living): Alameda, Contra Costa, Los Angeles, Marin, Monterey, Napa, Orange, San Diego, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Solano, Sonoma, and Ventura.
 - **Region 2** counties (lower cost of living): Alpine, Amador, Butte, Calaveras, Colusa, Del Norte, El Dorado, Fresno, Glenn, Humboldt, Imperial, Inyo, Kern, Kings, Lake, Lassen, Madera, Mariposa, Mendocino, Merced, Modoc, Mono, Nevada, Placer, Plumas, Riverside, Sacramento, San Benito, San Bernardino, San Joaquin, Shasta, Sierra, Siskiyou, Stanislaus, Sutter, Tehama, Trinity, Tulare, Tuolumne, Yolo, and Yuba.
- **Safety Net** – Safety-net cases are those in which only the children in an AU are aided due to the parent(s) being discontinued for cash aid because they reached the 48-month lifetime assistance limit.
- **Sanction** – Sanctioning is the process by which parent(s) are removed from CalWORKs support because at least one failed to comply with welfare-to-work program requirements without good cause, and county staff compliance efforts failed (Eligible children continue to receive funding).

Tables and Figures in This Chapter

Table 2A. CalWORKs Maximum Aid Payment (MAP) Levels Effective October 1, 2016	24
Table 2B. CalWORKs Caseload and Grants with CalFresh Benefits Recent History and Projections (FY 2007-08 through FY 2016-17)	25
Table 2C. CalWORKs Recipient Earned Income Limits: FY 2016-17	26
Table 2D. Earnings Distribution for Work-Eligible Adult Cases with Earnings for FY 2015-16	27
Figure 2A. Quarterly Earnings for CalWORKs Adult Recipients: 2003-2016	28
Figure 2B. Proportion of Adult Recipients with Earnings: 2003-2016	29
Figure 2C. Number of CalWORKs Individuals in Employment: FFYs 2008-2015	30

MAP Levels

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).

Table 2A. CalWORKs Maximum Aid Payment (MAP) Levels Effective October 1, 2016

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

Notes:

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

[ACL 16-64 \(August 16, 2016\)](#)

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.

CalWORKs Caseload and Grants with CalFresh Benefits

Table 2B displays the average monthly CalWORKs caseload and grant, as well as the MAP and maximum CalFresh allotment for Fiscal Years 2007-08 through 2016-17.

**Table 2B. CalWORKs Caseload and Grants with CalFresh Benefits
Recent History and Projections (FY 2007-08 through FY 2016-17)**

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	586,856	\$517	\$694	\$526
2011-12	575,910	\$466	\$638	\$526
2012-13	559,871	\$465	\$638	\$526
2013-14	550,867	\$474	\$670	\$526
2014-15	535,070	\$492	\$670	\$497
2015-16	493,777	\$506	\$704	\$511
2016-17 ³	485,851	\$514	\$704	\$511
			\$714	

Notes:

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

¹California'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.

²CalFresh benefit amounts are based on a Federal Fiscal Year (October-September) versus the State Fiscal Year (July-June). The FY 2016-17 CalFresh benefit amount is based on the FFY 2017 household (HH) Maximum CalFresh Allotment (MCA).

³Represents projections from the 2016-17 Appropriation. Prior years reflect actual data based on the CA 800 Expenditure Report. The CalWORKs MAP for an AU of three increased from \$704 to \$714 on October 1, 2016.

CalWORKs Recipient Earned Income Limits

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

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

Table 2C. CalWORKs Recipient Earned Income Limits: FY 2016-17

Assistance Unit Size	Region 1 ¹		Region 2 ¹	
	Applicant Family	Recipient Family	Applicant Family	Recipient Family
	FY 2016-17 MBSAC ²	Maximum Earned Income Limit Non-Exempt	FY 2016-17 MBSAC ²	Maximum Earned Income Limit Non-Exempt
1	\$636	\$935	\$603	\$897
2	\$1,042	\$1,379	\$991	\$1,323
3	\$1,292	\$1,653	\$1,227	\$1,585
4	\$1,533	\$1,929	\$1,458	\$1,845
5	\$1,750	\$2,161	\$1,666	\$2,069
6	\$1,968	\$2,399	\$1,872	\$2,295
7	\$2,163	\$2,615	\$2,052	\$2,497
8	\$2,354	\$2,827	\$2,241	\$2,703
9	\$2,554	\$3,039	\$2,421	\$2,905
10	\$2,772	\$3,247	\$2,637	\$3,101

Notes:

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 \$25 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.

Earnings Distribution for Work-Eligible Adult Cases with Earnings

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

This data represents work-eligible aided adult cases during the period of July 1, 2015 through June 30, 2016 and excludes Child-Only and Safety Net Cases, adults who have received a WTW Sanction or Exemption, adults who have left aid and adults with zero reported income during this period.

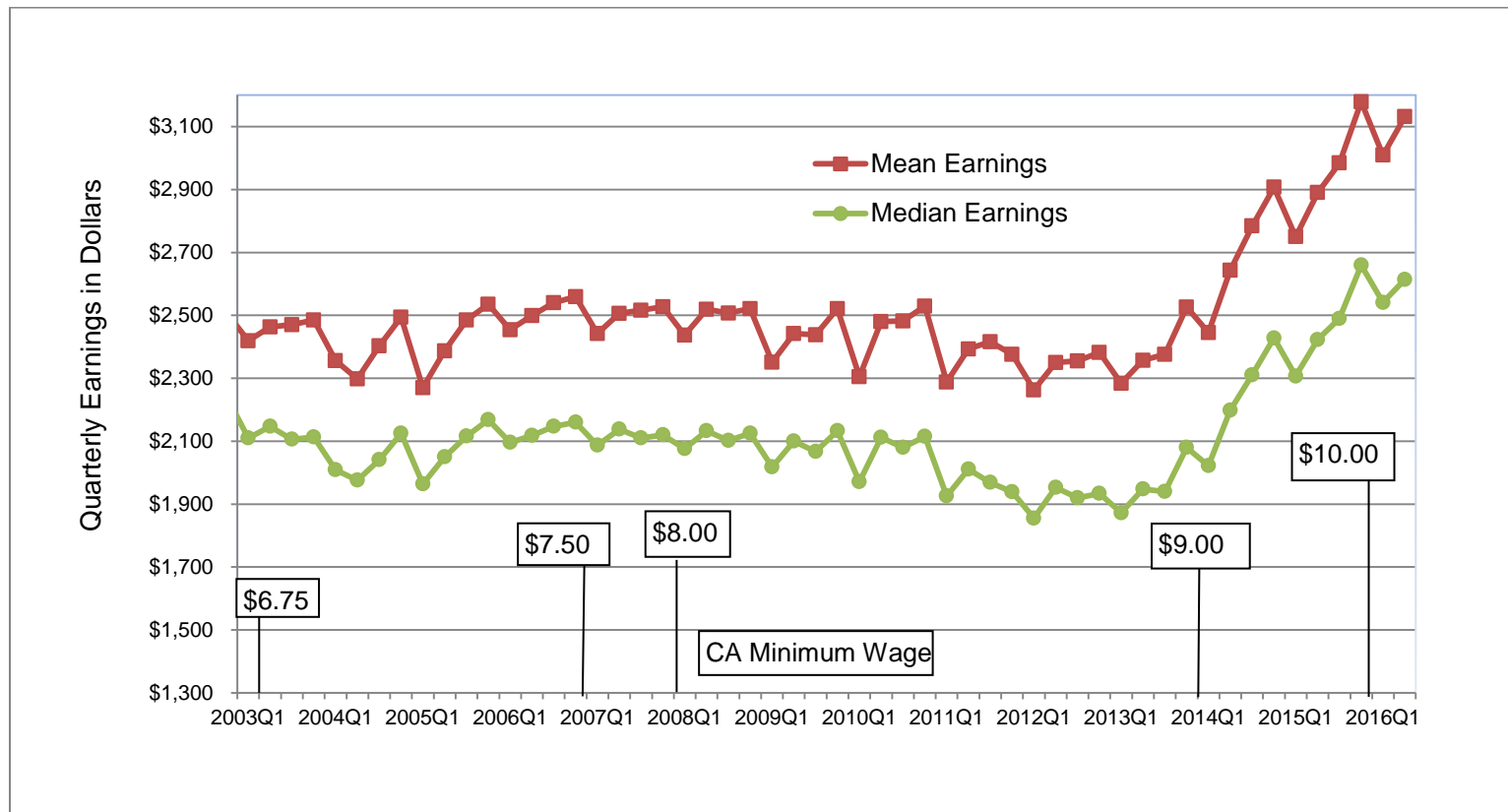
Table 2D. Earnings Distribution for Work-Eligible Adult Cases with Earnings for FY 2015-16

Average Monthly Income	Households With Earnings
	% of Total Cases
\$1 to \$200	20.4%
\$201 to \$400	12.6%
\$401 to \$600	10.6%
\$601 to \$800	9.5%
\$801 to \$1,000	8.5%
\$1,001 to \$1,200	7.4%
\$1,201 to \$1,400	6.4%
\$1,401 to \$1,600	5.3%
\$1,601 to \$1,800	4.3%
\$1,801 to \$2,000	3.2%
\$2,001 to \$2,200	2.4%
\$2,201 to \$2,400	1.9%
\$2,401 to \$2,600	1.5%
More than \$2,600	6.0%
TOTAL	100%

Data Sources: October 2016 WDTIP, MEDS 2016 Quarter 3 and EDD Base Wage Data 2016 Quarter 2

Figure 2A. Quarterly Earnings for CalWORKs Adult Recipients: 2003-2016

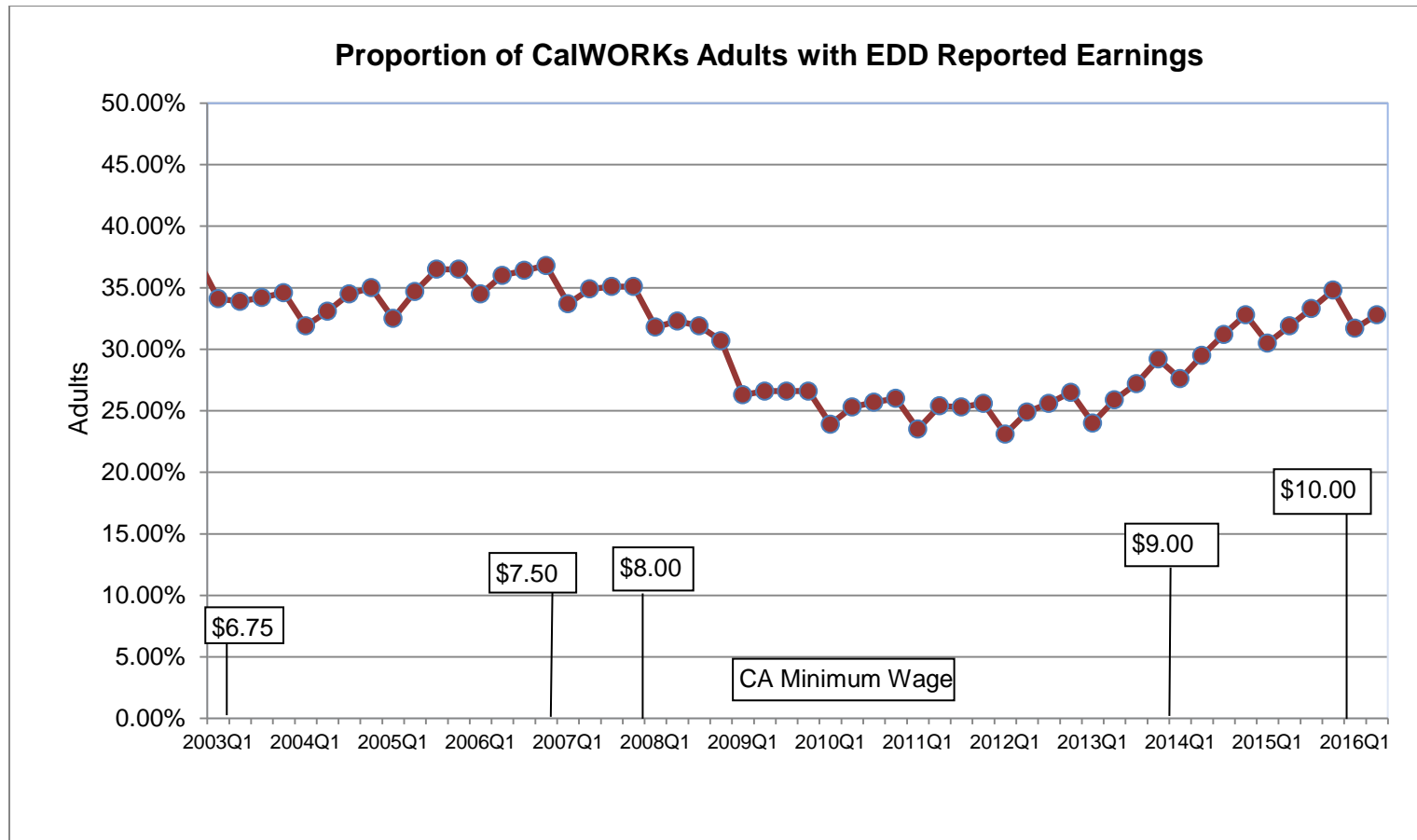
The following charts display the latest data available for CalWORKs recipients with earnings and provide an historical look at the quarterly earnings of CalWORKs adult recipients as reported by the Employment Development Department (EDD). The chart on this page shows the trend in the median and mean value of earnings of CalWORKs adults from 2003 through June 2016. The California minimum wage has also been included in the chart for reference. The median and mean earnings of CalWORKs adults have generally increased since 2013 despite slight seasonal quarterly downturns each winter.



Data Source: EDD Quarterly Wage Earnings for CalWORKs Adult Recipients <http://www.cdss.ca.gov/research/PG287.htm>

Figure 2B. Proportion of Adult Recipients with Earnings: 2003-2016

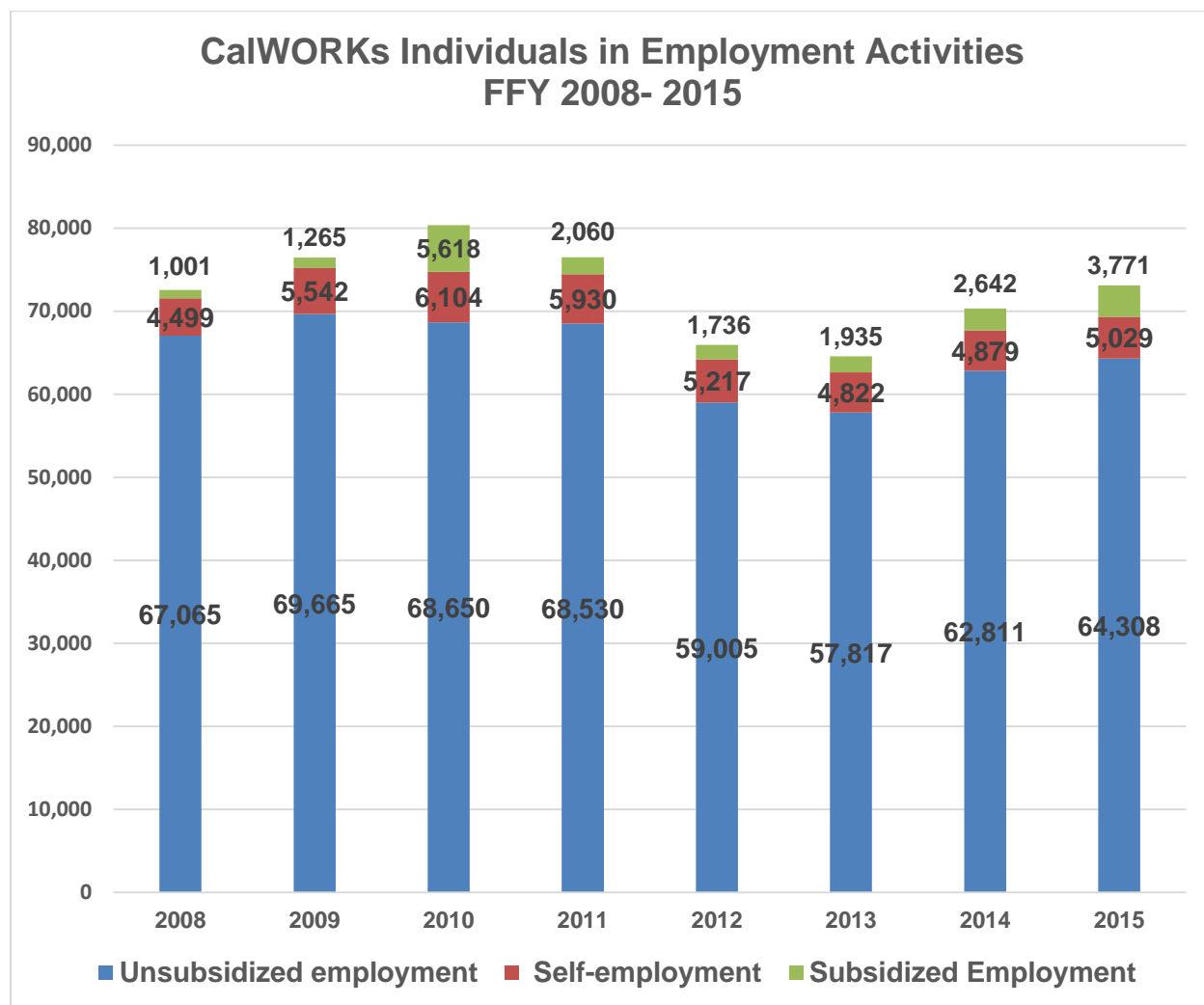
This page illustrates changes in the percentage of CalWORKs adults with earnings between July 2003 and June 2016. In general the percentage of CalWORKs adult recipients with earnings has risen from 24 percent in the first quarter of 2013 to nearly 33 percent in the second quarter of 2016, the third-highest rate since 2007. 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.



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

Chapter 3 – Fiscal Overview

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

Funding Sources

CalWORKs is collaboratively funded by the federal government, the state General Fund (GF), and California counties. California receives federal funding for CalWORKs through an annual TANF block grant of \$3.7 billion. 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.

Tables and Figures in This Chapter

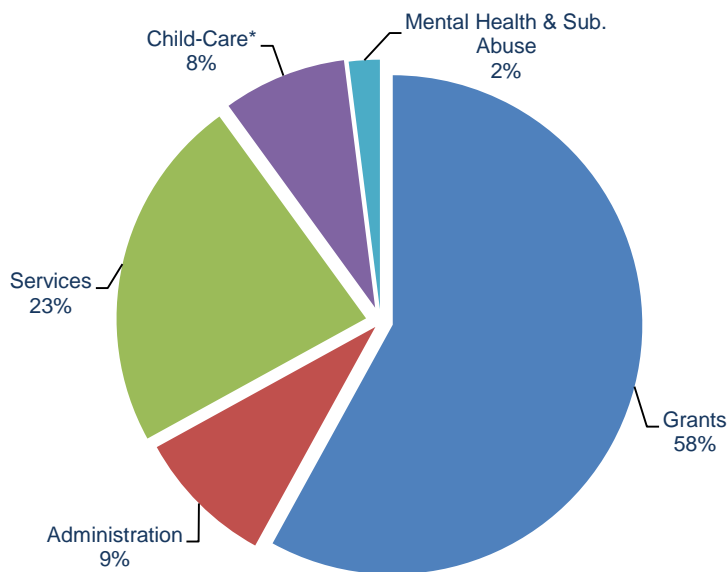
Figure 3A. CalWORKs Funds for FY 2016-17	33
Table 3A. CalWORKs Funding by Program Area & Fund Sources: FY 2016-17	34
Table 3B. Funding Reconciliation for CalWORKs: FY 2016-17	35

Fiscal Overview of the CalWORKs Program

CalWORKs Funds by Program Area and Funding Source

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

Figure 3A. CalWORKs Funds for FY 2016-17



Note:

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

Table 3A. CalWORKs Funding by Program Area & Fund Sources: FY 2016-17

Funding by Program Area for FY 2016-17 Appropriation (in millions)			Fund Sources for FY 2016-17 Appropriation (in millions)	
Grants	\$3,109	58%	TANF in CalWORKs ¹	\$2,413
Administration	\$471	9%	Maintenance of Effort (MOE)	\$2,139
Services	\$1,220	23%	Other Funds (Non-MOE GF, Title XX)	\$788
Child Care	\$413	8%	Total Funds	\$5,340
Mental Health & Sub. Abuse	\$127	2%		
Total Funds	\$5,340	100%		

Data Source: CDSS

Notes:

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

¹Approximately \$1.4 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 2016-17

	FY 2016-17 Appropriation (in Millions)					Total
	TANF	MOE		Non-MOE	Title XX	
		GF	County	GF/County		
CalWORKs ¹	\$2,413	\$489	\$1,650	\$625	\$163	\$5,340
Cash Assistance Grants						\$3,109
Administration						\$471
Services						\$1,220
Mental Health & Substance Abuse						\$413
Child Care						\$127
CDSS Programs (Not CalWORKs)	\$412	\$221	\$16			\$649
Tribal TANF	\$87	\$80	\$0			\$167
WINS	\$0	\$32	\$0			\$32
Other CDSS Programs ²	\$325	\$109	\$16			\$450
Other State Agencies (Not CDSS)	\$944	\$519	\$0			\$1,463
Community College	\$0	\$35	\$0			\$35
CDE Child Care Programs	\$0	\$472	\$0			\$472
Child Support Pass-Through Payment	\$0	\$12	\$0			\$12
Student Aid Commission	\$926	\$0	\$0			\$926
TANF Pass-Through for State Agencies	\$18	\$0	\$0			\$18
Total Spent in All Programs	\$3,769	\$1,229	\$1,666	\$625	\$163	\$7,452

COUNTY FUND SOURCES (in Millions)	
CalWORKs MOE and Non-MOE Expenditures	FY 2016-17
2.5 Percent of CalWORKs Grants	\$70
CalWORKs MOE Subaccount	\$1,121
Realignment Family Support Subaccount	\$586
Child Poverty & Family Suppl. Subaccount	\$362
Total	\$2,139

GF EXPENDITURES ³ (in Millions)	
	FY 2016-17
GF in CalWORKs	\$625
Total GF in All Programs	\$1,365

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

the Child Poverty and Family Supplemental Support Subaccount were implemented on July 1, 2013.

Notes:

Acronyms used on this page: MOE (Maintenance of Effort), TANF (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 table, GF in CalWORKs reflects MOE and Non-MOE GF expenditures on CalWORKs families for grants, administration, services, mental health, substance abuse, and child care.

Chapter 4 – Program Chronology

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

Key Terms in This Chapter

- **American Recovery and Reinvestment Act of 2009 (ARRA)** – Part of the federal stimulus package in response to the Great Recession, ARRA was a supplemental appropriation for job preservation and creation, energy efficiency, and science, assistance to the unemployed, and state and local fiscal stabilization. ARRA provided a work participation rate requirement, relief provisions, and funding for subsidized employment for state TANF programs.
- **Aid to Families with Dependent Children (AFDC)** – AFDC was established by the Social Security Act of 1935 as a grant program to enable states to provide cash welfare payments for needy children who had been deprived of parental support or care because their father or mother was absent from the home, incapacitated, deceased, or unemployed.
- **Earned Income Disregard (EID)** – The EID is the amount of earnings subtracted from income for determining a CalWORKs cash grant. The 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 OCAT 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 in California. TANF is designed to help needy families achieve self-sufficiency. States receive block grants to design and operate programs that accomplish one of the four purposes of the TANF program:
 - Provide assistance to needy families so that children can be cared for in their own homes;
 - Reduce the dependency of needy parents by promoting job preparation, work, and marriage;
 - Prevent and reduce the incidence of out-of-wedlock pregnancies; and
 - Encourage the formation and maintenance of two-parent families.

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

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

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

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

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

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

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

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

Durational Sanctions – *W&IC section 11327.5*

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

CalWORKs Homeless Assistance Program – *W&IC 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 Temporary Exemptions for Parents of Young Children – *W&IC section 11320.3 (b) (7)*

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

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

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

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

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

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

The eligibility requirements for work-eligible adults in the CalWORKs program was changed by providing 24 months of aid under which WTW participants must meet state-defined work requirements and an additional 24 months of aid only if WTW participants meet federally-defined work requirements. Counties have the option of extending the 24 months of eligibility based on state requirements for 20 percent of its post-24 month caseload if the adult meets

specific criteria that suggest additional months of assistance will provide significant progress toward self-sufficiency, or if the adult is facing uniquely adverse labor market conditions.

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

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

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

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

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

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

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.

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.

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.

2016

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

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

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

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

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

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

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

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

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

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

Temporary Assistance Program – *W&IC section 11320.32*

This program was made inoperative in FY 2015-16. This was a voluntary program for current and future CalWORKs recipients who met exemption criteria for work participation activities. This program was passed into law in 2008, though implementation was never achieved due to repeated delays.

Simplified CalWORKs Application Process and Form for Non-Needy Caretaker Relative With Relative Foster Child Placed In The Home – *W&IC section 11253.2*

In accordance with the AB 403, the CalWORKs program has developed a simplified process to apply for CalWORKs benefits for a foster child when the foster child has been placed with a relative who is not requesting public assistance cash aid for themselves. The caretaker relative will use a simplified form that asks for information regarding income and resources only about the child.

Some of the CalWORKs program rules have also been waived to simplify the process since these foster parents must already undergo background screening and are not subject to the Welfare to Work rules when not requesting aid for themselves.

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

In accordance with AB 433 a new section was added and a section amended to the Welfare and Institutions Code when a child in the CalWORKs assistance unit (AU) is reported as deceased.

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

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

THIS PAGE IS INTENTIONALLY BLANK.

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 number of hours, 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 TANF cases with Work Eligible Individuals (WEIs) meeting federal participation requirements by the total number of TANF cases with WEIs subject to those requirements. Failure to meet federal WPR requirements may result in a federal fiscal penalty for each year of failure.

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

CalWORKs adults are subject to two main categories of welfare-to-work requirements:

- CalWORKs minimum standards – These requirements allow for a cumulative 24 months of increased flexibility out of the total 48 months of aid, and the aid can be extended under certain conditions. Individuals participating in accordance with these requirements are using the Welfare-to-Work 24-Month Time Clock; and
- CalWORKs federal standards – These standards are closely aligned, but not identical to, federal TANF requirements. CalWORKs recipients are subject to these standards after they have exhausted their 24-month time clock.

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 seven CCPs for the penalties assessed for WPR noncompliance from 2008 through 2014. Chapter Five details the current status of these penalties and California's WPR compliance efforts. This chapter ends with details concerning California's TANF work participation rates over selected time periods.

Key Terms in This Chapter

- **24-Month Time Clock (24MTC)** – Adult CalWORKs participants are required to engage in welfare-to-work activities during their potentially 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 federal participation hours; 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** – Cases in which only the children in an AU are aided because the parent(s) are discontinued for cash aid due to their reaching the 48-month lifetime assistance limit.
- **Sanctioned Cases** – This refers to cases with an individual who has been removed from aid due to non-compliance with welfare-to-work participation requirements.
- **Unduplicated Cases** – This is data included in the Welfare-to-Work 25 and 25A (WTW 25 and 25A) data report, that accounts for individuals participating in WTW activities and does not duplicate counts for individuals participating in more than one reported activity.
- **Work-Eligible Individual (WEI)** – an adult (or minor child head-of-household) receiving assistance under TANF or a separate State program or a non-recipient parent living with a child receiving such assistance unless the parent is:
 - A minor parent and not the head-of-household;
 - A non-citizen who is ineligible to receive assistance due to his or her immigration status; or
 - At State option on a case-by-case basis, a recipient of Supplemental Security Income (SSI) benefits or Aid to the Aged, Blind or Disabled in the Territories.

The term also excludes:

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

Tables and Figures in This Chapter

<u>Table 5A. CalWORKs WTW Activities and Hourly Requirements</u>	56
<u>Figure 5A. Quarterly Analysis of the Welfare-to-Work Population FY 2007-08 through FY 2015-16</u>	58
<u>Table 5B. Quarterly Analysis of the Welfare-to-Work Population FY 2007-08 through FY 2015-16</u>	59
<u>Table 5C. CalWORKs Welfare-to-Work Education Activities</u>	61
<u>Table 5D. Number of Community College Degrees, Certificates, and Awards CalWORKs Recipients Received: 2009-2016</u>	62
<u>Table 5E. Average Monthly Percent of Exemptions Granted to WTW Adults: FFYs 2007-2015</u>	63
<u>Table 5F. Welfare-to-Work (WTW) 24-Month Time Clock Exemptions/Good Cause</u>	65
<u>Table 5G. Participation in Work or Work-Related Activities (TANF cases only): FFYs 2008-2015</u>	68
<u>Table 5H. Summary of WPR Assessed Penalties and Compliance Status</u>	69
<u>Table 5I. California's TANF Work Participation Rate (WPR) History: FFYs 1997-2016</u>	71

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 can only 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

	Adults' 48 Months on Aid		
	Prior Law	For 24 Months	After 24 Months
Hourly Participation Requirements <i>(monthly average hours per week/core hours required)</i>			
<ul style="list-style-type: none"> Single parent with child under 6 	32/20 core	20/0 core	20/20 core
<ul style="list-style-type: none"> Single-parent families with children ages 6 and over 	32/20 core	30/0 core	30/20 core
<ul style="list-style-type: none"> Two-parent families 	35/20 core	35/0 core	35/30 core
WTW Activities			
Core 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 	<ul style="list-style-type: none"> Employment activities Work experience Community service OJT
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"> Work experience Community service Job skills training Adult basic education Secondary school Barrier removal activities 	<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			
<ul style="list-style-type: none"> Child care Supportive services 	<ul style="list-style-type: none"> ✓ ✓ 	<ul style="list-style-type: none"> ✓ ✓ 	<ul style="list-style-type: none"> ✓ ✓

Notes:

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.

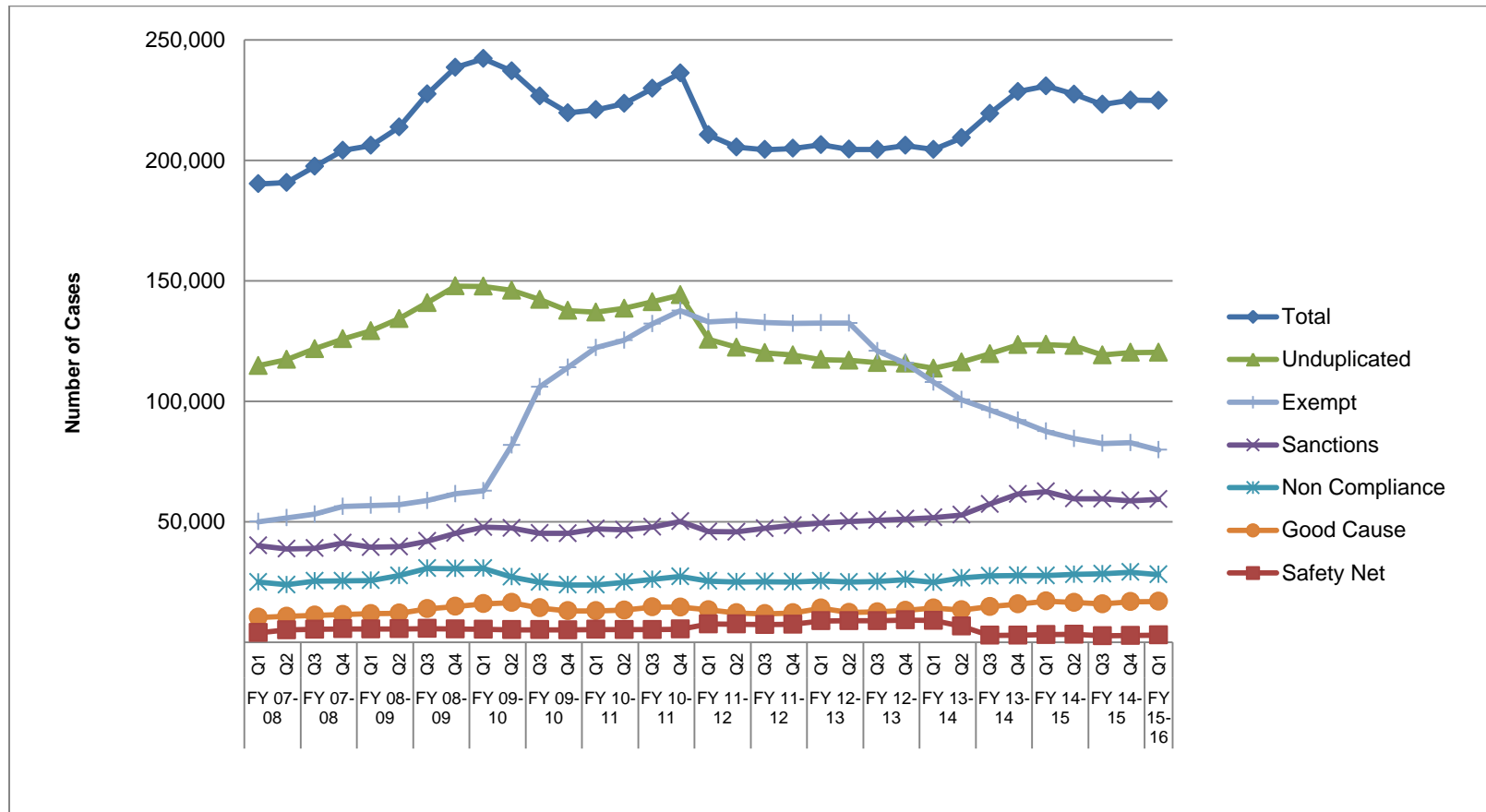
⁴ Job search, job readiness, and barrier removal activities are limited to four consecutive weeks, not to exceed six weeks in a 12-month period.

Quarterly Analysis of the Welfare-To-Work Population

The Welfare-to-Work 25 and 25A (WTW 25 & 25A) reports provide data about the welfare-to-work population from each of the 58 California counties. The categorical delineations that comprise the WTW 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 Individual (Undup.) – This is a count on the WTW 25 & 25A that represents individuals participating in WTW activities and does not duplicate counts for individuals participating in more than one reported activity.
- Exempt – This is an individual who is exempt from participation in welfare-to-work, due to meeting a qualifying criterion;
- Sanctioned – This is 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 count of individuals receiving services post 48-month time limit at county discretion.

Figure 5A. Quarterly Analysis of the Welfare-to-Work Population
FY 2007-08 through FY 2015-16



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

Notes: Total does not include Exempt or Safety Net.

Data from WTW 25 and 25A is not currently updated for FY 2015-16 quarters 2, 3 and 4.

**Table 5B. Quarterly Analysis of the Welfare-to-Work Population
FY 2007-08 through FY 2015-16**

		Welfare-to-Work Cases						
Fiscal Year		Exempt	Safety Net	Sanctions	Non-Compliance	Good Cause	Unduplicated	Total ¹
FY 07-08	Quarter 1	50,065	3,968	40,115	24,978	10,361	114,814	190,268
	Quarter 2	51,679	5,116	38,788	23,910	10,760	117,370	190,827
	Quarter 3	53,210	5,372	39,035	25,394	11,232	121,831	197,492
	Quarter 4	56,355	5,539	41,246	25,502	11,519	125,947	204,214
	FY Average	52,827	4,999	39,796	24,946	10,968	119,991	195,700
FY 08-09	Quarter 1	56,799	5,490	39,449	25,646	11,864	129,279	206,238
	Quarter 2	57,195	5,566	39,695	27,700	12,056	134,341	213,792
	Quarter 3	58,805	5,680	41,945	30,699	13,932	140,965	227,541
	Quarter 4	61,623	5,522	45,254	30,601	14,858	147,885	238,598
	FY Average	58,605	5,565	41,586	28,662	13,177	138,117	221,542
FY 09-10	Quarter 1	62,891	5,391	47,813	30,718	15,988	147,749	242,267
	Quarter 2	81,812	5,218	47,454	27,149	16,495	146,078	237,176
	Quarter 3	106,013	5,196	45,258	24,949	14,265	142,265	226,738
	Quarter 4	114,125	5,133	45,205	23,822	13,056	137,678	219,761
	FY Average	91,210	5,235	46,432	26,660	14,951	143,443	231,486
FY 10-11	Quarter 1	122,308	5,298	47,146	23,815	13,067	137,013	221,041
	Quarter 2	125,364	5,287	46,669	24,910	13,379	138,633	223,591
	Quarter 3	132,187	5,273	47,839	26,113	14,632	141,305	229,888
	Quarter 4	137,645	5,453	50,154	27,334	14,600	144,187	236,275
	FY Average	129,376	5,328	47,952	25,543	13,920	140,284	227,699
FY 11-12	Quarter 1	132,952	7,608	45,972	25,439	13,499	125,735	210,645
	Quarter 2	133,614	7,517	45,861	25,055	12,200	122,435	205,551
	Quarter 3	132,701	7,372	47,294	25,209	11,825	120,183	204,511
	Quarter 4	132,363	7,471	48,523	25,037	12,212	119,222	204,994
	FY Average	132,907	7,492	46,913	25,185	12,434	121,894	206,425
FY 12-13	Quarter 1	132,551	8,850	49,529	25,485	14,122	117,367	206,504
	Quarter 2	132,463	8,968	50,192	24,973	12,392	117,047	204,604
	Quarter 3	120,994	8,913	50,687	25,232	12,586	116,053	204,558
	Quarter 4	115,900	9,232	51,139	26,040	13,238	115,764	206,181
	FY Average	125,477	8,991	50,387	25,433	13,085	116,558	205,462

**Table 5B. Quarterly Analysis of the Welfare-to-Work Population
FY 2007-08 through FY 2015-16 (continued)**

		Welfare-to-Work Cases						
Fiscal Year		Exempt	Safety Net	Sanctions	Non-Compliance	Good Cause	Unduplicated	Total ¹
FY 13-14	Quarter 1	107,973	9,034	51,750	24,866	14,191	113,737	204,544
	Quarter 2	100,680	6,659	52,895	26,741	13,407	116,328	209,371
	Quarter 3	96,460	2,885	57,377	27,590	14,799	119,759	219,525
	Quarter 4	92,166	2,914	61,529	27,768	15,841	123,453	228,591
	FY Average	99,320	5,373	55,888	26,741	14,560	118,319	215,508
FY 14-15	Quarter 1	87,546	3,154	62,563	27,683	17,110	123,575	230,930
	Quarter 2	84,534	3,275	59,607	28,203	16,534	123,105	227,448
	Quarter 3	82,526	2,691	59,580	28,456	15,948	119,261	223,245
	Quarter 4	82,848	2,835	58,781	29,130	16,822	120,272	225,005
	FY Average	84,364	2,989	60,133	28,368	16,604	121,553	226,657
FY 15-16 ²	Quarter 1	79,836	2,991	59,397	28,125	16,993	120,367	224,881
	Quarter 2	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Quarter 3	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Quarter 4	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	FY Average	N/A	N/A	N/A	N/A	N/A	N/A	N/A

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

Notes:

¹Does not include Exempt or Safety Net.

²Data from WTW 25 and 25A is not currently updated for FY 2015-16 quarters 2, 3 and 4.

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. January 2017 data from the California Community Colleges Chancellor's Office indicate:

- A 44 percent increase in the total number of degrees and certificates awarded to CalWORKs recipients in the 2015-16 academic year compared with the 2011-12 academic year, the last full academic year prior to SB 1041 implementation.
- 47 percent more total Associate degrees earned by CalWORKs recipients in the 2015-16 academic year compared with the 2011-12 academic year, the last full academic year prior to SB 1041 implementation.
- A 64 percent increase in Associate of Science degrees, and a 39 percent increase in Associate of Arts degrees earned by CalWORKs recipients in the 2015-16 academic year compared with the 2011-12 academic year, the last full academic year prior to SB 1041 implementation.

Table 5D. Number of Community College Degrees, Certificates, and Awards CalWORKs Recipients Received: 2009-2016

Type of Degree/Certificate	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Associate of Arts Degree	1,600	1,751	2,041	2,084	2,178	2,232	2,428
Associate of Science Degree	780	900	980	1,127	1,232	1,355	1,477
Certificate 60+ units	66	42	52	30	34	46	29
Certificate 30-59 units	615	705	786	1,019	950	1,024	1,195
Certificate 18-29 units	560	568	646	672	761	732	628
Certificate 6-17 units	561	642	552	515	573	641	547
Certificate <6 units	81	85	58	114	56	56	54
Non-credit awards	127	165	297	293	402	470	654
Total	4,390	4,858	5,412	5,854	6,186	6,556	7,012

Data Source:
California Community Colleges Chancellor's Office (January 2017)

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

Table 5E. Average Monthly Percent of Exemptions Granted to WTW Adults: FFYs 2007-2015

Some people are unable to participate in welfare-to-work (WTW) activities. They may receive an exemption from required participation in WTW and remain on cash aid. This table displays the average monthly percent of exemptions, by type, granted to WTW adults from Federal Fiscal Year (FFY) 2007 to FFY 2015.

	FFY 2007	FFY 2008	FFY 2009	FFY 2010	FFY 2011	FFY 2012	FFY 2013	FFY 2014	FFY 2015
Percent of WTW Adults with one of the following Exemptions	25.8%	27.3%	26.1%	46.9%	58.7%	64.7%	58.2%	42.4%	32.0%
Reason for Exemption	FFY 2007	FFY 2008	FFY 2009	FFY 2010	FFY 2011	FFY 2012	FFY 2013	FFY 2014	FFY 2015
Provide Care for Young Children ¹	N/A	N/A	9.3%	39.6%	39.9%	39.4%	32.2%	8.1%	0.1%
Child 0-23 Months of Age ²	N/A	N/A	N/A	N/A	N/A	N/A	4.9%	25.6%	33.3%
1st and 2nd Exemption for Child ³	34.0%	32.8%	26.2%	13.0%	12.9%	13.5%	14.7%	17.5%	18.8%
Disabled	29.0%	27.0%	30.3%	16.6%	15.7%	15.7%	17.4%	21.5%	25.2%
Caring for Ill or Incapacitated ⁴	9.8%	9.4%	14.4%	20.0%	21.4%	20.8%	19.6%	17.6%	13.7%
Cal-Learn, Under 16 Years Old, or Child Attending School	9.9%	10.2%	9.9%	5.3%	5.1%	5.2%	4.6%	4.3%	3.9%
Pregnant and Cannot Work	14.0%	17.7%	6.3%	1.6%	1.6%	1.6%	1.9%	2.4%	2.5%
60 Years of Age or Older	2.3%	2.1%	2.7%	2.0%	1.3%	0.9%	1.5%	1.3%	1.5%
Non-Parent Caretaker Providing Care	0.3%	0.3%	0.4%	1.3%	1.6%	2.5%	2.4%	0.9%	0.4%
Indian Country or Full Time VISTA Volunteer	0.2%	0.2%	0.2%	0.1%	0.1%	0.1%	0.3%	0.3%	0.0%
Total⁵	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Data Sources: WTW 25/25A and WDTIP November 2016

Notes:

¹ Short-term young child exemption available to a parent or caretaker relative who has primary responsibility for providing care to one child who is 12 months through 23 months of age or at least two children who are under six years of age. This exemption was being phased out as cases were re-engaged for WTW or re-evaluated for other qualifying exemptions.

²New 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.

³These 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.

⁴Due to a delay in automation, CalWIN used the caring for ill or incapacitated exemption code as a proxy for the "Provide Care to Young Children" exemption. Therefore, the ill or incapacitated exemption code is overstated in FY 2009 and FY 2010.

⁵The 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

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

Notes:

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

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

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 or children in the home. **“Participating”** cases are meeting the average hourly participation requirements. Cases with some participation, but less than the required average number of hours per week are characterized as **“Partially Participating.”** Cases with no participation are the **“Not participating”** population, which includes adults with a WTW sanction, exemption from WTW, or good cause for non-participation. For the purposes of calculating the federal work participation rate, only those cases fully meeting participation requirements are counted. 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 11 percentage points), while the percentage of those CalWORKs cases partially meeting the required participation level declined slightly (a three percentage point decline) and the percentage of those CalWORKs cases with individuals required to participate, but not participating, declined (by 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 16,009, from 279,288 to 263,279. The number of CalWORKs cases with individuals required to participate in work or work related activities fully meeting the required participation level increased by 24,656, from 70,334 in FFY 2008 to 94,990 in FFY 2015. The number of those cases partially participating declined by 12,413, from 47,298 in FFY 2008 to 34,885 in FFY 2015, and the number of those cases not participating decreased by 28,252 during the period from 161,656 to 133,404.

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

**Table 5G. Participation in Work or Work-Related Activities (TANF cases only):
FFYs 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	94,990
Partially Participating	47,298	58,944	52,675	61,658	53,797	54,018	43,706	34,885
Not Participating	161,656	179,813	192,345	205,734	205,791	200,132	178,794	133,404
Total Required to Participate	279,288	325,244	334,175	369,906	358,614	343,233	316,377	263,279

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

Notes:

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

Work Participation Rate Compliance

- A state participating in the federal TANF program must meet an overall WPR equal to 50 percent of all families. There is a separate 90 percent WPR requirement for two-parent families. Families with a federally defined ‘work-eligible individual’ are included in the overall WPR; families with two or more work-eligible individuals are subject to the two-parent WPR calculation.
- Failure to achieve the WPR requirements results in a penalty equal to an initial five percent reduction of the federal TANF block grant (\$3.7 billion). For each successive year of non-compliance, the penalty increases by up to two percent to a maximum of 21 percent.
- Although California was originally assessed total potential penalties of approximately \$1.8 billion, successful corrective compliance plans (CCPs) have already eliminated \$0.6 billion of this exposure, and are likely to eliminate a further \$1.1 billion. An exposure of approximately \$139 million, related to two-parent penalties, remains.

Table 5H. Summary of WPR Assessed Penalties and Compliance Status

Table 5H provides a summary of California’s current WPR penalty status, including the penalty year (FFY), assessed penalty amount, the rates failed, the target compliance year, and the estimated revised remaining penalty amount after accounting for actual and likely CCP completion. A state that fails to meet the required WPR in a given year may reduce or eliminate a federal noncompliance penalty by achieving compliance in a future target year specified in a CCP (see section below). As explained above, states are required to meet two distinct WPRs, an overall rate (50%), and a separate WPR for two-parent families (90%). Table 5H illustrates which of the rate(s) the state failed in the respective year.

California WPR Penalty Status					
FFY	Assessed Penalty (in millions)	Rates Failed		Target Compliance Year	Estimated Revised Penalty Exposure ²
		Overall	Two-Parent		
2008	\$47.7	X		2015	\$0.0
2009	\$113.6	X		2015	\$0.0
2010	\$179.7	X		2015	\$0.0
2011	\$246.1	X		2016	\$0.0
2012	\$312.0	X	X	2016	\$17.5
2013	\$377.9	X	X	2016	\$23.1
2014	\$443.8	X	X	2017	\$31.1
2015	\$92.7		X	2018 ¹	\$67.0
Total	\$1,813.4				\$138.7

Note:

¹A Corrective Compliance Plan (CCP) for the FFY 2015 two-parent penalty has not been submitted to ACF, 2018 is the earliest possible compliance year.

²Compliance with the overall rate in FFY 2015 has been officially confirmed, compliance for the overall rate in FFY 2016 is preliminarily confirmed, and compliance for the overall rate in FFY 2017 has not been determined but is assumed in this calculation.

Status of Corrective Compliance Plans

California has submitted seven separate CCPs to the federal Administration for Children and Families (ACF) to reduce or eliminate federal penalties for WPR noncompliance. If the state achieves WPR compliance in the target compliance year, penalties associated with that CCP are cleared.

- The first three CCPs were submitted to and accepted by ACF in 2014 to respond to penalties assessed for WPR noncompliance in Federal Fiscal Years (FFYs) 2008 through 2010. These three CCPs stipulate FFY 2015 as the target compliance year to reduce or eliminate these penalties. California achieved overall WPR compliance in FFY 2015, which eliminated these penalties totaling approximately \$341 million.
- The fourth and fifth CCPs were submitted to and accepted by ACF in 2015 to respond to penalties assessed for noncompliance in FFYs 2011 and 2012. These CCPs named FFY 2016 as the target compliance year, however, the FFY 2011 penalty of \$246 million was eliminated early, due to the state achieving compliance with the overall WPR in 2015. The FFY 2012 penalty of \$312 million is contingent on compliance in FFY 2016.
- The sixth CCP was submitted to and accepted by ACF in 2016 to respond to the \$378 million penalty for WPR noncompliance in FFY 2013. This CCP also sets FFY 2016 as the target compliance year.
- The seventh CCP was submitted to and accepted by ACF in 2016 to respond to the approximately \$444 million penalty for WPR noncompliance for FFY 2014. This CCP establishes FFY 2017 as the target compliance year.
- Preliminary data indicate California will achieve compliance for the overall WPR in FFY 2016, which, if accurate, would reduce or eliminate the noncompliance penalties for FFYs 2012 and 2013 of \$690 million.
- Due primarily to the expiration of Caseload Reduction Credits for the two-parent WPR, California has failed the 90 percent two-parent WPR requirement beginning in FFY 2012 and this trend is projected to continue into the near future. Estimated adjusted penalties related to the two-parent rate are shown in Table 5H.
- The state has been assessed a penalty of approximately \$93 million for failure to achieve the two-parent WPR in FFY 2015. The state submitted a dispute of this penalty amount in January 2017.

Table 5I. California's TANF Work Participation Rate (WPR) History: FFYs 1997-2016

Table 5I displays California's 59.4 percent preliminary WPR for FFY 2016 and also provides a historical look at California's WPR from FFY 1997 through FFY 2016 (WPRs for 2016 are preliminary).

		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%							

Table 5I. California's TANF Work Participation Rate (WPR) History: FFYs 1997-2016 (continued)

FFYs 1997 – 2016 (Post-Deficit Reduction Act)										
All Families WPR										
FFY	2007	2008	2009	2010	2011	2012	2013	2014	2015 ³	2016 ⁴
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%	0.0%
State Adjusted Required WPR	32.3%	29.0%	29.0%	29.0%	29.0%	50.0%	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%	55.7%	59.4%
Two-Parent WPR										
FFY	2007	2008	2009	2010	2011	2012	2013	2014	2015 ³	2016 ⁴
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%	0.0%
State Adjusted Required WPR	0.0%	0.0%	0.0%	0.0%	0.0%	90.0%	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%	61.4%	68.6%

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

Notes:

¹From FFY 2000 - FFY 2006, California moved two-parent cases to Separate State Program – Maintenance of Effort (SSP-MOE) funding, which removed them from the WPR calculation requirements. No two-parent participation rates were published by the federal Administration for Children & Families (ACF). Starting in 2007, California again started calculating WPR for its two-parent case type, 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.

²Due to the American Recovery and Investment Act of 2009 (ARRA), states can receive the Caseload Reduction Credit (CRC) from either 2007 or 2008, whichever is most beneficial to the state, for WPR calculation from 2008 to 2011. For California, the caseload reduction credit for 2008 provides the most benefit to the state's WPR.

³Elimination of "move-out" groups from the reportable CalWORKs population and implementation of the WINS program in 2014 explains most of the increase in the WPR from 2014 to 2015.

⁴Preliminary WPRs as of December 2016, 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.

Tables and Figures in This Chapter

Figure 6A. WTW 24-Month Time Clock Update (SB 1041): FY 2016-17	76
Table 6A. CalWORKs Family Stabilization Status Report: FY 2015-16	79
Figure 6B. Subsidized Employment Caseload: 2013-2016	80
Table 6B. Welfare-To-Work Annual Earnings by County: One Year After Exit, FFY 2014	82
Table 6C. WINS Issuances: FFYs 2015-2016	84
Table 6D. OCAT Appraisals by Month: FY 2015-16	85
Table 6E. OCAT Tool Structure and Recommendations	86
Table 6F. Cal-Learn Average Monthly Participation and Outcomes: FY 2012-13 through FY 2015-16	89

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.

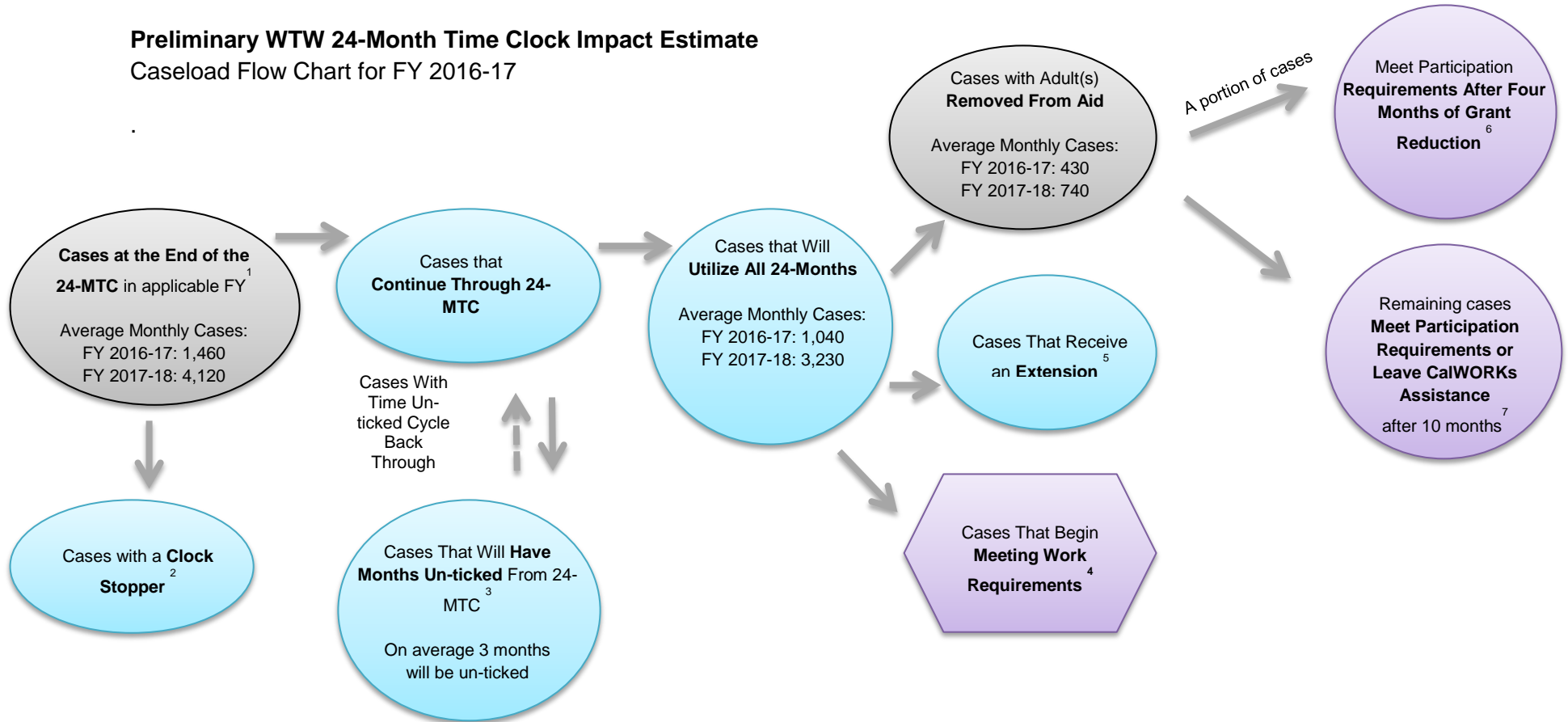
Update

- As shown in Figure 6A. on the following page, a monthly average of 1,460 cases in FY 2016-17 and 4,120 cases in FY 2017-18 will reach the end of their WTW 24-MTC.
- After accounting for cases with clock stoppers and the flow of those that will have months un-ticked from their clock (lagged by 3 months), a monthly average of 1,040 cases in FY 2016-17 and 3,230 cases in FY 2017-18 are expected to utilize all 24 months.
- Of the cases that utilize their entire WTW 24-MTC, 20 percent will receive an extension and 36 percent will begin meeting work requirements. The remaining 44 percent will enter the noncompliance process and have an adult(s) removed from aid. It is

anticipated that 430 average monthly cases will be removed from aid in FY 2016-17 and 740 will be removed from aid in FY 2017-18.

Figure 6A. WTW 24-Month Time Clock Update (SB 1041): FY 2016-17

Preliminary WTW 24-Month Time Clock Impact Estimate
Caseload Flow Chart for FY 2016-17



Caseload displayed represents cases as opposed to adults. The FY 2016-17 and FY 2017-18 caseloads represent the average monthly cumulative caseload in the applicable FY.

Data Sources:

July 2016 24-MTC data from the September 2016 WDTIP, MEDS Quarter 3 2016, and FFY 2015 RADEP

Notes:

¹Cases at the end of their WTW 24-MTC are reduced by the overall CalWORKs caseload projection, adjusted to account for cases that will reach the end of their 48-month time clock prior to receiving a grant reduction.

²Based on WDTIP data, 7 percent of cases at the end of their 24-MTC are meeting work participation requirements and 10 percent have an exemption. The 24-MTC stops for these cases.

³It is assumed that 32 percent of cases at the end of their 24-MTC will have months un-ticked and on average 3 months will be un-ticked. This assumption is based on following cohorts of CalWORKs clients in WDTIP from January 2016 to July 2016.

⁴Based on FFY 2015 work participation data, 36 percent of cases that utilize their WTW clock are expected to begin meeting federal participation requirements.

⁵Twenty percent of cases that utilize their entire 24-MTC are expected to receive an extension.

⁶Assumes that 10 percent of the cases that receive a grant reduction will begin meeting participation requirements and have their grant restored after four months of a grant reduction.

⁷After ten months of a grant reduction, it is assumed that cases will either leave CalWORKs assistance or begin meeting participation requirements and have their grant restored after ten months of a grant reduction.

Family Stabilization (FS) Program

Family Stabilization Program Overview

- To increase recipient success during the flexible WTW 24-MTC period. The Family Stabilization (FS) program is designed to provide a basic level of stability for families in crisis including but not limited to:
 - Intensive case management; and
 - Barrier removal services.
- Recipients 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

- \$10.8 million allocated for FY 2013-14;
- \$29.7 million allocated for FY 2014-15;
- \$29.8 million allocated for FY 2015-16; and
- \$37.6 million appropriated for FY 2016-17.

Implementation

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

Program Data

- 2,833 FS cases were open in June 2016;
- 3,982 individuals received domestic abuse services, mental health services, substance abuse services, and/or other services in June 2016; and
- 903 cases received homeless support/services in June 2016.

Outcomes and Promising Practices

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

Table 6A. CalWORKs Family Stabilization Status Report: FY 2015-16

CalWORKs Family Stabilization (FS) Status Report ¹ Fiscal Year 2015-16 (July 2015 vs. June 2016 comparison)		
July 2015	June 2016	Participation
2,307	2,833	Open FS cases.
1,246	1,443	FS cases active in FS only.
240	295	FS cases that transitioned to a WTW plan.
821	1,095	FS cases that participated concurrently in WTW activities.
770	763	FS cases that received good cause.
Services		
2,148	2,560	Total adults who received services.
854	1,422	Total children who received services.
509	584	Domestic Abuse
1,256	1,488	Mental Health
218	397	Substance Abuse
1,405	1,919	Other ²
Housing Support/Services		
726	903	Total Homeless services provided.
4,114	5,291	Total FS services provided.

Notes:

¹Data retrieved from the FSP 14. Cases and individuals captured based on the monthly totals from July 2015 and June 2016. Service totals are not an unduplicated count. The numbers in the chart above have been updated to reflect the most current data.

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

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

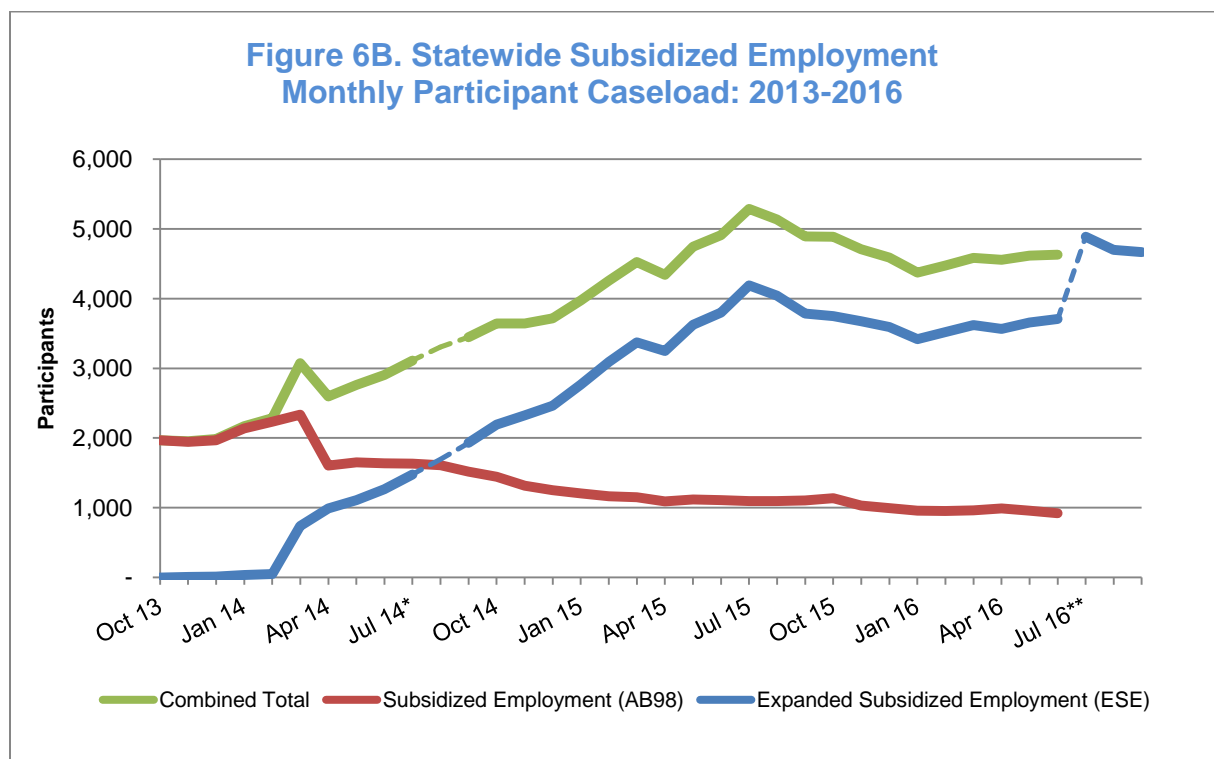
Expanded Subsidized Employment (ESE)

Program Overview

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

The Assembly Bill (AB) 98 Subsidized Employment Program became inoperative effective July 1, 2016. The CWDs will be able to operate subsidized employment programs through Single Allocation funds or ESE. Effective July 2016, CWDs were instructed to report all subsidized employment data to the monthly ESE data report regardless of whether the participant began under the AB 98 or ESE program.

Figure 6B. Subsidized Employment Caseload: 2013-2016



Data Source: Participant data is based on monthly county transmissions.

Notes:

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

** AB98 program was discontinued and participants were consolidated into ESE reporting effective July 2016.

ESE Program Highlights

As of December 2016, **51 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** per week.

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 those in Figure 6B on the previous page since participants enter and exit the program at various times.

- Fiscal Year 2013-14**1,771 new participants.**
- Fiscal Year 2014-15**7,798 new participants.**
- Fiscal Year 2015-16**8,265 new participants.**

For Fiscal Year 2015-16 there were 2,168 new participants entering into AB 98. With the elimination of AB 98 it is anticipated those participants will be captured in the ESE participants total for Fiscal Year 2016-17. There is an average total monthly participation count in both the AB 98 and ESE Program of over 4,700 participants.

The following are earnings of CalWORKs recipients before and after the subsidy.¹ This is based on a cohort of 1,689 ESE participants who entered ESE in July, August or September of 2015 and had employer reported income in the following quarters:

Before-ESE Median Quarterly Income (April – June 2015).....	\$1,497
During ESE Median Quarterly Income (October – December 2015).....	\$3,307
During ESE Median Quarterly Income (January – March 2016).....	\$3,448
Post-ESE Median Quarterly Income (April – June 2016).....	\$3,834

Note:

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.

Post-Aid Earnings

This table shows the adult median earnings by county one year after their exit from CalWORKs, including the total number of adults who exited the program in FFY 2014.

Table 6B. Welfare-To-Work Annual Earnings by County: One Year After Exit, FFY 2014

County	Median Earnings	Exits
Statewide	\$15,328	63,265
Alameda	\$17,275	2,240
Alpine	\$9,903	2
Amador	\$12,388	63
Butte	\$13,199	439
Calaveras	\$14,241	96
Colusa	\$12,047	34
Contra Costa	\$17,832	1,380
Del Norte	\$16,124	70
El Dorado	\$12,787	209
Fresno	\$14,631	2,808
Glenn	\$13,970	55
Humboldt	\$11,765	205
Imperial	\$11,352	647
Inyo	\$7,970	26
Kern	\$12,063	2,204
Kings	\$13,661	405
Lake	\$11,655	138
Lassen	\$16,548	80
Los Angeles	\$16,499	14,459
Madera	\$13,363	339
Marin	\$17,195	109
Mariposa	\$13,145	30
Mendocino	\$13,573	203
Merced	\$13,896	988
Modoc	\$11,460	19
Mono	\$14,020	8
Monterey	\$14,777	725
Napa	\$15,337	109
Nevada	\$13,894	149

Table 6B. Welfare-To-Work Annual Earnings by County: One Year After Exit, FFY 2014 (continued)

County	Median Earnings	Exits from WTW
Orange	\$17,158	2,281
Placer	\$17,380	358
Plumas	\$9,226	42
Riverside	\$14,568	4,797
Sacramento	\$16,592	3,915
San Benito	\$12,049	141
San Bernardino	\$14,567	6,318
San Diego	\$14,801	3,936
San Francisco	\$18,334	604
San Joaquin	\$14,577	2,137
San Luis Obispo	\$15,721	315
San Mateo	\$16,713	320
Santa Barbara	\$15,823	532
Santa Clara	\$16,991	1,660
Santa Cruz	\$16,603	251
Shasta	\$13,097	478
Sierra	\$14,246	7
Siskiyou	\$11,568	129
Solano	\$17,399	905
Sonoma	\$15,702	412
Stanislaus	\$13,709	1,668
Sutter	\$12,952	241
Tehama	\$14,815	208
Trinity	\$12,516	27
Tulare	\$15,373	1,793
Tuolumne	\$12,497	145
Ventura	\$15,883	859
Yolo	\$13,711	323
Yuba	\$11,854	224

Data Sources: MEDS 2015 Quarter 4, EDD Base Wage Database 2015 Quarter 3, WDTIP February 2016

Notes

1. Welfare-To-Work(WTW) Exit Population: Aided adults leaving CalWORKS during FFY 2014, having at least 3 months of prior WTW participation. Leavers exited for at least 1 year without returning to CalWORKS.
2. Exits Counted: Adults with at least \$50 in reported EDD earnings after exit. Adults missing EDD wages, Safety Net, and Sanctioned adults excluded. There were 35,278 adults missing EDD wages, and 9,792 Safety Net adults excluded from the WTW exit population.

Work Incentive Nutritional Supplement (WINS)

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

Table 6C. WINS Issuances: FFYs 2015-2016

Total WINS Cases Includes Both CF and CFAP WINS Issuances from EBT: FFYs 2015-2016	
Month	Total For The Month
Jul-15	184,404
Aug-15	187,284
Sep-15	200,433
Oct-15	199,675
Nov-15	201,243
Dec-15	197,547
Jan-16	195,649
Feb-16	192,454
Mar-16	179,250
Apr-16	188,302
May-16	185,312
Jun-16	186,417
Jul-16	185,049
Aug-16	186,032
Sep-16	188,281

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

Between July 1, 2015 and June 30, 2016, **73,444** appraisals had been completed with recommendations for supportive services. Of that total, 54,273 clients appraised were not working at the time of appraisal, while 10,130 were enrolled in an education program. Most recommendations were for mental health services.

- Mental health service recommendations:.....36,442
- Substance abuse services recommendations:.....5,967
- Domestic abuse services recommendations:.....18,401

Source: December 2016 OCAT program data.

Table 6D. OCAT Appraisals by Month: FY 2015-16

Month	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
# of OCAT Appraisals	1,316	2,977	5,208	6,494	6,420	7,408	6,949	6,562	6,999	10,017	6,345	6,823

Data Source: OCAT Helpdesk Technical Assistance Reports

Table 6E. 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 6E).

OCAT Section	Information Collected & Recommendations Produced
Demographics	<p>Collects basic information on the recipient. This section’s recommendations include:</p> <ul style="list-style-type: none"> ➤ Financial assistance/education
Employment	<p>Collects information on the recipient’s job history, skills, and work readiness. This section’s recommendations include:</p> <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	<p>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:</p> <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	<p>Collects information on recipient’s current housing situation and examines whether the recipient has housing difficulties. This section’s recommendations include:</p> <ul style="list-style-type: none"> ➤ Homelessness, housing stability, and Housing Support Program assistance if applicable to the county. ➤ Family Stabilization services
Transportation	<p>Collects information about the recipient’s current transportation methods, and whether they would present a barrier to participation. This section’s recommendations include:</p> <ul style="list-style-type: none"> ➤ Providing supportive services for transportation needs
General Health	<p>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:</p> <ul style="list-style-type: none"> ➤ Evaluation for potential exemptions (disability, caring for an ill or incapacitated household member, etc.)

Table 6E. OCAT Tool Structure and Recommendations (continued)

OCAT Section	Information Collected & Recommendations Produced
Emotional and Mental Health	<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>
Substance Use	<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>
Domestic Abuse & Safety	<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>
Pregnancy	<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>
Childcare and Parenting	<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>
Relationships	<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 replaced the Workforce Investment Act of 1998 effective July 1, 2015;
- TANF programs are mandatory partners with America's Job Centers of CaliforniaSM (AJCCs; formerly One-Stops);
- Prioritizes service to populations with barriers to employment, including public assistance recipients; and
- Emphasizes career pathways with no sequence of services, primarily utilizing:
 - education,
 - credentials,
 - work-based training,
 - barrier removal, and
 - supportive services.

WIOA State Plan Effective July 1, 2016

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

Approved Career Pathways

- Deemed to meet the hourly requirements for CalWORKs Minimum Standards; and
- Approved by CWDs in partnership with Local Workforce Development Boards.

Cost Sharing Memorandums of Understanding

- Developed by Local Workforce Development Boards and CalWORKs programs;
- Establish funding for infrastructure and career services; and
- June 30, 2017: Deadline for submittal to California Workforce Development Board.

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) 2012-13 to FY 2015-16 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 6F. Cal-Learn Average Monthly Participation and Outcomes:
FY 2012-13 through FY 2015-16**

	2012-13	2013-14	2014-15	2015-16
Total Monthly Participants	9,272	7,735	6,411	5,198
Satisfactory Progress Bonuses	389	400	329	242
Graduation Bonuses	130	107	88	78
Sanctions	306	164	190	172
Exemptions, Deferrals, and Good Cause¹	72	38	37	25
Repeat Pregnancies/ Subsequent Births²	64 ³	48	28	16

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

Notes: Data for FY 2012-13 through 2014-15 is revised from the CalWORKs Annual Summary, January 2016.

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

² Repeat Pregnancies category and definition changed to Subsequent Births in June 2014.

³ Data collected for FY 2012-13 Repeat Pregnancies includes April through June 2013 only.

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 2.1 percent, but have steadily increased to 3.3 percent by FY 2015-16; and
- Repeat Pregnancies/Subsequent Births continue to decline and are at the lowest point in FY 2015-16, both in number and as a percent of the caseload.

THIS PAGE IS INTENTIONALLY BLANK.

Chapter 7 – Supportive Services

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

Key Terms in This Chapter

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

Tables and Figures in This Chapter

Table 7A. Average Number of Individuals Receiving Supportive Services July – September 2015 All (Other) Families	93
Table 7B. Average Number of Individuals Receiving Supportive Services July – September 2015 Two-Parent Families	95
Table 7C. Age, Provider Setting, and Time in Care for Stage One Children: FY 2015-16	98
Table 7D. CalWORKs Stage One Child Care: FY 2006-07 through FY 2014-15	99
Figure 7A. Children in CalWORKs Stages One, Two, and Three Child Care Programs: 2006-2015	101

[Table 7E. Behavioral Health Services Referrals and Participation July – September 2015 All \(Other\) Families](#)..... 103

[Table 7F. Behavioral Health Services Referrals and Participation July – September 2015 Two-Parent Families](#)..... 105

Table 7A. Average Number of Individuals Receiving Supportive Services
July – September 2015
All (Other) Families

The table below shows the average number of individuals receiving CalWORKs supportive services in each county for the first quarter of Fiscal Year 2015-16.

	Child Care	Transportation	Ancillary Svcs.
Statewide	24,475	49,068	11,296
Alameda	1,247	1,747	260
Alpine	0	1	0
Amador	21	15	9
Butte	175	129	24
Calaveras	21	47	4
Colusa	2	2	0
Contra Costa	270	617	145
Del Norte	31	73	58
El Dorado	50	36	12
Fresno	940	1,579	463
Glenn	17	14	19
Humboldt	63	158	39
Imperial	228	423	44
Inyo	15	1	0
Kern	889	958	310
Kings	163	269	80
Lake	23	15	21
Lassen	22	0	0
Los Angeles	7,274	15,144	3,734
Madera	71	51	22
Marin	92	107	6
Mariposa	10	19	4
Mendocino	50	48	51
Merced	193	338	113
Modoc	2	6	2
Mono	1	0	2
Monterey	245	490	128
Napa	31	41	16

Table 7A. Average Number of Individuals Receiving Supportive Services (continued)

	Child Care	Transportation	Ancillary Svcs.
Nevada	28	66	24
Orange	871	1,238	322
Placer	204	226	56
Plumas	9	1	0
Riverside	2,184	3,891	1,109
Sacramento	498	2,897	260
San Benito	44	26	21
San Bernardino	3,195	8,296	1,397
San Diego	1,565	3,498	702
San Francisco	476	482	88
San Joaquin	457	810	292
San Luis Obispo	120	66	114
San Mateo	124	109	24
Santa Barbara	145	136	104
Santa Clara	371	1,298	162
Santa Cruz	271	301	64
Shasta	132	138	70
Sierra	6	6	1
Siskiyou	28	27	22
Solano	253	353	88
Sonoma	145	365	102
Stanislaus	267	692	220
Sutter	96	97	31
Tehama	39	51	23
Trinity	3	9	8
Tulare	67	1,034	286
Tuolumne	8	26	3
Ventura	479	211	47
Yolo	156	111	36
Yuba	88	279	54

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

Table 7B. Average Number of Individuals Receiving Supportive Services
July – September 2015
Two-Parent Families

The table below shows the average number of individuals receiving CalWORKs supportive services in each county for the first quarter of Fiscal Year 2015-16.

	Child Care	Transportation	Ancillary Svcs.
Statewide	1,720	16,994	3,854
Alameda	55	351	44
Alpine	0	0	0
Amador	2	7	4
Butte	28	61	19
Calaveras	2	23	4
Colusa	0	0	0
Contra Costa	0	114	25
Del Norte	6	14	23
El Dorado	2	7	6
Fresno	69	818	246
Glenn	3	10	4
Humboldt	7	70	17
Imperial	20	114	18
Inyo	3	0	0
Kern	31	309	111
Kings	26	108	27
Lake	2	6	10
Lassen	3	0	0
Los Angeles	356	3,560	969
Madera	8	21	8
Marin	5	15	4
Mariposa	0	12	2
Mendocino	4	14	20
Merced	26	154	54
Modoc	0	6	1
Mono	0	0	0
Monterey	14	148	43
Napa	1	7	3

Table 7B. Average Number of Individuals Receiving Supportive Services (continued)

	Child Care	Transportation	Ancillary Svcs.
Nevada	4	18	7
Orange	54	362	89
Placer	11	63	10
Plumas	0	0	0
Riverside	141	1,555	399
Sacramento	93	1,785	221
San Benito	4	9	6
San Bernardino	192	3,302	522
San Diego	230	1,841	346
San Francisco	29	83	18
San Joaquin	38	249	99
San Luis Obispo	2	8	10
San Mateo	6	21	4
Santa Barbara	15	34	33
Santa Clara	21	334	40
Santa Cruz	20	59	13
Shasta	13	55	25
Sierra	1	1	0
Siskiyou	4	19	17
Solano	16	82	29
Sonoma	5	61	20
Stanislaus	20	339	95
Sutter	14	61	21
Tehama	7	25	14
Trinity	1	7	11
Tulare	5	377	86
Tuolumne	0	14	3
Ventura	53	38	9
Yolo	34	50	18
Yuba	14	193	27

Data sources: [WTW 25A](#) and [CW 115A](#) for the months of July, August and September 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 under 12.

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:
FY 2015-16**

	% of Children in Stage One
Age of Child	
0-24 Months	16%
2-5 Years	49%
6 Years and Older	35%
Child Care Setting	
License-Exempt	45%
Child Care Centers	30%
Family Child Care Homes	25%
Time in Care¹	
Full Time	61%
Part Time	39%

Data Source:
Age of Child and Child Care Setting characteristics based on FY 2015-16 CW 115/115A reports. The CalWORKs Information Network (CalWIN) data includes only seven of their eighteen counties.

Note:
¹Time in Care characteristics reflect the Calendar Year January 2014 through December 2014 Statewide Automated Welfare System (SAWS) Consortia data.

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	Quarter 1	22,333	33,950	43,250	2,827	9,189	55,265	30,729	22%	33%
	Quarter 2	23,035	32,892	43,054	2,405	9,557	55,017	30,810	22%	32%
	Quarter 3	22,200	30,702	39,827	2,267	10,057	52,151	29,344	20%	31%
	Quarter 4	22,524	31,567	41,078	2,345	9,849	53,272	30,026	20%	30%
	Monthly Avg.	22,523	32,278	41,802	2,461	9,663	53,926	30,227	21%	31%
FY 07-08	Quarter 1	22,649	33,612	42,710	2,213	10,505	55,428	30,639	21%	29%
	Quarter 2	23,727	35,107	45,025	2,118	10,779	57,922	32,484	22%	29%
	Quarter 3	23,796	34,587	43,932	2,128	11,460	57,520	32,244	20%	28%
	Quarter 4	26,995	37,165	47,096	2,371	13,805	63,273	35,423	21%	28%
	Monthly Avg.	24,292	35,118	44,691	2,208	11,637	58,536	32,697	21%	29%
FY 08-09	Quarter 1	26,918	37,179	47,409	2,329	13,501	63,239	34,983	20%	26%
	Quarter 2	26,226	36,585	48,489	1,981	11,453	61,924	35,056	21%	26%
	Quarter 3	23,731	34,375	46,094	1,749	9,491	57,334	32,590	19%	24%
	Quarter 4	23,375	34,821	47,807	1,513	8,132	57,452	33,001	19%	24%
	Monthly Avg.	25,063	35,740	47,450	1,893	10,644	59,987	33,908	20%	25%
FY 09-10	Quarter 1	21,381	33,715	45,684	1,294	7,409	54,387	30,754	18%	24%
	Quarter 2	20,828	33,558	45,457	1,077	7,079	53,612	30,957	18%	24%
	Quarter 3	18,113	29,678	39,621	880	6,646	47,146	27,605	16%	23%
	Quarter 4	18,866	29,951	40,369	797	7,003	48,169	28,742	18%	24%
	Monthly Avg.	19,797	31,725	42,783	1,012	7,034	50,829	29,515	17%	24%
FY 10-11	Quarter 1	17,799	28,581	37,484	766	7,182	45,433	26,846	16%	23%
	Quarter 2	17,275	26,927	37,218	675	5,689	43,582	26,297	16%	23%
	Quarter 3	17,157	24,918	36,097	582	4,871	41,550	25,198	16%	22%
	Quarter 4	18,515	26,855	39,306	541	4,905	44,752	27,530	17%	23%
	Monthly Avg.	17,687	26,820	37,526	641	5,662	43,829	26,468	16%	23%

Table 7D. CalWORKs Stage One Child Care: FY 2006-07 through FY 2014-15 (continued)

		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 11-12	Quarter 1	17,212	24,221	33,913	990	5,803	40,707	24,707	17%	24%
	Quarter 2	17,162	22,561	32,992	617	5,525	39,134	24,482	17%	25%
	Quarter 3	16,286	19,374	29,447	371	5,431	35,249	22,123	15%	23%
	Quarter 4	17,161	19,539	30,494	323	5,448	36,264	23,016	16%	24%
	Monthly Avg.	16,955	21,424	31,711	575	5,552	37,838	23,582	16%	24%
FY 12-13	Quarter 1	16,470	18,247	28,965	280	5,055	34,300	21,211	15%	23%
	Quarter 2	17,355	18,922	30,464	284	5,080	35,828	22,445	16%	24%
	Quarter 3	16,470	18,247	28,965	280	5,055	34,300	20,906	15%	23%
	Quarter 4	17,701	18,374	30,459	248	4,983	35,690	22,279	16%	24%
	Monthly Avg.	16,999	18,448	29,713	273	5,044	35,030	21,710	16%	23%
FY 13-14	Quarter 1	16,933	18,309	29,420	233	5,093	34,746	20,871	16%	23%
	Quarter 2	17,880	19,182	31,538	215	4,856	36,609	22,287	17%	24%
	Quarter 3	17,163	17,604	29,833	241	4,318	34,391	20,905	15%	22%
	Quarter 4	18,987	18,889	32,623	229	4,593	37,444	22,734	16%	23%
	Monthly Avg.	17,741	18,496	30,853	229	4,715	35,798	21,699	16%	23%
FY 14-15 ³	Quarter 1	18,589	18,961	32,158	219	4,778	37,155	21,715	15%	23%
	Quarter 2	19,733	19,234	32,995	252	5,280	38,527	23,054	16%	23%
	Quarter 3	18,717	18,036	30,700	252	5,434	36,386	21,674	15%	23%
	Quarter 4	19,806	18,273	31,970	257	5,463	37,690	22,518	16%	23%
	Monthly 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/>

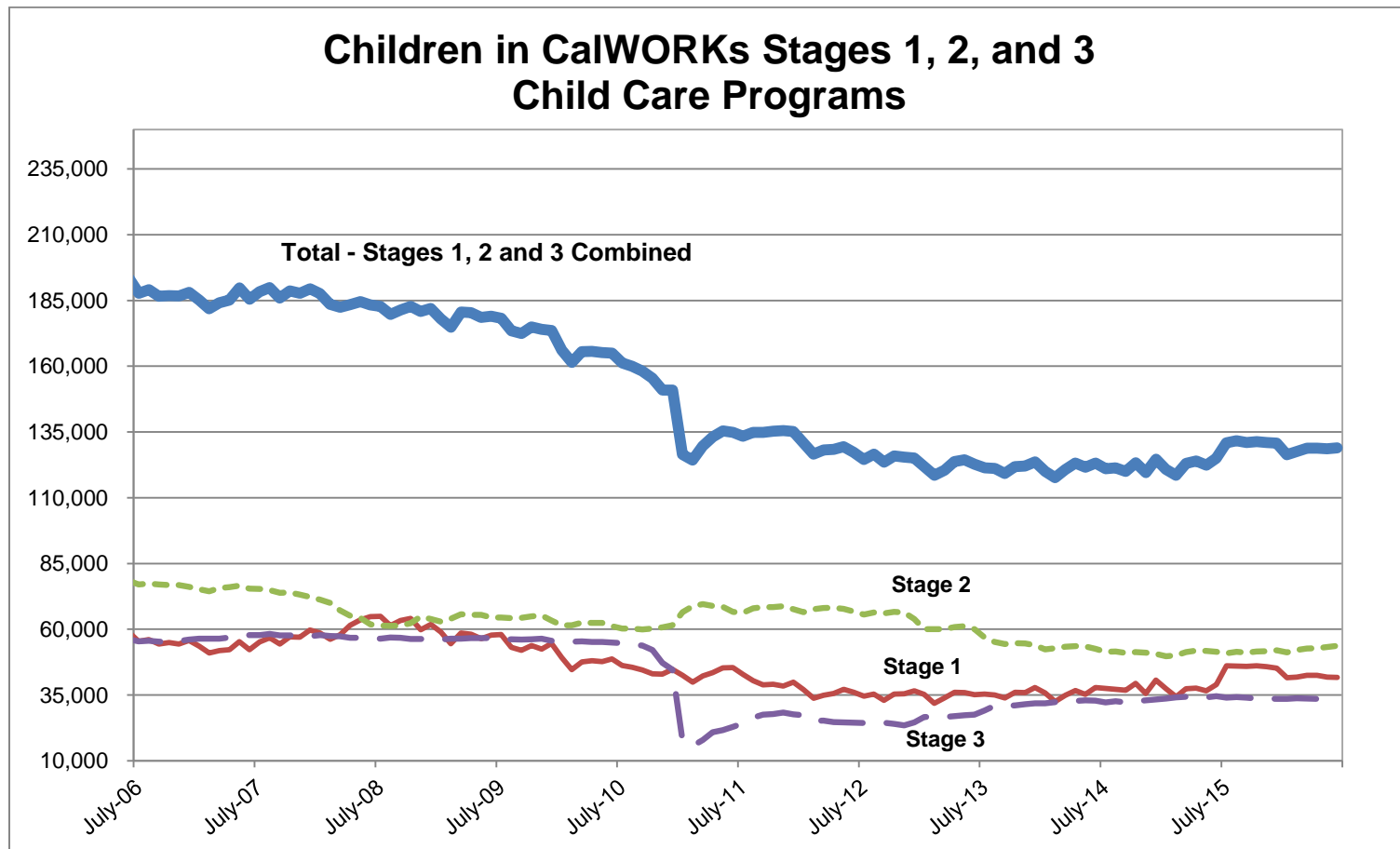
Notes:

¹The 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.

²The "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.

³Data from WTW 25 and WTW 25A is not currently updated. 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: 2006-2015



Data Sources: Stage 1 - CDSS CW 115/115A Monthly Reports (actual data revised to produce missing variables). Stage 2 & 3 - California Department of Education Quarterly Reports, <http://www.cdss.ca.gov/research/>

**Table 7E. Behavioral Health Services Referrals and Participation
July – September 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	3,964	5,459	1,119	1,245	2,827	3,145
Alameda	62	140	0	79	173	249
Alpine	0	1	0	0	0	0
Amador	4	2	0	0	0	0
Butte	18	40	9	7	6	3
Calaveras	0	4	1	6	0	1
Colusa	0	0	0	0	0	0
Contra Costa	143	52	34	9	839	30
Del Norte	442	1	297	0	256	0
El Dorado	7	11	8	7	0	0
Fresno	46	126	46	91	14	26
Glenn	11	21	2	1	1	7
Humboldt	65	62	14	14	7	5
Imperial	13	84	2	5	13	7
Inyo	0	1	0	0	0	0
Kern	178	118	27	27	22	13
Kings	107	75	7	8	4	6
Lake	16	18	7	7	3	2
Lassen	0	0	0	0	0	0
Los Angeles	987	2,585	186	315	1,175	2,435
Madera	23	4	8	0	2	0
Marin	27	33	7	7	4	4
Mariposa	1	1	0	0	1	1
Mendocino	14	4	6	10	9	3
Merced	62	70	11	12	1	0
Modoc	0	0	0	0	0	1
Mono	2	2	0	1	0	0
Monterey	123	97	9	12	11	6

**Table 7E. Behavioral Health Services Referrals and Participation
(continued)**

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.
Napa	8	6	5	3	3	1
Nevada	0	0	0	0	1	1
Orange	321	339	0	20	55	88
Placer	19	34	11	14	4	7
Plumas	1	0	0	0	0	0
Riverside	149	149	26	15	6	8
Sacramento	11	37	1	16	4	8
San Benito	0	0	0	0	0	0
San Bernardino	106	71	24	19	42	33
San Diego	178	141	130	132	19	8
San Francisco	18	47	1	2	0	0
San Joaquin	25	5	1	3	0	0
San Luis Obispo	9	11	7	3	4	7
San Mateo	5	4	1	2	1	1
Santa Barbara	12	14	2	1	0	0
Santa Clara	91	246	36	148	0	44
Santa Cruz	30	34	11	16	0	4
Shasta	65	61	11	6	2	2
Sierra	0	0	0	0	0	0
Siskiyou	7	5	0	0	0	1
Solano	24	49	1	6	6	8
Sonoma	49	68	21	40	5	5
Stanislaus	110	51	87	53	77	32
Sutter	11	33	4	20	0	5
Tehama	35	35	14	10	22	15
Trinity	4	4	1	2	4	3
Tulare	148	328	10	49	20	56
Tuolumne	6	1	1	1	0	2
Ventura	74	56	18	22	4	4
Yolo	26	38	2	15	0	0
Yuba	71	40	12	9	7	3

Data Source: [Quarterly CalWORKs Report July – September 2015](#)

Note: 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
July – September 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	970	873	383	251	374	115
Alameda	8	19	0	11	24	34
Alpine	0	0	0	0	0	0
Amador	1	2	1	2	0	0
Butte	6	14	1	0	1	0
Calaveras	2	3	0	2	0	0
Colusa	0	0	0	0	0	0
Contra Costa	37	9	8	2	217	0
Del Norte	234	0	183	0	51	0
El Dorado	0	0	2	1	0	0
Fresno	6	31	11	25	0	2
Glenn	3	8	0	0	0	0
Humboldt	12	13	0	1	1	1
Imperial	1	41	0	4	0	2
Inyo	0	0	0	0	0	0
Kern	48	30	6	4	2	1
Kings	22	10	1	1	3	1
Lake	2	3	4	2	0	1
Lassen	0	0	0	0	0	0
Los Angeles	89	227	14	24	36	49
Madera	7	2	3	0	2	1
Marin	1	5	0	0	0	0
Mariposa	0	2	0	1	0	0
Mendocino	1	0	0	1	2	0
Merced	29	25	10	8	1	1
Modoc	3	0	0	0	0	0
Mono	0	0	0	0	0	0
Monterey	14	10	6	4	2	1

**Table 7F. Behavioral Health Services Referrals and Participation
(continued)**

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.
Napa	0	0	0	0	0	0
Nevada	0	0	0	0	0	0
Orange	107	113	0	7	1	1
Placer	0	8	0	3	0	0
Plumas	0	0	0	0	0	0
Riverside	23	25	6	5	1	0
Sacramento	8	7	0	0	0	1
San Benito	0	0	0	0	0	0
San Bernardino	36	21	12	9	4	1
San Diego	29	21	18	16	2	0
San Francisco	0	1	0	0	0	0
San Joaquin	6	2	0	0	2	0
San Luis Obispo	3	2	1	1	0	0
San Mateo	1	1	0	0	0	0
Santa Barbara	1	1	0	0	0	0
Santa Clara	30	81	13	49	0	1
Santa Cruz	5	4	4	6	0	0
Shasta	28	20	2	4	0	0
Sierra	0	0	0	1	0	0
Siskiyou	3	5	2	0	0	0
Solano	9	8	0	2	0	0
Sonoma	6	8	2	5	0	1
Stanislaus	34	16	42	18	13	5
Sutter	1	7	1	8	0	0
Tehama	14	8	6	4	4	1
Trinity	3	2	1	1	0	0
Tulare	62	38	5	6	2	7
Tuolumne	3	0	0	1	1	0
Ventura	9	2	4	3	1	3
Yolo	4	3	2	4	0	0
Yuba	19	15	12	5	1	0

Data source: [Quarterly CalWORKs Report July – September 2015](#)

Note: 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 55 percent, compared to just 16 percent for the entire nation.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

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>.

benefits (such as food stamps), tax credits, and for necessary expenses such as taxes, medical out-of-pocket costs, child care, and shelter expenses that are not in the official poverty measure. The threshold is adjusted by family size, composition, geographic region, and housing status (whether a family is renting, owns with a mortgage, or owns without a mortgage).

Tables and Figures in This Chapter

Table 8A. Official Poverty Rate and California’s Ranking: 2011-2015	109
Table 8B. Comparison of the Official and Supplemental Poverty Measures	110
Table 8C. Comparison of the OPM and SPM in California and the U.S.: 2010-2012 to 2013-15	111
Figure 8A. Children in TANF as a Percentage of Children in Poverty: California and the U.S., 2002 - 2015	112
Table 8D. Child Poverty Rates and Share of Poor Children in TANF, California and the U.S.: 2002 to 2015	113
Table 8E. Monthly Benefit Values for a CalWORKs Family of Three in Region One: One Aided Adult and Two Aided Children	116
Figure 8B. Monthly Resources Available to a Family of Three (One Adult and Two Children)	117
Figure 8C. CalWORKs Benefit and Resource Model 2016: Cases with No Earnings and with Median Earnings	118

California’s Poverty Rate and National Ranking

According to the Official Poverty Measure (OPM), 13.9 percent of all Californians and 19.5 percent of California’s children lived in poverty in 2015 (Table 8A). The corresponding figures for the U.S. as a whole were 13.5 percent and 19.7 percent, respectively. California’s poverty rates have dropped by approximately three percentage point since 2011, partly as a result of an improving economy. The State ranks 18th in the nation for overall poverty rate and 20th for child poverty.

Table 8A. Official Poverty Rate and California’s Ranking: 2011-2015

OPM Year	Poverty Rate and California’s Ranking				
	2011	2012	2013	2014	2015
Overall Poverty Rate	16.9% (10th highest)	15.9% (16th highest)	14.9% (18th highest)	15.8% (17th highest)	13.9% (18th highest)
Child Poverty Rate	24.3% (11th highest)	22.5% (19th highest)	20.3% (18th highest)	22.9% (17th highest)	19.5% (20th highest)

Source:
Bernadette D. Proctor, Jessica L. Semega, and Melissa A. Kollar, Income and Poverty in the United States, Current Population Reports P602-252 (U.S. Census Bureau, September 2016). Data are from the Current Population Survey, Annual Social and Economic Supplement. 2015 data retrieved from <http://census.gov/data/tables/time-series/demo/income-poverty/cps-pov/pov-46.html>

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 (food, clothing, shelter, and utilities) and use the value between the bottom and middle thirds of the all families as its threshold.

Major Differences between the OPM and SPM

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

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

How are poverty 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 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

Source:
Based on Trudi Renwick and Liana Fox, *The Supplemental Poverty Measure: 2015*, Current Population Reports P60-254 (U.S. Census Bureau, September 2015). <http://www.census.gov/content/census/en/library/publications/2016/demo/p60-258.html>

California Poverty Rates Based on the OPM and the SPM

In September 2016, 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 2013-15, for example, California’s poverty rate was 20.6 percent according to the SPM and 15.0 percent using the OPM (Table 8C). For the U.S. as a whole, poverty rates were 0.6 percentage points higher using the SPM.

**Table 8C. Comparison of the OPM and SPM
in California and the U.S.: 2010-2012 to 2013-15**

	Official Poverty Measure			Supplemental Poverty Measure		
	2010-2012	2011-2013	2013-2015	2010-2012	2011-2013	2013-2015
California	16.5%	16.0%	15.0%	23.8%	23.4%	20.6%
United States	15.1%	14.9%	14.5%	16.0%	15.9%	15.1%

Data Source: Based on Trudi Renwick and Liana Fox, *The Supplemental Poverty Measure: 2015*, Current Population Reports P60-254 (U.S. Census Bureau, September 2015). <http://www.census.gov/content/census/en/library/publications/2016/demo/p60-258.html>

Note:

Questions for income and health insurance coverage in the Current Population Survey Annual Social and Economic Supplement (CPS ASEC) were changed starting in 2013, and the U.S. Census Bureau did not publish state-level three-year SPM estimates for 2012-14.

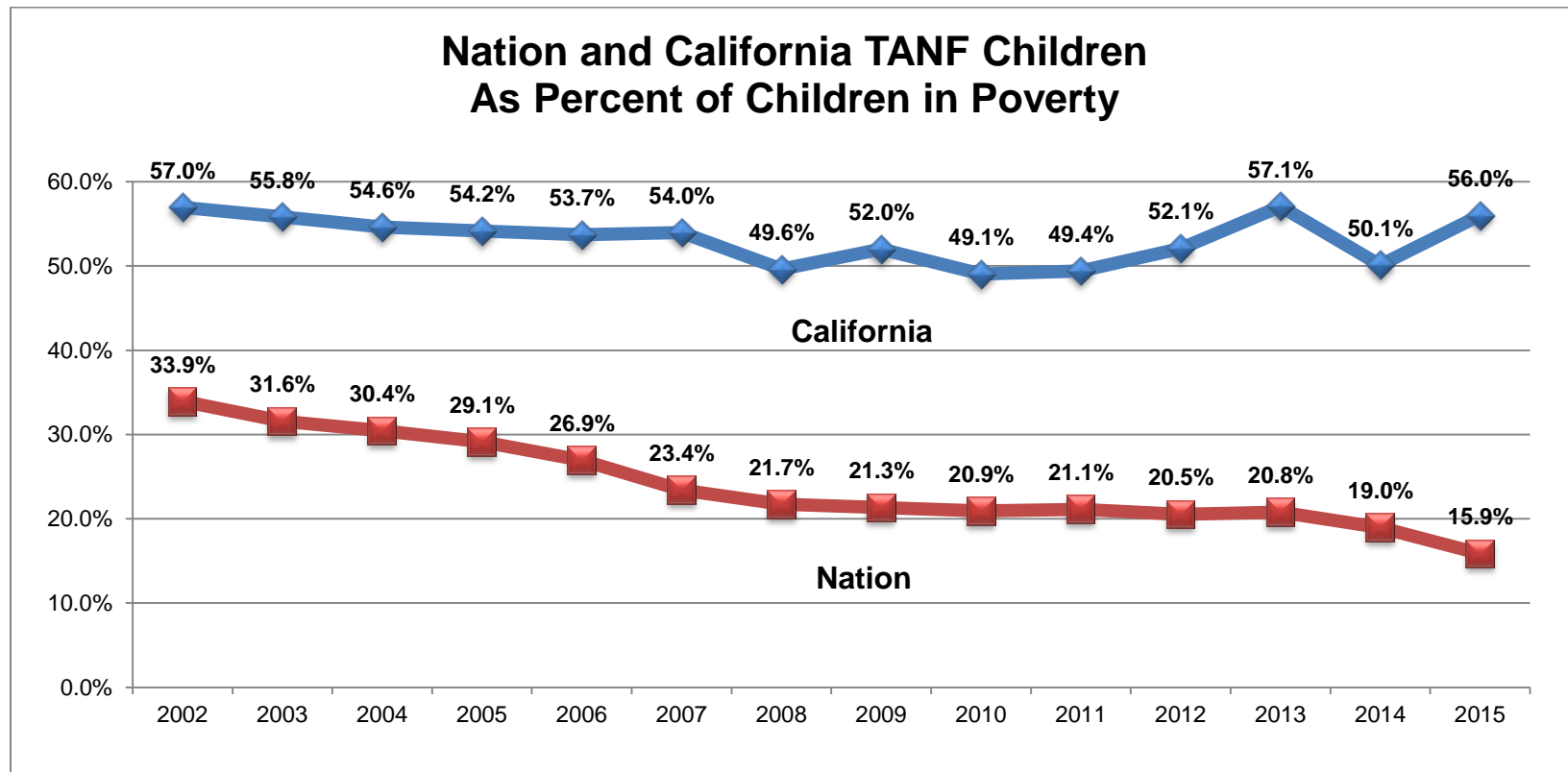
Why is the SPM Higher than the OPM in California?

Local Housing Costs: Unlike the OPM, the SPM accounts for regional variation in the cost of living. For the period 2013 to 2015, 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 Hawaii, New Jersey, Maryland, California, Massachusetts, Connecticut, New Hampshire, New York, Alaska, and Virginia (U.S. Census Bureau, *The Supplemental Poverty Measure: 2015; 2015 American Community Survey 1-year Estimates of Median Monthly Housing Costs*, Table B25105).

Figure 8A. Children in TANF as a Percentage of Children in Poverty: California and the U.S., 2002 - 2015

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 2015, while the national percent of poor children receiving TANF was only 15.9 percent, California served 56.0 percent of its poor children – more than three 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 Sources: [CA 237 CW](#), U.S. Census Bureau and Administration for Children and Families (ACF)..

Table 8D. Child Poverty Rates and Share of Poor Children in TANF, California and the U.S.: 2002 to 2015

Years	California				U.S.			
	Children on CalWORKs ²	CA Children in Poverty	CA Percent Children in Poverty	CA Percent Poor Children in CalWORKs	U.S. Children in TANF and SSP MOE	U.S. Children in Poverty (1,000s)	U.S. Percent Children in Poverty	U.S. Percent Poor Children in TANF
2002	1,015,889	1,783,000	18.7%	57.0%	4,118,797	12,133	16.7%	33.9%
2003	980,664	1,757,000	18.7%	55.8%	4,062,665	12,866	17.6%	31.6%
2004	985,444	1,804,000	19.0%	54.6%	3,969,376	13,041	17.8%	30.4%
2005	964,567	1,781,000	18.6%	54.2%	3,758,077	12,896	17.6%	29.1%
2006	926,104	1,724,000	18.1%	53.7%	3,455,961	12,827	17.4%	26.9%
2007	905,148	1,677,000	17.9%	54.0%	3,119,519	13,324	18.0%	23.4%
2008	942,006	1,898,000	20.2%	49.6%	3,056,690	14,068	19.0%	21.7%
2009	1,030,033	1,981,000	21.0%	52.0%	3,294,392	15,451	20.7%	21.3%
2010	1,091,546	2,225,000	23.4%	49.1%	3,432,780	16,401	22.0%	20.9%
2011	1,116,997	2,260,000	24.3%	49.4%	3,409,383	16,134	21.9%	21.1%
2012	1,075,476	2,065,000	22.5%	52.1%	3,298,369	16,073	21.8%	20.5%
2013	1,052,104	1,843,000	20.3%	57.1%	3,049,590	14,659	21.8%	20.8%
2014	1,048,214	2,093,000	22.9%	50.1%	2,949,590	15,540	21.1%	19.0%
2015	996,882 ¹	1,780,000	19.5%	56.0%	2,302,337	14,509	19.7%	15.9%

Data Sources: [CA CW 237](#), U.S. Census Bureau, and Administration for Children and Families (ACF)

Note:

¹2015 value is the monthly average from January to September.

²The data source for California children on TANF was updated from ACF to CA 237 CW for this version of the CalWORKs Annual Summary.

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 with their earning levels for a family of three with one aided adult and two aided children.⁴ Earned income changes the benefit amounts of these programs and the total resources available for the family.

The updated 2016 model adds three utility subsidy programs – Low Income Heat and Energy Assistance Program (LIHEAP), California Alternate Rates for Energy (CARE), and LifeLine for telecommunication and wireless service assistance - programs that benefit many CalWORKs recipients. The model displays the poverty threshold under both the OPM and the SPM. Medi-Cal benefits and child care are not included as resources, as those two components are reflected as expenses instead of income in the SPM framework.⁵ The new Figure 8C displays information regarding the share of CalWORKs recipients who have no earnings and the share with earnings for at least one month in 2015, along with total monthly resources for those groups (assuming median monthly earnings for all recipients with any earnings in 2015).

The Women, Infants and Children (WIC) health and nutrition program subsidy is not included because only approximately one-third of CalWORKs recipients receive this benefit.⁶ Housing subsidies are excluded because few CalWORKs families receive them (approximately 8.5 percent for FFY 2015 based on RADEP).

⁴ In July 2016, there were a total of 186,698 CalWORKs cases with one aided adult; 48,147, or 25.7 percent, had one aided adult and two aided children. (Data source: MEDS 2016 October.)

⁵ Based on the latest report by California Department of Health Care Services (May 2016), the average monthly costs of Medi-Cal for CalWORKs recipients is \$218/person. The average child care costs is \$715.72/month per child for FY 2016 -17, based on CDSS January 2017 Governor's Budget.

⁶ California Department of Public Health; Women, Infants & Children Program; Data Analysis, Research & Evaluation Section; accessed September 10, 2015.

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

Data Sources

This model was developed using the following data:

- The CalWORKs grant is based on the non-exempt maximum aid payment for a family of three in high-cost counties (Region 1) as of October 1, 2016. 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 2017 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 2016 tax year information. However, most families that are eligible for the EITC and Child Tax Credits receive them as a lump-sum tax refund.
- For a family with two children, the state EITC is 85 percent of the federal EITC up to earnings of \$7,081 per year (approximately \$590 per month). The state EITC begins to phase out at that point, while the federal EITC continues to phase in to earnings of \$13,930 per year (approximately \$1,161 per month).
- The monthly National School Lunch Program benefit for one child is derived by dividing total price paid for 2014-15 school-year by 12, based on data from the California Department of Education and the Public Policy Institute of California.⁷ That number is multiplied by two (the number of children in the model's family type) and then by 71 percent, the estimated share of children in CalWORKs families who are school-age (MEDS October 2016).
- The utility subsidy includes three programs: LIHEAP, CARE, and LifeLine. LIHEAP subsidy is calculated based on Program Year 2014 fact sheet; CARE subsidy is calculated by applying discount rates to median electricity and gas expense, based on the American Community Survey 2015 1-year estimate; LifeLine subsidy is based on the sum of state discount and federal discount.
- Net earnings are after deductions for Social Security, Medicare and federal and state income tax.
- The OPM threshold is from U.S. Department of Health and Human Services poverty guidelines for 2016. The SPM threshold is CDSS' calculation of the average threshold for California families of three with two children, using 2015 SPM research files from the U.S. Census Bureau.

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

	\$0	\$200	\$400	\$600	\$800	\$1,000	\$1,200	\$1,400	\$1,600	\$1,800
Net Earnings After Taxes	\$0	\$185	\$369	\$554	\$739	\$924	\$1,108	\$1,293	\$1,478	\$1,662
CalWORKs Grant	\$714	\$714	\$627	\$527	\$427	\$327	\$227	\$127	\$27	\$0
CalFresh Benefit	\$499	\$436	\$403	\$376	\$349	\$322	\$295	\$268	\$241	\$181
School Lunch	\$37	\$37	\$37	\$37	\$37	\$37	\$37	\$37	\$37	\$37
Utility Subsidy	\$67	\$67	\$67	\$67	\$67	\$67	\$67	\$67	\$67	\$67
Child Tax Credit	\$0	\$0	\$23	\$53	\$83	\$113	\$143	\$167	\$167	\$165
Federal Earned Income Tax Credit	\$0	\$81	\$161	\$241	\$321	\$401	\$464	\$464	\$447	\$404
State Earned Income Tax Credit	\$0	\$69	\$137	\$191	\$123	\$55	\$0	\$0	\$0	\$0
Total Resources to the Family	\$1,317	\$1,589	\$1,824	\$2,046	\$2,145	\$2,245	\$2,341	\$2,423	\$2,463	\$2,518
Official poverty measure (OPM)	\$1,680	\$1,680	\$1,680	\$1,680	\$1,680	\$1,680	\$1,680	\$1,680	\$1,680	\$1,680
Supplemental poverty measure (SPM)	\$2,132	\$2,132	\$2,132	\$2,132	\$2,132	\$2,132	\$2,132	\$2,132	\$2,132	\$2,132
Incremental Increases of Total Resources	N/A	\$271	\$235	\$222	\$100	\$100	\$97	\$82	\$40	\$54

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

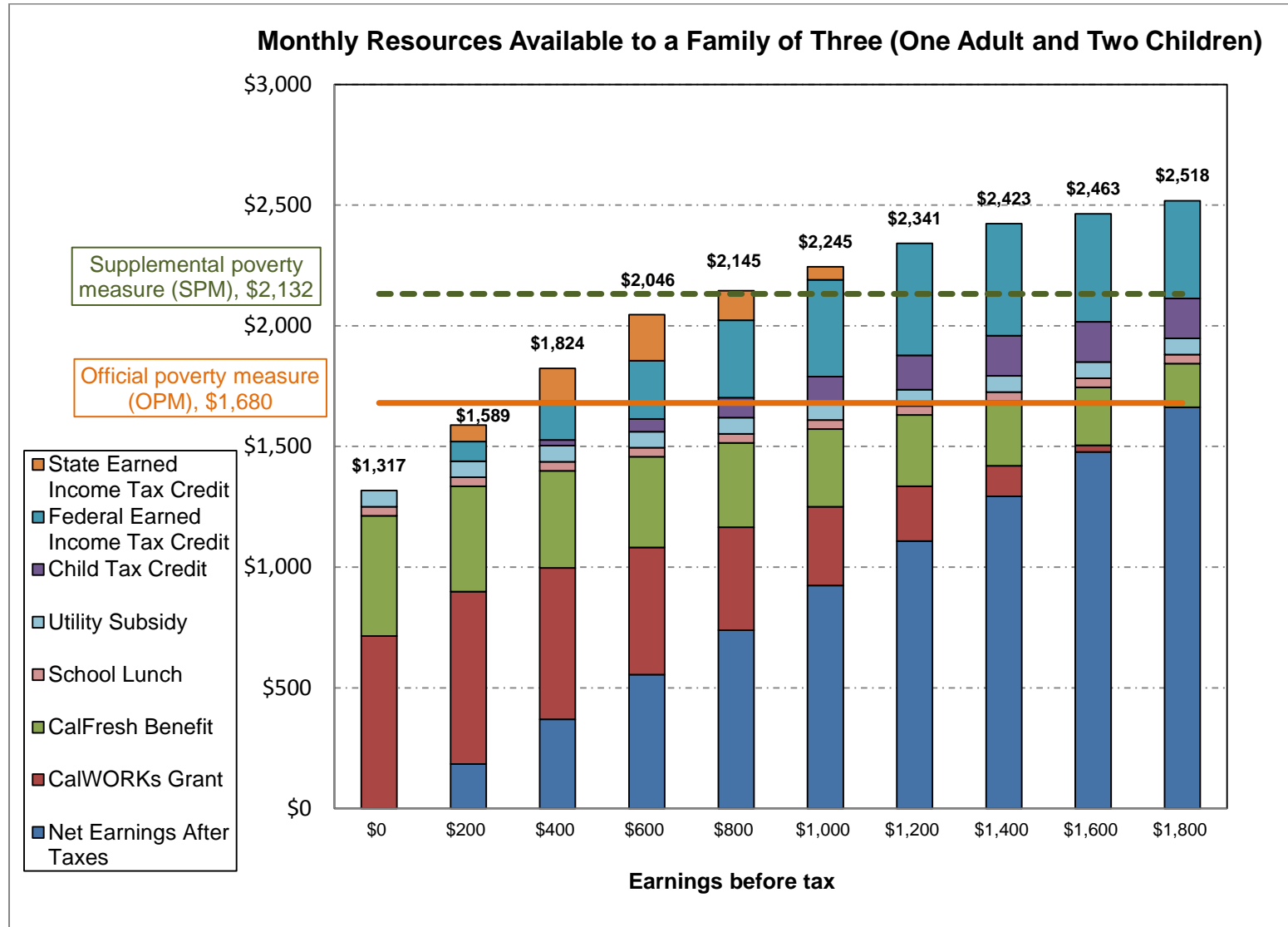
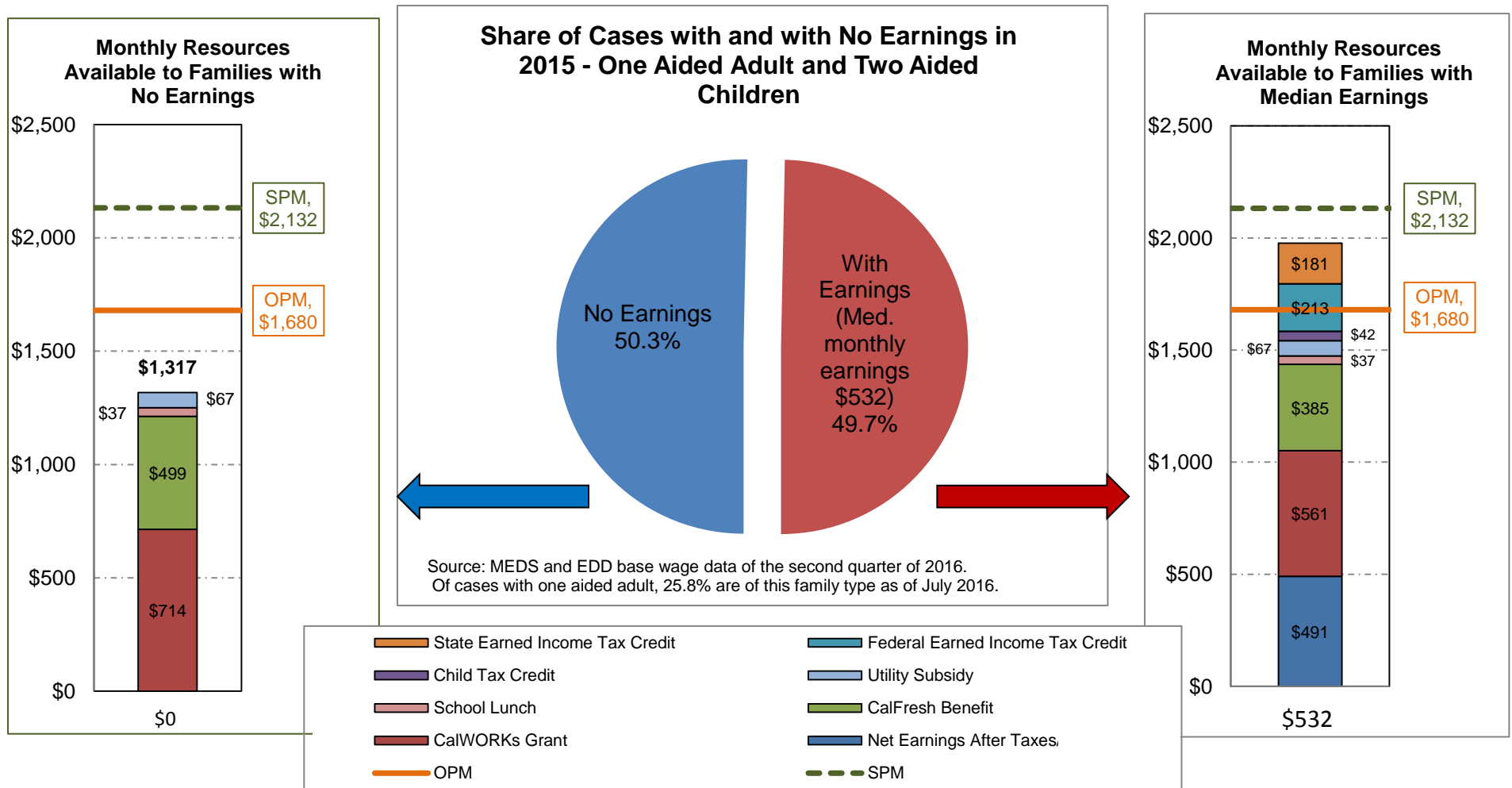


Figure 8C. CalWORKs Benefit and Resource Model 2016:
Cases with No Earnings and with Median Earnings



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. The CDSS prioritizes efficient and effective program oversight to strengthen the CalWORKs program through better county operations and service delivery, with the ultimate goal of increasing successful outcomes for CalWORKs families. This chapter explains how the CDSS uses Temporary Assistance for Needy Families (TANF) funds to assess the effectiveness of the CalWORKs program. Also described in this chapter are steps taken by CDSS to oversee and supervise counties in their implementation of recent changes to the CalWORKs program—notably, the changes enacted by Senate Bill (SB) 1041 (Chapter 47, Statutes of 2012) and Assembly Bill (AB) 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.

Tables and Figures in This Chapter

<u>Table 9A. Allocation of TANF Research Funds Research Project Names and Budgets by Year, FY 2009-10 through FY 2018-19</u>	120
----------------------------------------------------------------------------------------------------------------------------------------------------	-----

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					\$3,480,842
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	\$7,000	\$30,920
Child Care Characteristics								\$666,666	\$1,000,000	\$333,334	\$2,000,000
Total	\$1,533,344	\$1,643,072	\$1,524,717	\$1,505,316	\$2,495,641	\$2,128,618	\$3,077,551	\$3,242,731	\$1,592,678	\$427,350	\$19,171,018

Notes:

¹Does not include UC Davis projects listed separately below.

²The 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.

³Estimated budgets are subject to change.

⁴UCD contract was not renewed, and funding has been removed from FY 15-16 through FY 18-19. Please see the CalWORKs Annual Summary release of January 2016 for previous projections.

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.

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 Overview

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

Time Period: FY 2009-10 through FY 2014-2015

Total Cost: \$3,480,842

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

Current Status: Completed.

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: Completed.

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.

UC Berkeley: California Child Welfare Indicators Project (CCWIP)

Time Period: FY 2009-10 through FY 2018-2019

Total Allocation: \$429,863

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

http://cssr.berkeley.edu/ucb_childwelfare/.

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

Employment Development Department (EDD)

Time Period: FY 2009-10 through FY 2018-19

Total Allocation : \$249,604

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 Allocation: \$8,988,368

SB 1041 requires CDSS to contract with an independent, research-based institution for an evaluation of changes to the Welfare to Work requirements and produce a written report to be provided to the Legislature. The Research and Development (RAND) Corporation was selected through a competitive bidding process to conduct the evaluation. 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.

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 – Second round completed
 - All-County Welfare Directors Survey – completed
 - Focal County Key Staff Interviews – Second wave completed
 - Focal County CalWORKs recipient focus groups – Second wave completed
- Recipient Status Study /Recipient Tracking Study: a point-in-time “snapshot” of the activities and services clients receive and an analysis of clients over time, while on and after leaving aid.
 - Underway - Data collection and analysis from the CDSS, Employment Development Department and other internal administrative sources is ongoing.
- Recipient Impact Study: the number of families participating, completion of WTW activities, treatment of barriers, employment status and earnings, and child well-being.
 - Underway – The 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.

Current Status: The year two annual report was released in November 2016. The report includes findings from interviews, surveys, recipient and staff focus groups and administrative data analysis. The report is available at the RAND Corporation website at http://www.rand.org/pubs/research_reports/RR1348.html.

Department of Health Care Services (DHCS)

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

Total Allocation: \$30,920

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

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

Child Care Characteristics Survey Research Project

Time Period: FYs 2016-17 through 2018-19

Total Allocation: \$2,000,000

The California Department of Social Services (CDSS) Child Care Programs Bureau awarded to Child Trends, Inc. a contract on a competitive basis to study the characteristics of families, children, and providers of subsidized child care in California. The study 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: A contract with CDSS and Child Trends was executed on November 1, 2016.

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; and
 - 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
 - **Year Two Report:** http://www.rand.org/pubs/research_reports/RR1348.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;
 - Some county visits completed by conference call; and
 - All 58 county visits have been completed.
 - 45 reports online: <http://www.cdss.ca.gov/cdssweb/PG95.htm>
- **County Peer Review**
 - Sharing of promising and best practices between and among counties;
 - Peer review teams visit counties to conduct informational interviews and focus groups, review policies and procedures, and review client case files;
 - Eight peer review visits were completed to date; and
 - Summary reports: <http://www.cdss.ca.gov/calworks/PG2108.htm>
- **Eligibility Case File Reviews**
 - One-day county visits that include a review of major eligibility factors: citizenship, residency, income, resource limitations, family composition, the Welfare-to-Work 24-Month Time Clock, and grant levels. A Summary of Findings will be forwarded to the county upon completion of the review;
 - Seven new counties will be reviewed in 2017, beginning early spring; and
 - More detailed information: <http://www.dss.cahwnet.gov/lettersnotices/PG980.htm>

Chapter 10 – Homeless Assistance and Housing Support

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

Key Terms in This Chapter

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

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

Tables and Figures in This Chapter

[Table 10A. Application Approvals and Shelter Expenditures: FY 2015-16](#) 128

CalWORKs Homeless Assistance Program

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

Temporary Homeless Assistance

Temporary HA provides a payment of \$65 per day for a family of four and an additional \$15 for the fifth and each additional family member, not to exceed \$125 per day. Temporary HA is provided for up to 16 consecutive calendar days. While receiving temporary HA, the family must provide proof that they are actively searching for permanent housing. Following the 16-day period, even if the AU did not receive all 16 days, the temporary shelter benefit is considered exhausted.

Permanent Homeless Assistance

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

Exceptions

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

Table 10A. Application Approvals and Shelter Expenditures: FY 2015-16

Type of Homeless Assistance	Number of Families Approved	FY 15-16 Net Shelter Expenditures
Temporary	30,554	\$24,209,188
Permanent	4,414	\$5,991,913
TOTAL	34,968	\$30,201,101

Data Source: [CA 237 CW](#)

CalWORKs Housing Support Program (HSP)

Program Overview

- In 2014, Senate Bill (SB) 855 created the CalWORKs Housing Support Program (HSP) to assist homeless CalWORKs recipients secure permanent housing and reach self-sufficiency;
- In FY 2014-15, \$20 million was allocated for the program; the allocation increased to \$35 million in FY 15-16 and to \$47 million in FY 16-17; and
- HSP assists homeless CalWORKs families in quickly obtaining permanent housing and provides wrap-around supports to families to foster housing retention.

Implementation

- In FY 14-15, twenty counties participated in HSP; the program expanded to 44 counties in FY 15-16 and to 49 counties in FY 16-17;
- County plans follow nationally recognized housing 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 for FY 14-15 and FY 15-16 (combined):

- A total of 12,449 families have been approved for HSP and have received or are currently receiving services such as temporary housing, assistance with locating permanent housing along with intensive case management; and
- A total of 4,935 families have been permanently housed.

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

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

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

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

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

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

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

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

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

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

lying 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.

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

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

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

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

Appendix B: List of Data Sources Used

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

<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.

Updated Information from the WTW 25/25A is currently unavailable. This may result in some tables that use the WTW 25/25A not being updated for this edition of the Annual Summary .